



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

Appraisal Stage | Date Prepared/Updated: 19-Dec-2019 | Report No: PIDISDSA27703



**BASIC INFORMATION**

**A. Basic Project Data**

Country Bangladesh	Project ID P171086	Project Name Safety Net Systems for the Poorest (AF) (IDA18 RSW)	Parent Project ID (if any) P132634
Parent Project Name Safety Net Systems for the Poorest	Region SOUTH ASIA	Estimated Appraisal Date 26-Dec-2019	Estimated Board Date 20-Mar-2020
Practice Area (Lead) Social Protection & Jobs	Financing Instrument Investment Project Financing	Borrower(s) People's Republic of Bangladesh	Implementing Agency Department of Disaster Management, Bangladesh Bureau of Statistics, Ministry of Disaster Management & Relief

Proposed Development Objective(s) Parent

The Objective of the Project is to improve the equity, efficiency and transparency of major Safety Net Programs to benefit the poorest households.

Proposed Development Objective(s) Additional Financing

The Project Development Objective is to improve the equity, efficiency, transparency and shock-responsiveness of major safety net programs to benefit the poorest and most vulnerable households.

Components

- Support to MoDMR Safety Net Programs
- Strengthening of MoDMR Program Administration and Shock-Responsiveness
- Development of the National Household Database
- Strengthening Community Resilience with EGPP+
- Strengthening Community Resilience for the DRP

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

**SUMMARY**

<b>Total Project Cost</b>	100.00
<b>Total Financing</b>	100.00
<b>of which IBRD/IDA</b>	100.00



<b>Financing Gap</b>	0.00
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**DETAILS**

**World Bank Group Financing**

International Development Association (IDA)	100.00
IDA Grant	100.00

Environmental Assessment Category

B-Partial Assessment

Decision

The review did authorize the team to appraise and negotiate

**B. Introduction and Context**

Country Context

1. Bangladesh has enjoyed relatively high and stable growth over the last two decades, accompanied by fast poverty reduction. Gross Domestic Product (GDP) grew well above the average for developing countries at around 6 percent per annum since 2000. The poverty rate dropped by half, from 48.9 percent in 2000 to 24.5 percent in 2016.<sup>1</sup> With per capita Gross National Income (GNI) (Atlas method) at USD 1,944 in 2019, Bangladesh has been a lower middle-income country since 2015. Manufacturing — particularly ready-made garment (RMG) exports for which the country is the second largest exporter in the world — and construction have been major drivers of recent economic growth. Macroeconomic fundamentals have been sound, with inflation under control (5-6 percent) and fiscal deficit at a relatively low level. The risk of public debt distress remains low according to the recent World Bank and IMF Debt Sustainability Analysis (DSA). Growth in manufacturing exports and remittance flows, as well as slow import growth, has kept the external balance, with a comfortable level of foreign exchange reserves (equivalent to 5.8 months of imports as of June 2019).

2. Despite robust growth, the pace of poverty reduction and job creation has slowed down. While the annual GDP per capita growth rate increased to 5.2 percent in 2010-16, compared to 4.9 percent during 2005-10, the pace of associated poverty reduction slowed, especially in urban areas. With rapid urbanization, the absolute number of urban poor was higher in 2016 than in 2010. The welfare gap between eastern and western Bangladesh has also reemerged, correlated with different rates of progress in demographic change and educational attainment, as well as slower agricultural growth. The pace of job creation in the formal sector also slowed down. Total employment grew only by 1.8 percent between 2011 to 2016, compared with 3.1 percent per year between 2003 and 2010.

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<sup>1</sup> World Bank Poverty Assessment (2019) based on Bangladesh Bureau of Statistics upper poverty line.



3. There are emerging risks to macroeconomic stability. Such risks include the vulnerability in the banking sector due to the high and increasing non-performing loan (NPL) ratio, underperforming domestic revenue collection while public investment is expanding to meet the infrastructure and human capital deficits, and real exchange rate appreciation which has begun to undermine export competitiveness.

