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

Concept Stage | Date Prepared/Updated: 24-Sep-2018 | Report No: PIDISDSC24426
BASIC INFORMATION

A. Basic Project Data

<table>
<thead>
<tr>
<th>Country</th>
<th>Project ID</th>
<th>Parent Project ID (if any)</th>
<th>Project Name</th>
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<tr>
<td>Niger</td>
<td>P166602</td>
<td></td>
<td>Niger Adaptive Safety Net Project 2 (P166602)</td>
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<td>Dec 11, 2018</td>
<td>Social Protection &amp; Labor</td>
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<td>Investment Project Financing</td>
<td>REPUBLIC OF NIGER</td>
<td>Cellule Filets Sociaux</td>
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Proposed Development Objective(s)

The PDO is to improve the capacity of the Niger adaptive safety nets system to respond to shocks and to provide access for poor and vulnerable people to safety nets and accompanying measures.

PROJECT FINANCING DATA (US$, Millions)

SUMMARY

<table>
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<th>Total Project Cost</th>
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DETAILS

World Bank Group Financing

| International Development Association (IDA) | 80.00 |
| IDA Credit                                  | 40.00 |
| IDA Grant                                   | 40.00 |

Environmental Assessment Category | Concept Review Decision
B. Introduction and Context

Country Context

1. **Niger is one of the poorest countries in the world, and suffers from frequent shocks.** With a Gross Domestic Product (GDP) per capita of US$895 (PPP, constant 2011), in 2015 Niger was the 6th poorest country in the world. The Nigerien economy is exposed to severe climate shocks that hinder the country’s economic performance, undermining the achievement of the twin goals of eliminating extreme poverty and boosting shared prosperity. Niger is one of the world’s most vulnerable countries to the impacts of climate change, especially because the country’s economic performance is closely linked to rainfall patterns. Between 1984 and 2010, Niger experienced eight years of negative growth rate and drought was largely responsible for six of them. Over the years, natural disasters and climate shocks have threatened the lives and livelihoods of the Nigerien people. Located in a sub-region repeatedly challenged by security threats such as the Libyan conflict, the Mali crisis and the Boko Haram armed attacks, Niger is currently hosting over 300,000 refugees and displaced persons fleeing the crises rocking neighboring countries. Refugee camps are concentrated in the southeastern region of Diffa and the northern and northwestern regions of Tahoua and Tillaberi, where a humanitarian crisis has been unfolding.

2. **Niger has experienced relative political stability in recent years, with beneficial effects for economic growth.** Since 2011, when democracy was restored and a new president elected, the country has registered good economic performance, with GDP growth as high as 11.8 percent in 2012 (the highest in the last 35 years) and 6.9 in 2014. After declining to 4.0 percent in 2015, Niger’s economic growth reached 5.0 and 5.2 percent in 2016 and 2017 thanks to a good season in agriculture supported by favorable weather conditions and an expansion of crop irrigation.

3. **Traditionally driven by a rural sector frequently affected by climatic shocks and subject to the fluctuations in the price of its mineral exports, Niger’s growth rate is extremely volatile.** Agriculture (36.7) and services (43.6) account for the largest shares of the GDP, while the industrial sector remains underdeveloped and only contributes to a small fraction (19.5) of domestic product. Agricultural products and livestock account for half of Niger’s exports, making the country’s economic performance highly dependent on rainfall patterns. The other main export commodity for Niger is uranium. Since 2011, the country has started production in the petroleum sector, which is likely to contribute to growth in the medium term.

4. **While poverty has decreased over time, it remains very high.** According to a recent poverty assessment, between 2005 and 2014, the overall incidence of poverty in Niger fell by approximately 10

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percentage points from 53.7 percent in 2005 to 44.5 percent in 2014. The reduction in poverty was much more substantive in urban areas, declining from 29.6 percent in 2005 to 8.7 percent in 2014. 51.4 percent of the rural population was estimated to be poor in 2014, against 58.6 percent in 2005. The absolute number of people living in poverty, however, rose from 6.8 million in 2005 to 8.2 million in 2014, an increase of one fifth or 1.4 million people.

5. **The population is also highly vulnerable to shocks which make poverty volatile over time and between regions.** Between 2011 (a drought year) and 2014, 43 percent of people moved out of poverty while 27 percent fell into poverty. In national surveys from 2011 and 2014, households reported price and climatic shocks (drought/flood) as the most severe shocks they faced. Low-income populations are at higher risk as they have limited opportunities to manage risks, have little access to information or early warning systems, hold fewer assets, and are less able to adapt. Between 2014 and 2017, on average 34 percent of the population (almost 5.9 million people) was estimated to be vulnerable to food insecurity. In the absence of adequate coping mechanisms or programs that help the poor to build resilience, shocks can contribute to malnutrition, with long-term impacts on poverty reduction and human capital. Several studies have shown that rural households commonly cope with shocks through negative coping strategies, such as the depletion of productive assets, i.e. selling of livestock or consumption of seeds needed for planting. While sometimes necessary as an immediate reaction to catastrophic economic shocks, these behaviors can have long-term consequences and limit the country’s potential to further decrease poverty.

