



# Appraisal Environmental and Social Review Summary

## Appraisal Stage

### **(ESRS Appraisal Stage)**

Date Prepared/Updated: 05/26/2022 | Report No: ESRSA02217



**BASIC INFORMATION**

**A. Basic Project Data**

Country	Region	Project ID	Parent Project ID (if any)
Zambia	Eastern and Southern Africa	P179095	
Project Name	Scaling up Shock Responsive Social Protection in Zambia		
Practice Area (Lead)	Financing Instrument	Estimated Appraisal Date	Estimated Board Date
Social Protection & Jobs	Investment Project Financing	5/25/2022	6/28/2022
Borrower(s)	Implementing Agency(ies)		
Republic of Zambia	Ministry of Community Development and Social Services (MCDSS)		

Proposed Development Objective

To protect poor and vulnerable households' consumption in response to shocks in Zambia

Financing (in USD Million)	Amount
<b>Total Project Cost</b>	<b>126.33</b>

**B. Is the project being prepared in a Situation of Urgent Need of Assistance or Capacity Constraints, as per Bank IPF Policy, para. 12?**

Yes

**C. Summary Description of Proposed Project [including overview of Country, Sectoral & Institutional Contexts and Relationship to CPF]**

The emergency operation aims to smooth the consumption of the poorest households in Zambia and alleviate the negative impacts of the multiple crises Zambia has faced on household income and food security. The predictability of cash transfers, particularly during emergencies, is critical to avoid further negative coping strategies and an irreversible impact on food security and human capital. Multiple challenges have damaged the Zambian economy, weakening the Government's ability to sustain financing to social safety nets to alleviate the impact on the poor and vulnerable. Zambia is currently in debt distress and the impact of the COVID-19 pandemic exacerbated prior fiscal and external imbalances arising from high public investment spending, a drought, and a steep exchange rate depreciation. Government's fiscal space is shrinking to continue the sustained financing of Zambia's safety nets. This could lead to a



reversal of the timely and predictable cash transfers to beneficiaries achieved in 2021 and a return of the 2019/2020 situation where beneficiaries received only some of the transfers they were entitled to. Given government's shrinking fiscal space to sustain financing to the social protection sector at current levels, the emergency operation would provide critical financing to sustain Zambia's investment in its safety nets.

The operation will build on the results achieved under the Bank's main lending operation in the social protection sector in Zambia, the Girls Education and Women's Empowerment and Livelihoods (GEWEL) project (P151451). The new operation will focus on the social protection program that supports the poorest families in Zambia with cash transfers. Given governments' fiscal difficulties, the emergency operation, together with funds already under GEWEL, will provide financing to cover cash transfers to the full caseload of the government's Social Cash Transfer (SCT) of almost 1 million households for the period of one year. The new operation will utilize the existing systems and capacity built by the GEWEL project, including a Grievance Redress Mechanism (GRM) that is functional countrywide, Management Information Systems (MIS) and digital payment systems.

#### **D. Environmental and Social Overview**

D.1. Detailed project location(s) and salient physical characteristics relevant to the E&S assessment [geographic, environmental, social]

The pilot will be implemented in all districts and provinces country wide. The project builds upon Girls Education and Women's Empowerment and Livelihoods (GEWEL) project (P151451) another lending operation in the social protection sector in Zambia. It has four main sub-components: (1) Supporting Women's Livelihoods (SWL); (2a) Keeping Girls in School (KGS); (2b) Social Cash Transfer (SCT); and (3) Institutional Strengthening and System Building. As per existing implementation arrangements under the GEWEL Project, this project will be coordinated by a PSC comprised of the Permanent Secretaries of the two implementing ministries and Cabinet office: the Ministry of Community Development and Social Services (MCDSS), Ministry of Education (MoE) and the Gender Division. Component 1 Social Cash Transfer (SCT) will be continued to be implemented by MCDSS under the guidance of the PS. In January, 2021 a fatality was reported by MCDSS involving a Payment Point Manager (PPM) in Chifunabuli District, Luapula province under the GEWEL AF1. A rapid security assessment was developed and additional security mitigation measures were introduced that included, but not limited to irregular patterns of payment, less cash carried by the PPMs, two PPMs conducting cash transfers at any one time and security training for all PPMs. There have not been any reported similar incidents to date. GEWEL was implemented under safeguards Operational Policies (OPs) and, therefore, the Environmental Social Framework (ESF) is new to this operation.