4. Key structural reforms are needed to sustain the growth momentum and improve the inclusiveness of growth. Domestic demand growth is strong. Private investment is set to gain momentum given the reduced political uncertainty following the 2018 elections and expected reforms to lower the cost of doing business.<sup>2</sup> Tariff escalation by the US against China may provide a boost to exports in the short run if Bangladesh can capture some of the trade diversion. However, the softening of global demand and appreciation of Bangladesh's real exchange rate would adversely impact export demand and remittances. The elevated global economic risk calls for accelerated structural reforms to increase potential output and address financial sector vulnerabilities while building fiscal and external buffers to maintain macroeconomic stability. With RMG constituting 84 percent of total export, Bangladesh's export base is narrow. Diversification of the export base is critical to buffer impacts from both external and internal shocks, while also to sustain relatively high growth and accelerate job creation. Additionally, reforms are necessary to improve infrastructure and connectivity, enhance access to credit, improve human capital, boost agriculture productivity, and make business regulation less onerous and more predictable.

5. The country's existing challenges of poverty have been aggravated by the large influx of the displaced Rohingya population (DRP) from Myanmar since August 2017. As of September 2019, Bangladesh is hosting an estimated 915,000<sup>3</sup> DRP and persons living in refugee-like situations. The nearly one million displaced Rohingya persons currently reside in Cox's Bazar district in Bangladesh, mostly in congested camps, with some living amongst host communities. The Rohingya population is particularly concentrated in the Teknaf and Ukhia upazilas – among the poorest of eight upazilas in the district – where it exceeds the host community population. Both host and Rohingya communities have enormous needs for social assistance and other services which places a significant strain on an already resource-constrained delivery system.

### Sectoral and Institutional Context

6. In alignment with the National Social Security Strategy (NSSS) 2015 and the need to strengthen the social protection system in Bangladesh, the World Bank is actively engaged with key ministries in the sector. The NSSS was adopted by the Government of Bangladesh in 2015, recognizing the importance of social protection in reducing the impact of risks for the poorest and most vulnerable. The vision of the NSSS is specifically to build an inclusive social security system that effectively addresses poverty and inequality, while also contributing to broader human development, employment, and economic growth goals. Six core institutional reforms have been highlighted to achieve this vision. These are the (1) establishment of a single registry; (2) establishment of a results-based monitoring and evaluation system; (3) establishment of a complaints and grievance mechanism; (4) strengthening processes for selecting recipients of social security schemes; (5) strengthening government-to-person payment systems that promote financial inclusivity; and (6) supporting the implementation of lifecycle programs and coordination with social security programs.

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<sup>2</sup> Although from a very low level, Bangladesh improved its ranking to 168 in the latest Doing Business 2020 based on a detailed action plan led by the Prime Minister's Office.

<sup>3</sup> 905,822 refugees identified in camps according to the Refugee Relief & Repatriation Officer (RRRC) and UNHCR Registration (including 34,172 registered before August 31, 2017). 9,176 refugees estimated in host communities in Teknaf and Ukhia upazilas (sub-districts) according to UNHCR Family Counting. Inter Sector Coordination Group (ISCG) Situation Report (September 2019).



7. The Bank's operational engagement in the sector focuses on systemic challenges that cut across all implementing ministries. These include addressing program fragmentation, strengthening pro-poor targeting, updating administrative systems, and improving social accountability. The Safety Net Systems for the Poorest (SNSP) Project (IDA 5281-BD) has been supporting the Ministry of Disaster Management & Relief (MoDMR) since 2013 to improve the equity, efficiency, and transparency of five major safety net programs including public workfare and humanitarian assistance. From 2014, the Income Support Program for the Poorest (ISPP) Project (IDA 5553-BD) has been supporting the Ministry of Local Government, Rural Development & Cooperatives (MoLGRDC) to establish a nutrition-focused conditional cash transfer while strengthening implementation at the local level. The Cash Transfer Modernization (CTM) Project (IDA 6163-BD), which became effective in 2018, has been supporting the Ministry of Social Welfare (MoSW) in modernizing the service delivery of its major unconditional cash transfer programs which address particularly vulnerable groups such as the elderly, widowed and persons-with-disabilities (PWD).