6. **Poverty reduction and resilience are closely linked to growth in agriculture and economic diversification.** With approximately 8 out of 10 workers employed in agriculture and 9 out of 10 poor individuals residing in rural areas, poverty reduction in Niger largely depends on the performance of the agriculture sector. Agricultural employment is poorly diversified and focused on subsistence crops, with three quarters of agricultural households that do not commercialize any agricultural production. A large share of those working in agriculture do not receive any income from their work. Agriculture being 89 percent rain-fed, most jobs are seasonal with long down seasons. At the same time, there are increasing economic opportunities in off-farm employment. Low-skilled off-farm self-employment is the most accessible opportunity for many rural households. About 20 percent of Nigeriens have diversified activities across agricultural and non-agricultural activities, a combination which is associated with higher income levels (by 20 percent on average). Diversification in the rural non-farm economy is also a potential risk-management strategy, as well as a potential strategy to adapt to climate change for a large number of rural households. Poverty in Niger has also a strong gender dimension as societal norms and expectations limit the full economic potential of women. Indeed, 34 percent of Nigerien women are out of the labor force as opposed to 10 percent for men; those working are employed on average for fewer hours than men (28 versus 43) and receive lower earnings. Women have growing opportunities in the non-agricultural (off-farm) sector.

7. **With an annual population growth of 4.0 percent since 2010 and a fertility rate of 7.6 children per woman, Niger has one of the most rapidly growing populations in the world.** Overall population growth accelerated from 3.1 percent between 1988 and 2001 to 3.9 percent between 2001 and 2012 and the population

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3 The national surveys on vulnerability (EVIAM).
of Niger now stands at about 21.5 million. The country population is expected to reach 54 million people in 2050, up from 11.4 million in 2000 and 19.9 million in 2015. In years of slower GDP growth, such as 2011, GPD per capita growth was negative because of the high population growth. Fast population growth poses serious challenges. Even if the poverty rate decreases, the total population in poverty keeps increasing due to fast demographic growth. This strong population growth puts additional pressure on the delivery of health, nutrition and education services. High fertility also has detrimental implications on the possibility for women to acquire education or participate in the labor force.

8. **Niger has very low human development outcomes, and human development indicators are particularly alarming among children.** In 2016, Niger ranked second to last (187th out of 188 countries) on the United Nations Human Development Index. Poor performance of human development indicators among children increases the risk of inter-generational transmission of poverty. Strikingly, nearly one Nigerien out of 5 is a child less than 5-year-old. According to the 2012 DHS survey, under-five mortality was 81/1000 (2012 DHS⁴) and 44 percent of children were stunted, including 22 percent severely. Analysis of early childhood development has shown strong signs of cognitive delays among children, which are associated not only with malnutrition, but also other risk factors related to poverty, parenting behavior, as well as environmental issues. Only 49 percent of children aged 7-12 are enrolled in primary school, and access to pre-school is very low.

**Sectoral and Institutional Context**

9. **Social protection is part of the Government of Niger (GoN)’s strategic priorities to reduce poverty and food insecurity.** The Economic and Social Development Plan (*Plan de Développement Economique et Social 2017-2021*), the national strategy for food security, and the country resilience strategy all make reference to the role of Social Protection and safety net programs in reducing poverty, improving resilience, and reducing food insecurity. The Economic and Social Development Plan calls for an expansion of coverage of social protection as well as the continued implementation of the National Social Protection Policy adopted in August 2011, especially in using social safety nets programs to address vulnerability in the population. Addressing vulnerability to food insecurity also continues to be a key priority for the government, as highlighted in the national strategy for food security, “Nigerien Nourish Nigerien” (3N Initiative). In addition, the country resilience strategy for the next 20 years is aimed at protecting Niger’s people from hunger, promote national production and improve incomes.

10. **Niger adopted a National Social Protection Policy in 2011.** The first axis of the Policy outlines a strategic vision to move from one-off emergency aid to the establishment of a permanent system of social safety nets that contribute to building resilience and that can be scaled up in case of crises. The Policy outlines how to link the prevention and protection aspects of social safety nets, with promotion measures that contribute to poverty reduction over the medium to long-term. In October 2013, the Government of Niger held its first national social protection forum, as a first step to operationalize the Policy and promote ownership by key domestic stakeholders, as well as development partners.