#### **D. 2. Borrower's Institutional Capacity**

The Republic of Zambia will implement the Shock Responsive Social Protection in Zambia Project (the Project), with the involvement of three implementing agencies, the Gender Division, Office of the President, Ministry of Community Development (MCDSS) and Social Services and Ministry of Education (MOE). The project would build on the Bank's main lending operation in the social protection sector in Zambia, the Girls Education and Women's Empowerment and Livelihoods (GEWEL) project (P151451) to which Gender Division, MCDSS and MOE are the implementing agencies. The current overall safeguards performance of GEWEL is Moderately Satisfactory. During the implementation of GEWEL there were no reported environmental or OHS incidents with the exception of the PPM fatality caused by the PPM's close family member. The implementing agencies were quick to respond to the PPM fatality by implementing enhanced security arrangements and were able to conduct specific security training for all PPMs. However, the MoE is the only implementation agency implementing a project under the ESF (Zambia Enhanced Early Learning) and several key, managers and leaders have attended WB ESF training. All implementing



agencies will require an appropriate level of ESF training. The new operation will utilize the existing systems and capacity built by the GEWEL project including specialized environmental and social staff to adequately manage environmental and social risks. And the agencies have acquired experience in implementing World Bank financed projects and strengthened institutional capacity in managing risks, however, they lack experience in implementing under Environmental and Social Framework (ESF). It is for this reason that the IPF would include a training plan to enhance capacities for the agencies to better inform risk management in alignment with ESF requirements.

The original GEWEL project was approved in May 2015, became effective in April 2016 and closed on September 30, 2020. An Additional Financing (AF) agreement for the GEWEL project was negotiated and effected in August 2020 and is set to close in 2024. A second GEWEL AF was approved in May 2021 and is also set to close in 2024. GEWEL, AF1 and AF2 are implemented using operational safeguard policies. Existing PIU established under GEWEL will be maintained and the roles of current GRM and GBV Specialists will be expanded to include Stakeholder Engagement. The specialist positions will be maintained throughout project implementation. According to the last ISR for the AF2, overall safeguards implementation was rated Moderately Satisfactory and the GBV-responsive GRM has been rolled out to 116 districts in which cash transfers are implemented, including: complaints boxes, communications-adapted for COVID, Lifeline-Childline hotline for serious and GBV complaints, GRM module integrated into SCT MIS.