8. In addition, the Emergency Multisector Rohingya Crisis Response (EMRCR) Project (D419-BD) which became effective in 2019, was undertaken to provide social assistance to the DRP, as well as support MoLGRDC and MoDMR to improve access to basic services and build disaster and social resilience for this vulnerable population. Social assistance programs administered by MoDMR, MoLGRDC and MoSW represented nearly 40 percent of the safety net budget in Bangladesh in FY 2019. Together, these engagements aim to bring about systemic improvements in the delivery of safety nets by focusing on the largest Government programs which address a range of vulnerabilities across the lifecycle, while addressing the need for responsiveness in the face of shocks, whether natural and human-induced.

9. Additional Financing to the SNSP Project (IDA 5281-BD and IDA 6137-BD) was requested by the Government of Bangladesh on to address the situation in the Cox's Bazar district as a result of the Rohingya crisis. Since the influx of the DRP, the host population has faced a dual shock of downward pressure on wages and increasing prices of goods and services. Negative environmental impacts have also resulted in the loss of agricultural and livestock related livelihoods. The Government of Bangladesh intends to provide livelihoods and income support to poor and vulnerable households in the host community to cope with the negative economic impacts by leveraging its existing flagship public works program – the Employment Generation Program for the Poorest (EGPP). At the same time, considering that the benefits to the Rohingya community under the EMRCR Project (D419-BD) would only cover approximately half of the population, the proposed Additional Financing to the SNSP Project (IDA 5281-BD and IDA 6137-BD) would help scale-up coverage of support to the DRP.

### Gender Context

10. Bangladesh has performed well in narrowing the gender gap over the last decade in terms of education, health, and increased economic participation. However, progress in women's empowerment has been slow in several geographical pockets in the country, including Cox's Bazar. Conservative social norms in the district, as well as the roader and the rest of the division tend to impose gender roles that can significantly limit women's mobility beyond the homestead, depriving them of education and health services, as well as participation in economic activities, subjecting them to a disproportionate effect of poverty. When women find jobs in agriculture, their daily wages are significantly lower than those of male workers. Women in the DRP community also have a conservative lifestyle where mobility is restricted, while at the same time many have become heads of households with families to provide for in the wake of the displacement crisis. The proposed Additional Financing, which would provide income support for both communities, would include features which are



favorable for increasing women's participation such a gender-based quota (40% for host communities and 60% for the DRP) and targeted information to ensure community awareness and uptake.

11. As of 2015, 73% of ever-married women in Bangladesh had experienced some form of violence. Considering economic and social costs, gender-based violence (GBV) eroded 2.1% of the GDP of the country in 2013. The high incidence of GBV is largely due to deep-rooted patriarchal norms which tend to be greater in certain conservative geographical pockets than in others, and Cox's Bazar district is located in one such region of the country. Limited social awareness and conservative norms discourage open discussions on GBV and restrain survivors' access to the limited services that are available. High levels of poverty also limit the options of the survivors of intimate partner violence to seek support or to return to their family homes. High levels of GBV are also reported by UN agencies in the Rohingya camps. Living conditions are congested and most women stay in their homes due to conservative social norms that limit their roles in the public sphere as well as to avoid GBV which takes various forms (assault, trafficking, forced labor, etc.).

12. GBV screening was conducted against infrastructure risks according to the World Bank GBV risk assessment, and the risk level was determined to be low given the very small-scale civil works associated with the Project. However, infrastructure-based GBV screening may not be a best fit in this case and potential risks of sexual exploitation and abuse (SEA) and sexual harassment (SH) still exist. A series of measures to mitigate such risks have been incorporated in a standalone Gender Action Plan (GAP) for the Project.