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11. **A range of institutions are working on social protection issues.** They include: (i) the National Framework for the Prevention and Management of Food Crisis (*Dispositif National de Prévention et de Gestion des Catastrophes et des Crises Alimentaires, DNPGCCA or DN*) in the Prime Minister’s office, which hosts the safety nets unit (CFS); (ii) the 3N initiative; (iii) the Ministry of Employment, Work and Social Protection; (iv) the Ministry of Humanitarian Action and Disaster Management; and (v) other line Ministries such as the Ministries of Health, Education, Population, Promotion of Women and Child Protection. The DN, which has recently been restructured to foster a better coordination of safety nets activities and better address the long-term drivers of vulnerability, should play a central role in reducing chronic vulnerability and improving resilience to shocks. In practice, the DN still lacks the capacity to support the Government’s efforts to anticipate and respond to shocks effectively. The objective of the 3N initiative, which is implemented by the High Commissioner office (*Haut Commissariat à l’Initiative 3N – HC3N*), is to coordinate the activities that promote food production, household food security and emergency responses. The Ministry of Employment, Work and Social Protection (MEWSP) is responsible for the Social Protection Sector and Policy in Niger since 2016. The Ministry of Humanitarian Action and Disaster Management was created in 2016 and is responsible for the development, monitoring and evaluation of humanitarian policy and disaster management, to anticipate the occurrence of disasters including the influx of refugees, to coordinate responses at the national level by drawing up contingency and action plans, to prepare programs and budgets to support actions through mobilization of partners (advocacy) and resources to deal with disasters.

12. **Safety net programs have strengthened over time, but the coverage of multi-year programs remains insufficient given the prevalence of poverty and extreme poverty.** While programs are evolving and improving, coverage of safety nets projects (including emergency assistance) remains limited compared to the needs, targeting is not necessarily geared toward reaching the chronically poor, and most of this assistance is channeled toward ad hoc short-term interventions. Despite the development of multi-year programs embedded in a national system since 2011, many safety net interventions implemented by the government or humanitarian agencies remain focused on crisis response. In 2015, 4.5 million beneficiaries were reached by 16 safety nets programs all around the country for a total amount of US$175 million (equivalent to 2.5 percent of GDP). The multi-year safety nets represented 9 percent of the total amount disbursed. Overall, the coverage of the multi-year safety nets intervention remains relatively limited, covering about 7 percent of the total poor population in 2015.

13. **The Bank has been supporting the development of Niger’s safety nets since 2011, through the first Safety Net project (P123399) and a subsequent additional financing (Adaptive Social Safety Nets Project, P155846) to promote adaptive safety nets systems**\(^5\). Over the past seven years, the project has established a basic government-led adaptive safety net system. With the support of the Bank, the Government has made important progress in strengthening the DN to better coordinate and manage adaptive social protection programs in Niger. The Safety Nets Unit (CFS) in the Prime Minister’s Office now has nationwide coverage with national, regional and local staff with substantial implementation experience. The CFS has been leading implementation of the project and has made tremendous progress in rolling out and fine-tuning delivery systems. These include procedures for identifying, registering and paying beneficiaries in a timely manner, based on a well performing

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\(^5\) As of June 2018, the original safety nets project has disbursed 87 percent of the funds (including its additional financing). Its performance toward meeting its development objective has been satisfactory since the project became effective in 2011.
MIS and related series of tools and electronic procedures. As a result, Niger is one of the few countries in West Africa where the safety net is capable of disbursing monthly cash transfers to over 60,000 beneficiary households. In addition, the project has laid the foundations for the establishment of a Unified Social Registry (USR).

14. The first safety net project also supported the gradual expansion of permanent safety net programs reaching over one million people over the life of the project with multi-year cash transfer and cash-for-work programs for poverty alleviation and resilience. These programs were complemented by a comprehensive package of accompanying measures to improve human capital and resilience that were developed, tested, and validated over the life of the project. These included behavioral change measures to promote early childhood development reaching over 80,000 households and twice as many indirect beneficiaries. In addition, the project developed and tested a package of accompanying measures to promote productive inclusion and support livelihoods that is now being piloted among 15,000 households. Finally, the project also piloted the use of cash transfers as a shock response mechanism through the roll-out of interventions to reach additional 5,000 beneficiary households in response to shocks identified by the government.

15. Despite achievements to date, challenges remain for the government to be able to accelerate poverty reduction and build resilience among vulnerable populations, including the need to: (a) expand coverage of multifaceted safety net programs; (b) improve the capacity of the DN to collect and use information necessary to forecast the probability of shocks, as well as to effectively coordinate rapid response with other social protection actors; (c) build capacity of the DN to coordinate and implement the national social protection agenda; and (d) mainstream and integrate tools, innovative approaches and best-performing packages of accompanying measures, which have been tested under the first project to build resilience, facilitate human capital accumulation and address the structural causes of poverty.