## II. SUMMARY OF ENVIRONMENTAL AND SOCIAL (ES) RISKS AND IMPACTS

### A. Environmental and Social Risk Classification (ESRC)

Moderate

#### Environmental Risk Rating

Moderate

The environmental risk is rated moderate because of potential OHS risks associated with the Social Cash Transfer (SCTs) method of payment the heightened risk of Covid-19 transmission, inappropriate disposal of PPE. Payment Point Mangers (PPMs) carrying substantial amounts of cash are vulnerable to theft and physical harm. The following measures are currently in place for P151451 Girls Education and Women’s Empowerment and Livelihoods Project and its AFs (i) limiting the amount of cash carried by any one PPM (ii) PPM security training that includes risk awareness and safe mode of travel (iii) introducing the digital method of payment (iv) using two PPMs per cash transfer (principle and deputy PPM) to increase personal security, reduce the amount of cash carried per PPM, reduce the number of bank visits and the amount stored at any one time (v) maintaining a low profile during beneficiary payments by irregular payment patterns and maintaining privacy between PPM and beneficiary during payments. The risk of Covid-19 transmission is highly likely for all activities. Covid-19 mitigation measures for project activities already include under GEWEL (i) social distancing and enhanced hygiene; and (ii) increased Personal Protective Equipment (PPE) such as facemasks, washbasins and soap, etc (iii) encouraging frequent handwashing or disinfection with an alcohol based hand sanitizer (iv) physical distance of at least 2 meter (v) regular environmental cleaning and disinfections of project locations (schools, offices etc) (vi) use of digital payment methods for SCT activities to reduce face to face contact (vii) ensuring that policies, training, messaging and education in all project related areas are increased to improve awareness of COVID-19 and (viii) that management of people with COVID-19 or their contacts are treated critically e.g. requiring project related staff, workers and participants who are unwell or who develop symptoms to stay at home, self-isolate and contact a medical professional or the local COVID-19 information line for advice on testing and referral. The risk of inappropriate disposal of Covid-19 related PPE waste is elevated by scaling up under the KGS and SWL components and through the SCTs. Under GEWEL and to avoid the inappropriate disposal of Covid-19 PPE into

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the environment (i) all non-infectious PPE should be disposed of as solid waste through the normal solid waste collection systems and (ii) at all project related events PPE should be segregated and placed in strong plastic waste bags, secured and disposed of in the municipal solid waste stream and (iii) project related participants infected with COVID-19 should have already visited a medical facility for assessment (if possible) and (iv) all those who are infected with COVID-19 their PPE should be disposed of in the medical waste stream at that medical facility and (v) further advice about COVID-19 related PPE waste should be obtained from local health care providers.

**Social Risk Rating**

Moderate

The social risks of the project involve: (i) labor and working conditions risks due to failure to abide by national legislation and ESS2 requirements in relation to working hours, discrimination, compensation, overtime, and benefits; (ii) occupational health and safety issues, including COVID-19 transmission due to multiple levels of interactions involving direct workers recruited under the project and indirect workers engaged related to the project; (iii) Gender based Violence, Sexual Exploitation and Abuse and Sexual Harassment (GBV/SEA/SH) involving workers and community volunteers; (iv) Gender exclusion and (v) lack of meaningful consultations and limited participation with some stakeholders (such as people living with disabilities, marginalized women, the young and elderly) resulting in the risk of elite capture and existing social and cultural norms which may limit participation of women during community consultations contrary to ESS 10 tenets. These risks are expected to be moderate.

**B. Environment and Social Standards (ESSs) that Apply to the Activities Being Considered**

**B.1. General Assessment**

**ESS1 Assessment and Management of Environmental and Social Risks and Impacts**

**Overview of the relevance of the Standard for the Project:**

Social risks associated with this operation include: (i) risk of exclusion for eligible vulnerable households, including persons living with disability, (ii) elite capture, (iii) labour risks (iv) increased incidence of GBV/SEA/SH and (v) lack of meaningful consultations. Required measures to address these risks will be stipulated in the Environmental and Social Commitment Plan (ESCP). A draft Stakeholder Engagement Plan (SEP) will be prepared and disclosed prior to appraisal. The SEP will contain guidance on identification of project stakeholders, channels of engagement for different groups, including a grievance process for registering complaints. Labour risks may arise and therefore preparation of a Labour Management Procedure (LMP) is required including measures for prevention of GBV/SEA/SH. The project will ride on the already existing GBV/SEA/SH action plan under the GEWEL project to address the potential risk of increased GBV/SEA/SH incidences.

The environmental risks for the project include (i) theft and physical violence towards PPMs (ii) transmission of Covid-19 and (iii) disposal of Covid-19 PPE waste (iv) OHS risks to workers conducting repairs of boarding facilities (v) poor quality repairs compromising life and fire safety of the boarding residents (vi) inappropriate disposal of construction waste and (vi) the consumption and use of contaminated water. Based on these known risks, the project will develop an ESMP that will include: (i) an updated OHS risk mitigation measures to address PPM security risks , (ii) Covid-19 prevention management plan, (iii) waste management,(iv) Labour Management Procedure (LMP) and (v) updated GBV/SEA/SH action plan.