#### Stakeholder Consultations

13. Several important stakeholders for the proposed Additional Financing were identified, including host community, Rohingya community, local government, UN agencies, and development partners. MoDMR conducted eight meetings with the host and Rohingya communities and local government in Cox's Bazar district in 2019, while the Bank coordinated with UN agencies and development partners, to ensure all views were taken into consideration during the preparation of the relevant safeguards document. All stakeholders were in favor of the interventions under the proposed Additional Financing. In order to keep stakeholders informed and engaged during implementation, the environmental and social management framework (ESMF), prepared by the Department of Disaster Management (DDM) under MoDMR, emphasizes the need for continuous consultations and encouraging the use of existing grievance redress mechanisms for complaint reporting.

14. The ESMF for the proposed Additional Financing was originally made available for public consultation on the websites of MoDMR, DDM and the Project, as well as at locations accessible to the public. Selected sections of the ESMF for the EMRCR Project (D419-BD) (Component 2) will be followed for Component 5 of the proposed Additional Financing. This ESMF has already been disclosed by MoDMR on its website in the relevant languages (i.e. English, Bangla and Rohingya). Once all public comments have been addressed by DDM in the ESMF of the proposed Additional Financing, the Bank will disclose the document publicly on its website. DDM will publish advertisements announcing the disclosure of the ESMF in English and Bengali daily newspapers mentioning the websites where the full document may be downloaded, and physical locations where hard copies may be obtained.

### **C. Proposed Development Objective(s)**

#### Original PDO



The Objective of the Project is to improve the equity, efficiency and transparency of major Safety Net Programs to benefit the poorest households.

#### Current PDO

The Project Development Objective is to improve the equity, efficiency, transparency and shock-responsiveness of major Safety Net Programs to benefit the poorest and most vulnerable households.

#### Key Results

- Improved Program Coverage
- Improved Equity
- Improved Efficiency
- Improved Transparency
- Improved Shock-Responsiveness

#### **D. Project Description**

15. The original Project comprised three Components. Component 1 supports DDM to incrementally improve the performance of the abovementioned safety net programs via disbursement-linked indicators (DLIs) relating to (i) household targeting, (ii) administrative systems, and (iii) payment systems. In doing so, this Component co-finances a portion of the country's flagship public works program – the EGPP. Component 2 provides technical assistance to DDM to (i) utilize poverty data from the forthcoming National Household Database (NHD) to identify potential recipients of social assistance, (ii) establish a common safety net program management information system (MIS) for more efficient administration, and (iii) scale-up digital payments of program benefits. These activities support the achievement of DLI targets under Component 1, and thereby the “equity”, “efficiency” and “transparency” elements of the PDO which represent critical reform areas for the relevant safety net programs. Component 3, implemented by the Bangladesh Bureau of Statistics (BBS) under the Statistics & Informatics Division (SID), supports the establishment and implementation of the NHD – the country's first universal social registry. The NHD will allow safety net programs administered by DDM, as well as other agencies, to use objective criteria for beneficiary selection. The MoDMR/DDM safety net program MIS and the NHD are administrative sub-systems which make up elements of a broader integrated social protection service delivery system.

16. The proposed Additional Financing would introduce two new Components to address the negative impacts of the Rohingya crisis on both host communities and the DRP in Cox's Bazar. Component 4 (Strengthening Host Community Resilience using EGPP+) would support the scale up of a shock-responsive window of the EGPP (i.e. the “EGPP+”) which would enhance the participation of particularly vulnerable groups. Component 5 ((Strengthening Community Resilience for the DRP) would scale up the Rohingya community services/works program designed under Component 2 (Strengthening Community Resilience) of the EMRCR Project (D419-BD) also implemented by MoDMR. Planned interventions for both populations consider the perceptions of inequity between the two communities which has led to social tensions in Cox's Bazar. The proposed Additional Financing intends to provide opportunities to both hosts and the DRP as well as promote positive interactions between the communities by facilitating the purchase of liquified petroleum gas (LPG) and fresh agricultural products from the local market under arrangements managed by specialized UN agencies.