16. The proposed new project will build on lessons learned during the implementation of the first safety net project. The proposed project will focus on strengthening the capacity of the government adaptive safety net system to support the resilience of poor and vulnerable households. The project design will be updated to incorporate the wide array of lessons learned through systematic testing, implementation, process evaluations and impact evaluations conducted over the course of the first safety net project.

Relationship to CPF

17. The proposed project is closely aligned with the new CPF for Niger approved in April 2018. The CPF builds on a Systematic Country Diagnostic, which highlights low rural productivity, inadequate human capital, and poor governance as the three main constraints to achieving the country’s growth and poverty reduction objectives. The CPF therefore prioritizes three pillars and objectives: (i) rural productivity and income, (ii) human capital and social protection and (iii) governance for jobs and growth. The proposed second adaptive safety net project addresses the core of the challenges faced by Niger in terms of poverty reduction, resilience building, and crisis response. It directly contributes to the second CPF pillar on human capital and social protection, as well as the first CPF pillar on rural productivity and income. The proposed operation is also in line with the CPF dual focus on empowering women and girls and addressing the drivers of fragility. The project will seek to strengthen

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6 The drivers of conflict and fragility include: (1) climate vulnerability and environmental degradation, (2) territorial imbalances and
Niger’s adaptive national social protection system, and will implement multi-year safety net interventions along with a range of accompanying measures to support resilience and human capital investments among poor households and emergency response programs such as temporary cash transfers and cash-for-work. Lastly, the project will seek to strengthen inter-sectoral coordination between demand-side safety net interventions and supply-side interventions in the health, nutrition, education or water and sanitation services.

18. **The proposed project will continue to provide a platform to deliver complementary services to poor and vulnerable populations, as well as strengthen synergies with complementary World Bank supported projects.** The Safety Net Unit is implementing a component of the Population and Health support project (P147638), including by providing cash transfers to maintain girls in school and related behavioral measures. The second adaptive safety net project will seek to further strengthen synergies with improvements in the quality of health and nutrition services. The safety net system is also facilitating the delivery of agricultural vouchers to poor farmers through linkages with agricultural-support project such as the climate-smart agriculture support project (PASEC, P153420) or the West African Agricultural Productivity Program (WAAPP, P158983). Linkages with employment and livelihood-support interventions will be further developed through collaboration with the youth employment and productive inclusion project (PEJIP, P163157) to strengthen links between social protection and labor systems, including through the Unified Social Registry. The proposed project will also seek to further build collaborations with other teams working on disaster risk management and risk-financing issues to support a more effective response to crises within an integrated adaptive social safety nets system.

### C. Proposed Development Objective(s)

The PDO is to improve the capacity of the Niger adaptive safety net system to respond to shocks and to provide access to poor and vulnerable people to multiyear safety nets with accompanying measures.

**Key Results (From PCN)**

19. The project’s performance in achieving its development objective would be measured through the following key indicators:

- **Number** of households in Unified Social Registry

- Direct project beneficiaries
  - Female beneficiaries

- **Number** of households with access to multi-year safety net programs with accompanying measures
  - Households with access to cash transfer programs
  - Cash transfer beneficiary households receiving accompanying measures to promote early childhood development (ECD)

uneven share of mining revenues and benefit; and (3) a growing regional security threats. Youth exclusion and increasing demographic pressure are transversal FCV drivers, compounding the risks caused by each structural driver.
• Cash transfer beneficiary households receiving accompanying measures to raise productivity and boost resilience

• Number of households covered by shock-response instruments
  o Households receiving scaled up cash transfer assistance through the disaster risk financing mechanism
  o Households with access to the cash for work programs

• Time needed to deliver support to beneficiaries once shock triggers are actioned

• Effectiveness of national SP systems to address CA and DRM (Composite indicator)

• Capacity of Niger’s social protection systems to implement adaptive social protection programs (Composite indicator)

D. Concept Description

20. Project scope. The proposed project will: (a) further support and increase the efficiency of the safety nets system, including its ability to be rapidly scaled up in response to shocks, as well as strengthen national mechanisms for crisis prevention and response planning and monitoring (component 1); (b) continue to manage a multiyear permanent cash transfer program complemented by accompanying measures to promote investments in children’s human capital and to improve livelihoods and resilience (component 2); (c) set-up delivery mechanisms and deployment of shock-response instruments including emergency cash transfers and cash-for-work (component 3).

21. Selection of beneficiaries. The project will continue to provide national coverage and will be implemented in all eight regions of Niger. The number of beneficiaries per region and the selection of communes will be based on the prevalence of poverty at the commune level, some measures of vulnerability, as well as conflict and fragility. This will ensure that a majority of beneficiaries are located in the CPF priority regions, while maintaining the national coverage requested by the government.