**ESS10 Stakeholder Engagement and Information Disclosure**

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The project has prepared a draft Stakeholder Engagement Plan (SEP) consistent with ESS10 that identifies the relevant project stakeholders that might be affected or interested in the activities of this operation. The draft SEP outlines the characteristics and interests of the relevant stakeholder groups, and the timing and methods of engagement throughout the life of the component. Key stakeholders include the Ministry of Community Development and Social Services and other organizations involved in the implementation of social protection programs, and communities of all project sites, representatives of women and vulnerable and/or marginalized groups including youth, elderly, disabled and chronically ill as well as extra efforts to reach out to non-beneficiary members of the target communities in terms of the project targeting processes and capacity limits, so as to prevent them from being unduly disadvantaged. If, during implementation, the Project identifies additional disadvantaged groups they will be included as a relevant stakeholder group. Media and civil society will also be consulted. The draft SEP includes measures to prevent further spread of COVID 19 through application of national COVID 19 guidelines and in line with the Bank's Technical Note on Public Consultations and Stakeholder Engagement in the Bank supported operations, when there are constraints on conducting public meetings.

In addition, the project will facilitate meaningful consultations to provide stakeholders with timely, relevant, understandable, and accessible information, and consult with them in a culturally appropriate manner, which is free of manipulation, interference, coercion, discrimination and intimidation throughout the project period. Further, the SEP will utilize existing GRM system under the parent project which includes a GRM that is currently in operation and includes GBV/SEA/SH referral pathways that are survivor centered. The draft SEP has been disclosed in country. The SEP will be implemented throughout the project lifecycle and will be redisclosed following any updates. This requirement is reflected in the ESCP.

## **B.2. Specific Risks and Impacts**

**A brief description of the potential environmental and social risks and impacts relevant to the Project.**

### **ESS2 Labor and Working Conditions**

ESS2 is considered relevant for this operation. A Labour Management Procedure (LMP) that includes preventive measures for GBV/SEA/SH, managing OHS risks, prevention of child labour, forced labour and PPM security will be prepared and this will be included in the Environmental and Social commitment Plan (ESCP). Measures contained in the LMP will be applicable to the following worker categories: (i) direct workers (PIU staff/specialists, pay masters, trainers) at national and provincial level and (ii) temporary workers contracted to provide services such as consultants and (iii) community workers (Community Welfare Assistant Committees (CWACs). Selection of CWAC members is conducted through a transparent and inclusive election process at community level. CWAC members work on a voluntary basis to support the implementation of the SCT programme by redefining boundaries on basis of distances to pay points thus ensuring adequate distribution of SCT services. The spread of COVID-19 may be heightened during cash payouts activities and empowerment orientation activities could expose communities and workers alike. COVID prevention measures which include: (i) social distancing and enhanced hygiene; and (ii) provision of Personal Protective Equipment (PPE) in the form of facemasks, washbasins and soap; (iii) encouraging frequent handwashing or disinfection with an alcohol based hand sanitizer, and (iv) conducting community meetings in well ventilated spaces among others will be included in the LMP and adopted by the project. In addition, PPM security measures will continue to include (i) limiting the amount of cash carried by any one PPM (ii) PPM security training that includes risk awareness and safe mode of travel (iii) introducing the digital method of payment (iv) using two PPMs per cash



transfer (principle and deputy PPM) to increase personal security, reduce the amount of cash carried per PPM, reduce the number of bank visits and the amount stored at any one time (v) maintaining a low profile during beneficiary payments by irregular payment patterns and maintaining privacy between PPM and beneficiary during payments.