17. The adaptation of the EGPP for host communities, as well as the intervention for the Rohingya community, during this period of crisis would serve two strategic objectives. Firstly, in the short to medium term, it would provide households the ability to counter the wage and prices shocks, as well as help to address tensions with the provision of opportunities to both. Secondly, in the long term, it would provide a replicable model for Government to rollout in the event of future shocks, disasters or crises, whether natural or human-induced, using (i) information systems to trigger responses and identify households, (ii) programs with pre-defined mechanisms to scale up or down, and (iii) financing strategies to ensure resources are available in a timely and sustainable manner.

## **E. Implementation**

### Institutional and Implementation Arrangements

18. Implementation and institutional arrangements for the proposed Additional Financing will follow the arrangements of the original Project, as well as that of the ongoing EMRCR Project (D419-BD). Accordingly, the implementing agency for Component 2 (Strengthening MoDMR Program Administration and Transparency) and Component 4 (Strengthening Host Community Resilience with EGPP+) which would provide support for the host community in Cox's Bazar would be DDM, while the implementing agency for Component 5 (Strengthening Rohingya Community Resilience) would be MoDMR, i.e. DDM's parent ministry, which directly manages interventions pertaining to the Rohingya community. Although Component 1 (Support to MoDMR Safety Net Programs) and Component 3 (Development of the NHD) do not receive any allocation under the proposed Additional Financing, activities under both Components would continue and follow the original Project's implementation and institutional arrangements.

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

The proposed Additional Financing will be implemented in the Cox's Bazar district in a modified manner from the original Project. For the host community intervention, the Government's ongoing EGPP would be scaled up under Component 4, while the DRP intervention would be financed under Component 5. The scale-up of the EGPP, in the form of the shock-responsive EGPP+, would provide a greater focus on subprojects which promote disaster and climate resilience as well as a wider menu of subprojects to include "community services" to provide options for work which is not labor-intensive to promote greater uptake. With regards to the DRP intervention, the Rohingya community works/services designed under the EMRCR Project (D419-BD) would be scaled up under existing implementation arrangements.

## **G. Environmental and Social Safeguards Specialists on the Team**

Sabah Moyeen, Social Specialist

S. M. Zulkernine, Environmental Specialist





**SAFEGUARD POLICIES THAT MIGHT APPLY**

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	
Performance Standards for Private Sector Activities OP/BP 4.03	No	
Natural Habitats OP/BP 4.04	No	
Forests OP/BP 4.36	No	
Pest Management OP 4.09	No	
Physical Cultural Resources OP/BP 4.11	No	
Indigenous Peoples OP/BP 4.10	Yes	
Involuntary Resettlement OP/BP 4.12	No	
Safety of Dams OP/BP 4.37	No	
Projects on International Waterways OP/BP 7.50	No	
Projects in Disputed Areas OP/BP 7.60	No	

**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:

EGPP currently supports public works which are small-scale and close to rural residential localities to facilitate the participation of women. Under the shock-responsive EGPP+ approach the range of subprojects will be expanded to include “community services” which would not include intensive manual labor as required for typical public works, but focus on communication and social mobilization (e.g. delivering or receiving awareness-raising information), care-taking (e.g. care for vulnerable children), and cleaning (e.g. garbage collection).

Although most EGPP subproject impacts are temporary, minor and localized due to the small-scale nature of the activities, there are some common issues of concern. Community involvement and ownership, as well as selection of appropriate subproject sites, can influence program success and sustainability. The anticipated common negative impacts from subprojects are (1) loss of agricultural topsoil; (2) loss of trees and vegetation; (3) disturbance to wildlife; (4) air pollution; (5) noise pollution; (6) surface water pollution; (7) waste disposal; (8) health and safety of the public, including beneficiaries, and (9) human-wildlife conflict.



2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area: No indirect and/or long-term impacts are expected as a result of the proposed Additional Financing if activities are undertaken in accordance with the ESMF which defines procedures for screening, consultation, grievance handling, inclusive monitoring to address GBV, among others.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts. Community level works and services will be identified during implementation of the proposed Additional Financing. Environmental and social screening along with the Environmental Codes of Practice (ECoP) will help to determine appropriate alternative options, where applicable, at the planning stage for community level subprojects. The ECOP has been developed to guide the planning, design, and implementation of EGPP+ subprojects in terms of avoidance or mitigation of negative environmental impacts that may result from subprojects. The Code elaborates procedures to be followed by DDM, contractors, and other agencies involved.