22. The geographical targeting protocol and process to select beneficiaries will ensure that the project reaches poor and vulnerable households, and thus contributes to tackling drivers of fragility. This will imply a larger share of beneficiaries in areas where there is a larger number of poor households. The areas of interventions for emergency transfers and for cash for work programs will be selected on the basis of rules-based mechanisms to be agreed with the government.

23. Within the intervention communes, the selection of potential beneficiaries will be based on established systems and lessons learned from the first adaptive safety nets project. For the cash transfer program, beneficiary households will be selected after collection of basic data using a unified social registry questionnaire, application

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7 This will be based on a poverty map containing commune-level poverty estimates produced by INS and the World Bank.
of a proxy-means test (PMT), and community validation. This approach has been found to be both efficient and well-accepted by local populations in Niger\(^8\). For the emergency cash transfers programs, the selection will be based on the use of the social registry, where available, and well-defined targeting protocols including community based approaches, which use multiple selection committees. For the cash-for-works program, interested individuals will be invited to apply and information on applications will be collected based on the unified social registry questionnaire. In case of over-subscription, a proxy-means test (PMT) will be applied and the final list of beneficiaries will be validated by the community.

**Component 1. Strengthening the Adaptive and Scalable Safety Net System**

24. This component will further support and increase the efficiency of the safety nets system, including its ability to be rapidly scaled up in times of crisis, as well as strengthen national mechanisms for crisis prevention and response planning and monitoring. Over the past seven years, the original project has established a basic adaptive safety net system that has set-up and successfully tested delivery systems reaching over one million people. The building blocks of a national social registry have been put in place. The new project will seek to further promote government capacity to plan, monitor and coordinate safety nets, to ensure that resources are better allocated and programs can be rapidly scaled up to respond to crises based on agreed early warning and relevant indicators (sub-component 1.1). The component will also support improvements and implementation of delivery processes at project level, along with process and impact evaluations to inform implementation (sub-component 1.2). Those improvements will include further automation of the Monitoring of Information System (MIS), and systematization of the use of tablets, smart cards and other electronic processes for identification, registration, follow-up and payment of beneficiaries.

**Sub-component 1.1 Strengthening national systems**

25. The key elements proposed for this sub-component are based on the results of the inclusive policy dialogue supported by the original project around the design of unique social registry (RSU), the assessment of the capacity of the DN, and a public expenditure review. The specific elements of this sub-component will include:

- **Support to the DN** at the technical and institutional level to (a) strengthen the capacity to monitor, geo-map, coordinate, and plan safety nets interventions and (b) develop rules-based mechanisms to support the scale up of the safety net programs in response to shocks based on early warning indicators and other relevant information.

- **Support for the institutionalization and operationalization of a Unified Social Registry (USR)** to provide a common database of households to select beneficiaries for safety nets and other social programs.

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• **Support inter-sectoral coordination of safety nets as part of the social protection policy**, including with other institutions involved in the sector such as the Ministry of Employment, Work and Social Protection (MEWSP), as well as policy dialogue to foster adaptive social protection among key stakeholders in Niger.

• **Disaster Risk Financing and development of a mechanism for scaling up assistance to poor and vulnerable households at the early signs of an impending crisis or immediately following a shock, including a financial plan to cover the costs of this expansion.** The initial phase will focus on building systems to rapidly and effectively respond to drought impacts. Once systems are built, the project will then look to expand drought coverage, as well as assess the feasibility to protect against the impacts of additional shocks (for example floods, refugee influx, etc.). Activities will also explore potential sources of data that document shocks within specific geographic regions. These data sources will be used to develop a system of triggers. The initial trigger will be based on high-quality data such as satellite data. The set-up of a backup or secondary trigger based on data that more accurately reflects welfare at the household level (for example, household survey data) will be explored.

**Sub-component 1.2 Delivery tools, implementation and monitoring of safety net interventions**

26. This sub-component will support the upgrading of delivery tools and systems of specific safety nets interventions (cash transfer and cash-for-works), as well as support their implementation and monitoring. Over the last few years, the project has established a solid MIS and electronic payment modules. The process of identification, selection and registration have evolved to be based on tablets and electronic tools, thus improving efficiency. Payment modules allow for fast reconciliation and monthly payments. The proposed project will continue to support the development of these systems along the lines outlined below.

• **Improvements and implementation of delivery processes** for efficient and timely targeting, identification, registration, and payment of beneficiaries. This will include updates of protocols, tools, and software to (i) select, identify and register beneficiaries, and (ii) perform timeline payments, including smart cards and electronic methods.

• **Support to regional and local level staff needed to implementation safety net programs**, including the costs related to regional staff and commune-based field operators.

• **Improvement of the capacity and flexibility of the Monitoring and Information System (MIS)**, including system upgrades, as well as expansion of electronic data collection approaches successfully rolled-out under the adaptive safety nets project to ensure timely monitoring of activities and beneficiary participation.