### **ESS3 Resource Efficiency and Pollution Prevention and Management**

ESS 3 is relevant. PPE waste will be generated because of Covid-19 personal protection requirements when engaged in upscaled project activities. PPE waste is likely to consist of face shields, face masks, particulate respirators, nitrile glove and hand sanitizer bottles. Covid-19 related solid waste mitigation measures should include (i) all non-infectious PPE should be disposed of as solid waste through the normal solid waste collection systems and (ii) at all project related events PPE should be segregated and placed in strong plastic waste bags, secured and disposed of in the municipal solid waste stream and (iii) project related participants infected with Covid 19 should have already visited a medical facility for assessment (if possible) and (iv) all those who are infected with COVID-19 their PPE should be disposed of in the medical waste stream at that medical facility and (v) further advice about Covid related PPE waste should be obtained from local health care providers. Covid-19 waste mitigation measures are to be documented in the project ESMP. The solid waste management plan will include standardized protocol for safe disposal of contaminated used materials (PPE, etc.) given the nationwide scope of the Project. All mitigation measures will be documented in the project ESMP.

### **ESS4 Community Health and Safety**

ESS4 is considered relevant. The risks are limited to issues arising from training activities and cash transfer payment initiative both involving workers of the project and targeted community members. The project will ensure that necessary PPE are provided to all participants, hygiene standards and distancing are observed as a measure to COVID 19 response. World Bank's Technical Note on Public Consultations and Stakeholder Engagement in WB-supported operations when conducting meetings and trainings will also be applied. A PPE protocol will be included to ensure safe application of reusable PPEs and proper final disposal of single use PPEs to prevent further transmission and infection of Covid19 to the community. Proper training on the risk management procedures including OHS measures will be provided by the project's environmental and social focal points.

GBV/SEA/SH could also be a potential community safety risk. To manage this risk, active implementation of the LMP, SEP and the GRM will be promoted to ensure awareness among community members. Furthermore, the project will continue implementing the GBV/SEA/SH action developed under the GEWEL project, and additional focal points will be identified to oversee prevention and management of GBV/SEA/SH risks at project and community level. The project will also adopt a code of conduct for all workers engaged by the project and will include provisions to address GBV/SEA, and will outline the process of addressing such complaints in line with guidance from the World Bank Good Practice Note (GPN) on GBV.

### **ESS5 Land Acquisition, Restrictions on Land Use and Involuntary Resettlement**

ESS 5 is currently considered not relevant since the activities will not involve any land acquisition, restriction on land use or involuntary resettlement.



**ESS6 Biodiversity Conservation and Sustainable Management of Living Natural Resources**

ESS 6 is not relevant as the project will not have an impact on biodiversity and natural resources.

**ESS7 Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities**

The standard is not applicable as there are no distinct social and cultural groups in the project area that exhibit characteristics of indigenous or traditionally under-served communities as spelled out under this standard.

**ESS8 Cultural Heritage**

ESS 8 is not relevant because the project will not effect tangible and non tangible cultural heritage.

**ESS9 Financial Intermediaries**

The project will not involve the use of financial intermediaries.

**C. Legal Operational Policies that Apply**

**OP 7.50 Projects on International Waterways** No

**OP 7.60 Projects in Disputed Areas** No

**B.3. Reliance on Borrower’s policy, legal and institutional framework, relevant to the Project risks and impacts**

**Is this project being prepared for use of Borrower Framework?** No

**Areas where “Use of Borrower Framework” is being considered:**

Borrower Framework will not apply for this operation.

**IV. CONTACT POINTS**

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**Borrower/Client/Recipient**

Borrower: Republic of Zambia

**Implementing Agency(ies)**

Implementing Agency: Ministry of Community Development and Social Services (MCDSS)

**V. FOR MORE INFORMATION CONTACT**

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**VI. APPROVAL**

Task Team Leader(s): Emma Sameh Wadie Hobson, Laura Campbell

Practice Manager  
(ENR/Social) Helene Monika Carlsson Rex Cleared on 23-May-2022 at 23:05:10 GMT-04:00

Safeguards Advisor ESSA Maria Do Socorro Alves Da Cunha (SAESSA) Concurred on 26-May-2022 at 17:30:30 GMT-04:00