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. DDM has implemented the original Project since FY 2014, and MoDMR has implemented the Employment Generation Program for the Poorest (EGPP) Project (IDA 4833-BD) from FY 2011 to FY 2014. Both Projects have been supporting the Government's EGPP and both DDM and MoDMR are thus familiar with the World Bank's safeguards policies. This experience has been complemented by technical training provided by the World Bank on the relevant policies, as well as on specific safeguards topics.

An ESMF has been prepared by DDM for the proposed Additional Financing. This document covers activities under Component 4 (Strengthening Community Resilience using EGPP+) and makes reference to the existing ESMF of the EMRCR Project (D419-BD) which will cover activities under Component 5 (Strengthening Community Resilience for the DRP). The latter ESMF has already been approved by MoDMR and the World Bank, and disclosed accordingly.

The ESMF for the proposed Additional Financing provides policies and procedures to govern the implementation of subprojects under the shock-responsive EGPP+, while complying with relevant Government of Bangladesh regulations and applicable World Bank safeguards policies. The document provides a framework to (i) identify, predict, and evaluate beneficial and adverse impacts of subprojects, (ii) design enhancement measures for beneficial impacts, and (iii) establish suitable institutional arrangements to implement the environment and social management measures.

Similar to the original Project, community level environmental and social screening will be an integral part of EGPP+ subproject planning. Screening would help identify concerns prior to implementation, and ensure that actions to mitigate adverse impacts, or enhance opportunities, can be carried out. Community level meetings would be held to identify community priorities, evaluate the merits of specific subprojects, and identify potential environmental and social impacts. Project Implementation Committees (PIC) will carry out screening with guidance from Project Implementation Officers (PIO) and/or Sub-Assistant Engineers (SAE) of DDM. Planned subprojects would be reviewed against the ECOP to avoid or address concerns through modifications in subproject design and incorporation of mitigation measures. PIOs and/or SAEs would review the outcomes of environmental and social screening and suggest appropriate measures for impacts and the associated costs.

Lessons learned from the original Project suggest that the rapid scale-up of subprojects under the EGPP+ approach will require intensive capacity building on environmental and social assessment and risk management. Accordingly, safeguards training workshops would need to be conducted on a regular basis. These will cover District Relief & Rehabilitation Officers (DRROs), PIOs, SAEs, grievance redress committee members, local government representatives,



EGPP+ beneficiaries (i.e. from the host community), and other relevant stakeholders. Workshops content will include (i) ESMF implementation; (ii) subproject site selection procedures and negative lists; (iii) screening procedures, documentation and reporting requirements; (iv) consultation process; (5) labor management process; (6) grievance handling mechanism (with particular attention to GBV issues); among others.

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

The ESMF for the proposed Additional Financing, which would cover activities under Component 4 (Strengthening Community Resilience with EGPP+) was prepared in consultation with local communities in Cox’s Bazar where the EGPP is implemented. Activities under Component 5 (Strengthening Community Resilience for the DRP) would follow the ESMF of the EMRCR Project (D419-BD) (approved and disclosed) which incorporates views of affected communities. The ESMF for the proposed Additional Financing was originally disclosed on the MoDMR, DDM and Project websites on November 20, 2019.

**B. Disclosure Requirements (N.B. The sections below appear only if corresponding safeguard policy is triggered)**

**Environmental Assessment/Audit/Management Plan/Other**

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

**Indigenous Peoples Development Plan/Framework**

Date of receipt by the Bank	Date of submission for disclosure
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**"In country" Disclosure**

**C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting) (N.B. The sections below appear only if corresponding safeguard policy is triggered)**



## CONTACT POINT

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**APPROVAL**

Task Team Leader(s):	Kenichi Victor Nishikawa Chavez Ashiq Aziz
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**Approved By**

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Practice Manager/Manager:	Stefano Paternostro	20-Dec-2019
Country Director:	Dandan Chen	22-Dec-2019

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