• **Process and impact evaluations to measure implementation quality and effectiveness of key safety nets interventions and related accompanying measures.** The evaluations will be used to complement monitoring data from the project MIS. Process evaluations will be used to measure quality of implementation. The support to impact evaluation will include a series of surveys to measure the
long-term impacts of productive accompanying measures rolled-out among project beneficiaries to foster resilience as part of the original project. An impact evaluation will also be designed and implemented for the second phase of the safety net project.


27. This component will manage a multiyear permanent cash transfer program (sub-component 2.1) with accompanying measures to promote investments in children’s human capital and support to livelihoods to improve resilience (sub-component 2.2). Impact evaluations from the first safety net project show that cash transfers had a positive impact on the life of the poor beneficiaries, including by raising consumption. At the same time, productive accompanying measures facilitated household investments and asset accumulation. Accompanying measures to promote investments in children’s human capital also led to a range of improvements in parenting practices. The proposed project will build on these lessons learned and address the main remaining challenges to expand coverage of multiyear safety net programs, as well as mainstream in a sustainable way the best-performing packages of accompanying measures developed and implemented under the first project.

Sub-component 2.1. Cash Transfers

28. The cash transfer program will continue to provide small, regular monthly transfers over a 24-month period to poor households in high-poverty and fragile areas. The program will be rolled-out in phases over time to ensure a continuous basic level of coverage. The transfer amount, currently set at 10,000 FCFA per month, will be increased to between 12,000 FCFA – 15,000 FCFA per month based estimations from the latest national household surveys. Payments to beneficiaries will be based on a centrally managed database and delivered by payment agencies, using electronic modalities. The regular transfers, in combination with accompanying measures (see component 2.2.) aim to provide consumption support, reduce food insecurity, as well as facilitate investments in children’s human capital and in livelihoods among targeted poor households.

Sub-component 2.2. Accompanying Measures

29. Cash transfers will be implemented along with accompanying measures to: (i) encourage investments in human capital and early childhood development, as well as (ii) improve livelihoods and facilitate adaptation and resilience. Participation in the accompanying measures will not be a formal condition to receive the cash transfers, though it will be encouraged. Experience in the first safety net project has shown that participation is high, so that formal conditionalities are not needed. Accompanying measures will be provided to women organized in groups.

30. Accompanying measures to encourage human capital investments will focus on parenting behaviors, early childhood development and nutrition. The focus on parenting behaviors and early childhood development is warranted by the fast population growth, low level of human capital outcomes, and limited ECD services in the country. Accompanying measures will seek to encourage parents to invest in the human capital of young children. The accompanying measures will encourage behavioral changes, including parenting practices conducive to early childhood development and nutrition, as well as utilization of other social services (education, health, family planning, civil registration, etc.) where they exist. The topics will cover nutrition, health, child
protection, and psycho-social stimulation. Accompanying measures will target parents in beneficiary households, but households not benefiting from cash transfers in participating communities will also be invited to participate. The activities will include a mix of village assemblies, small group discussions, growth monitoring sessions, and home visits. The activities will focus on providing information to parents in a preventive role.

31. The content and delivery of the ECD accompanying measures will build on the experience and lessons learned during the behavioral change accompanying measures implemented in the original project. Adjustments will be considered in the delivery modalities, including by potentially increasing the relative mix of experienced staff to community-level educators in order to deliver more tailored support in high-risk households. NGOs will be contracted to implement the ECD accompanying measures based on a technical manual and detailed protocol, with regular quality control by project staff and external spot-checks. The list of topics to be covered will be adjusted based on results from the forthcoming DHS survey and recent process evaluations. The activities will facilitate connection and linkages to social services. This will be achieved through coordination and collaboration with technical ministries at the central level and service providers (such as health centers) at the local level.

32. Productive accompanying measures will seek to further improve livelihoods and support household resilience. Employment is strongly concentrated in subsistence agriculture in rural Niger, and poor households face multiple constraints to engage in more productive income-generating activities. Productive accompanying measures will seek to help households to overcome these constraints by providing an integrated package of support, as well as facilitating linkages to other programs with benefits suitable to poor and vulnerable households. Productive accompanying measures will seek to encourage diversification of economic activities and adaptation to risks related to climate change.

33. The productive accompanying measures will include a core package of support that can be offered in a cross-cutting approach and has proven effective in Niger. This will include (i) the creation of groups of beneficiaries, (ii) support to savings group based on the VSLA (MMR) model, and (iii) facilitation of support and linkages to other services through a community coach supervised by project staff. Additional support may be provided in the form of complementary capital, basic entrepreneurship training, life skills training or psycho-social support to a subset of households. Various productive accompanying measures models have been set-up and rolled-out as part of the first safety net project. Impact evaluation results are expected in 2019 and will provide information on the most cost-effective additional support package to offer. The implementation of the most cost-effective package will be systematized as part of the proposed project.

Component 3. Shock-response instruments: Emergency cash transfers and Cash for Work

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9 These measures reached 100,000 direct beneficiary households, as well as at least 150,000 indirect beneficiary households. The implementation of the measures has generated substantial evidence, including two process evaluations undertaken to measure quality of delivery and ensure quality of implementation at scale, as well as an impact evaluation, which documented the impacts of the accompanying measures on parenting practices. See for example: https://bernardvanleeu.org/ecm-article/promoting-positive-parenting-practices-niger-cash-transfer-programme/ or http://documents.worldbank.org/curated/en/341611506619753306/pdf/120131-BRI-PUBLIC-ADD-SERIES-EPNigerFinal.pdf

34. This component will support the implementation of shock-response instruments, including emergency cash transfers and cash-for-work programs based on rules and triggers established under component 1. Emergency cash transfers will first be used in response to climate related, such as droughts and floods, and other covariate shocks, while cash-for-works will be used to address seasonal food insecurity.

**Sub-component 3.1: Emergency cash transfers**

35. This sub-component will include resources to cover the costs to pilot the roll-out of emergency cash transfers based on rules and triggers established under component 1.1. The emergency cash transfer programs will provide monthly cash transfers for a period of 12 months to households which are identified following the policies and procedures outlined in the subcomponent 1.1. The project will allocate a fixed amount of resources for the component over the life of the project. In addition, the team will also explore during preparation flexible risk financing solutions to leverage additional funding, including potentially other grant or donor funding.

**Sub-component 3.2: Cash for Work**

36. This component will implement cash-for-work interventions to provide additional income to households in communities affected by temporary food insecurity (a production deficit, high food prices, etc.). The roll-out of the cash-for-work interventions will be based on protocols to identify seasonal shocks established under component 1, including in areas identified by the DN as affected by shocks and fragility. The additional income is expected to allow program beneficiaries to smooth their consumption and protect their assets. In addition, participants in the cash for work activities will produce or maintain public goods with potential side benefits on community resilience.

37. Several improvements will be introduced based on the lessons learned during the implementation of the first safety net project. The project will seek to increase efficiency and timeliness of the roll-out of the public works during the lean agricultural season. The same villages and beneficiaries are expected to be covered for two years in order to increase impact on resilience. The project will provide accompanying measures to contribute to the sustainability of the microprojects, including through sensitization on land and property rights, land degradation, and resilience.

**Component 4. Project Management**

This component will cover expenditures related to the procurement of goods, works, services, and consultants necessary for the management of the project. This component will also continue to support activities to improve accountability and transparency in the use of project resources. Field-based sampling verifications/spot checks will be conducted on a random sample of program communities and seek to assess the program’s operational processes particularly with a view toward ensuring adherence to design and improving operational efficiency and information flows. Regular audits will be performed, including financial, technical, and procurement.
A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

The Project will be mostly nation wide and located in rural communities in the regions of Agadez, Dosso, Maradi, Niamey, Tillabery, Tahoua and Zinder.

B. Borrower’s Institutional Capacity for Safeguard Policies

The Niger legislative framework includes a decree on Environmental Assessments that ensures the integration of environmental considerations at the project level. Institutional responsibility lies with the Bureau Environmental Assessments and Impact Studies (BEEEI), attached to the Ministry of the Environment and Desertification Control. The major environmental assessment regulatory framework in Niger is referred to the following laws and texts: institutionalization of Environmental Impact Studies (January 1997), Law n° 98-56 of 29 December 1998 on the Framework Law on the management of the environment, the Administrative procedure for impact assessment including the list of activities subject to impact assessment and the content of the environmental impact assessment. The Borrower has been exposed to World Bank requirements in terms of Safeguard policies within the context of World Bank-financed projects under Niger Country Partnership Framework. In particular, the Safety nets unit (CFS) under the National Framework for the Prevention and Management of Food Crisis hosted by the Prime Minister office has successfully implemented the first Safety Net project, including an additional financing to promote Adaptive Safety nets between 2011 and 2018. The unit has proven its institutional capacity to apply and comply both with World Bank and the country environmental and social policies, procedures and regulations.

The National Office for Environmental Studies and Impact Evaluation (BEEEI) of the Ministry of Environment, will work in close collaboration with the CFS to lead in monitoring and overseeing of the implementation of environmental and social risks management, including the validation of the screening process for cash for work activities and genuine consultation of beneficiaries. With close collaboration with BEEEI, the PIU will also ensure that environmental and social monitoring and evaluation reports are prepared and submitted timely. Notwithstanding the proven existing capacities, additional capacity building requirements will be addressed in the ESMF, PMP and RPF and budgeted for under the project to implement the possible capacity improvement measures. Both the CFS and the BEEEI will work closely with the World Bank Social and Environmental Safeguards Specialists to ensure due diligence, compliance and capacity strengthening on safeguards.

C. Environmental and Social Safeguards Specialists on the Team

Cheikh A. T. Sagna, Social Specialist
Bougadare Kone, Environmental Specialist

D. Policies that might apply

<table>
<thead>
<tr>
<th>Safeguard Policies</th>
<th>Triggered?</th>
<th>Explanation (Optional)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Environmental Assessment OP/BP 4.01</td>
<td>Yes</td>
<td>The policy is triggered due to the foreseen activities related to Cash for Work sub-component which is expected to result in some impacts and risks that are mostly site specific and easily manageable, typical of category B projects. Since this is an expansion of the original project (The first Safety Net project and Additional financing Adaptive Safety Nets), the</td>
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</table>
Borrower will update and make use of the same safeguards instruments, namely an Environmental and Social Management Framework (ESMF), a Pest Management Plan and the Resettlement Policy Framework (RPF) by capturing the context and realities in the new project. The ESMF will provide the same basic principles and prerogatives to be followed once details of the physical footprint of the project intervention areas are known; in light of which borrower will, wherever deemed necessary, prepare a site specific Environmental and Social Management Plan (ESMP) or an Environmental and Social Impact Assessment, depending on the scope, type and nature of the given activity. Once the ESMF is updated, it will be re-disclosed both in-country and at the World Bank Website prior to the decision meeting.

| Performance Standards for Private Sector Activities OP/BP 4.03 | No | The project will not involve the private sector or Private Sector Activities. |
| Natural Habitats OP/BP 4.04 | No | The project will not support activities in areas which critical habitats may be threatened. |
| Forests OP/BP 4.36 | No | The project will not support activities related to forest exploitation or management or might have potential adverse impacts on forested areas. |
| Pest Management OP 4.09 | Yes | Some project activities will be using pesticides, even though at the lower scale, for which the borrower will elaborate the Pest Management Plan of the Original project will be updated to mitigate any potential risk/impact in the targeted regions. |
| Physical Cultural Resources OP/BP 4.11 | No | The project will not will involve significant excavations, demolition, movement of earth, flooding or other environmental changes. |
| Indigenous Peoples OP/BP 4.10 | No | This policy is not triggered in Niger where there are no Indigenous Peoples, as per Government policy and World Bank definition. |
| Involuntary Resettlement OP/BP 4.12 | Yes | The policy is triggered due to the potential economic displacement and land acquisition that might be involved in some of the project foreseen activities related to cash for work, which could result in the involuntary resettlement of project affected persons. The original project RPF will be updated for the purpose of the new project. During project implementation, the screening process will determine whether land will be acquired and whether a subproject-specific Resettlement Action Plan (RAP) will be required. If so, such RAP will be duly consulted. |
upon and publicly disclosed both in-country and at the World Bank Website prior to the commencement of project civil works.

<table>
<thead>
<tr>
<th>Safety of Dams OP/BP 4.37</th>
<th>No</th>
<th>The project interventions will not finance construction of dams nor will it support any dam infrastructure. Therefore, this policy is not triggered.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Projects on International Waterways OP/BP 7.50</td>
<td>No</td>
<td>Projects activities will not be implemented in the areas of international waters nor have any impacts on international waterways. Therefore, this policy will not be triggered.</td>
</tr>
<tr>
<td>Projects in Disputed Areas OP/BP 7.60</td>
<td>No</td>
<td>Project activities will not be implemented in disputed areas as there are no known disputes over project areas. Therefore, this policy is not triggered.</td>
</tr>
</tbody>
</table>

**E. Safeguard Preparation Plan**

Tentative target date for preparing the Appraisal Stage PID/ISDS

Sep 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

2018, 15 September.

**CONTACT POINT**

**World Bank**

Carlo Del Ninno

Lead Economist

**Borrower/Client/Recipient**

REPUBLIC OF NIGER

**Implementing Agencies**
Cellule Filets Sociaux
Bassirou Karimou
Coordonnateur p.i
bkarimou2007@yahoo.fr

FOR MORE INFORMATION CONTACT
The World Bank
1818 H Street, NW
Washington, D.C. 20433
Telephone: (202) 473-1000
Web: http://www.worldbank.org/projects

APPROVAL

Task Team Leader(s): Carlo Del Ninno

Approved By

<table>
<thead>
<tr>
<th>Safeguards Advisor:</th>
<th>Maman-Sani Issa</th>
<th>18-Oct-2018</th>
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<tbody>
<tr>
<td>Practice Manager/Manager:</td>
<td>Iffath Sharif</td>
<td>18-Oct-2018</td>
</tr>
<tr>
<td>Country Director:</td>
<td>Michael Hamaide</td>
<td>25-Oct-2018</td>
</tr>
</tbody>
</table>