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INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT PAPER

ON A

PROPOSED ADDITIONAL GRANT

IN THE AMOUNT OF SDR 36.20 MILLION
(US\$52 MILLION EQUIVALENT)

TO

THE REPUBLIC OF MALI

FOR THE

EMERGENCY SAFETY NETS PROJECT (JIGISEMEJIRI)

June 13, 2018

Social Protection and Labor Global Practice
Africa Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective April 30, 2018)

Currency Unit =	Franc CFA (FCFA)
FCFA 541.644 =	US\$1
US\$ 0.69538128 =	SDR 1

FISCAL YEAR

January 1 – December 31

ABBREVIATIONS AND ACRONYMS

AF	Additional Financing
AF2	Second Additional Financing
AFD	French Development Agency (<i>Agence Française de Développement</i>)
CERC	Contingency Emergency Response Component
CMS	Case Management System
CSA	Food Security Commission (<i>Commissariat à la Sécurité Alimentaire</i>)
CBT	Community-based Targeting
DA	Designated Account
DDI	Dietary Diversity Index
DNPSES	National Directorate for Social Protection and Economic Solidarity (<i>Direction Nationale de la Protection Sociale et de l'Economie Solidaire</i>)
ENSAN	Food Security and Nutritional National Survey (<i>Enquête Nationale sur la Sécurité Alimentaire et Nutritionnelle</i>)
EU	European Union
FAO	Food and Agricultural Organization of the United Nations
FCS	Food Consumption Score
FM	Financial Management
GBV	Gender-based Violence
GDP	Gross Domestic Product
GRS	Grievance Redress Service
HVIS	Home Visits Information System
IEC	Information, Education, and Communication
IGA	Income-Generating Activity
IGAP	Income-Generating Activity Program
LIPW	Labor-Intensive Public Work
LIPWP	Labor-Intensive Public Works Program

M&E	Monitoring and Evaluation
MDTF	Multi-Donor Trust Fund
MDTF-SASPP	Multi-Donor Trust Fund for the Sahel Adaptive Social Protection Program
MIS	Management Information System
MOU	Memorandum of Understanding
NGO	Nongovernmental Organization
PDO	Project Development Objective
POM	Project Operations Manual
PPSD	Project Procurement Strategy for Development
RAMED	Health Insurance (<i>Régime d'Assistance Médicale</i>)
RPF	Resettlement Policy Framework
RSU	Unified Social Registry (<i>Registre Social Unifié</i>)
SASPP	Sahel Adaptive Social Protection Program
SMART	Standardized Monitoring and Assessment of Relief and Transitions
UN	United Nations
UTGFS	Safety Net Technical Management Unit (<i>Unite Technique de Gestion des Filets Sociaux</i>)

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BASIC INFORMATION – PARENT (Emergency Safety Nets project (Jigisémejiri) - P127328)

Country	Product Line	Team Leader(s)		
Mali	IBRD/IDA	Phillippe George Pereira Guimaraes Leite		
Project ID	Financing Instrument	Resp CC	Req CC	Practice Area (Lead)
P127328	Investment Project Financing	GSP07 (9346)	AFCW3 (278)	Social Protection & Labor

Implementing Agency: Programme de Filets Sociaux, Unite Technique de Gestion des filets sociaux au Mali - Jigisemejiri

Is this a regionally tagged project?	
No	

Bank/IFC Collaboration
No

Approval Date	Closing Date	Original Environmental Assessment Category	Current EA Category
30-Apr-2013	31-Dec-2019	Not Required (C)	Not Required (C)

<input type="checkbox"/> Situations of Urgent Need or Capacity Constraints	<input type="checkbox"/> Financial Intermediaries (FI)
<input type="checkbox"/> Series of Projects (SOP)	<input type="checkbox"/> Project-Based Guarantees

Development Objective(s)

The objectives of the project are to increase access to targeted cash transfers for poor and vulnerable households and build an adaptive national safety net system in Recipient's territory .

Ratings (from Parent ISR)



	Implementation					Latest ISR
	09-Jun-2015	23-Dec-2015	25-Jun-2016	24-Dec-2016	22-Jun-2017	22-Mar-2018
Progress towards achievement of PDO	S	S	S	S	S	S
Overall Implementation Progress (IP)	S	S	S	S	S	S
Overall Safeguards Rating					S	S
Overall Risk	H	S	S	S	S	S

BASIC INFORMATION – ADDITIONAL FINANCING (Safety Nets Project (Jigisemejiri) - P165064)

Project ID P165064	Project Name Safety Nets Project (Jigisemejiri)	Additional Financing Type Restructuring, Scale Up	Urgent Need or Capacity Constraints No
Financing instrument Investment Project Financing	Product line IBRD/IDA	Approval Date 05-Jul-2018	
Projected Date of Full Disbursement 30-Dec-2022	Bank/IFC Collaboration No		
Is this a regionally tagged project? No			
<input type="checkbox"/> Situations of Urgent Need or Capacity Constraints		<input type="checkbox"/> Financial Intermediaries (FI)	
<input type="checkbox"/> Series of Projects (SOP)		<input type="checkbox"/> Project-Based Guarantees	
<input type="checkbox"/> Disbursement-linked Indicators (DLIs)		<input checked="" type="checkbox"/> Contingent Emergency Response Component (CERC)	
<input type="checkbox"/> Alternative Procurement Arrangements (APA)			



Disbursement Summary (from Parent ISR)

Source of Funds	Net Commitments	Total Disbursed	Remaining Balance	Disbursed
IBRD				%
IDA	70.00	57.48	7.84	88 %
Grants	10.00	3.85	6.15	39 %

PROJECT FINANCING DATA – ADDITIONAL FINANCING (Safety Nets Project (Jigisemejiri) - P165064)

FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	54.40
Total Financing	54.40
of which IBRD/IDA	52.00
Financing Gap	0.00

DETAILS

World Bank Group Financing

International Development Association (IDA)	52.00
IDA Grant	52.00

Non-World Bank Group Financing

Trust Funds	2.40
Free-standing TFs AFR Human Development	2.40

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?



Yes No

Does the project require any other Policy waiver(s)?

Yes No

INSTITUTIONAL DATA

Practice Area (Lead)

Social Protection & Labor

Contributing Practice Areas

Agriculture

Fragile, Conflict & Violence

Gender

Health, Nutrition & Population

Jobs

Climate Change and Disaster Screening

This operation has been screened for short and long-term climate change and disaster risks

Gender Tag

Does the project plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF

Yes

b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment

Yes

c. Include Indicators in results framework to monitor outcomes from actions identified in (b)

Yes

PROJECT TEAM

Bank Staff

Name	Role	Specialization	Unit
Phillippe George Pereira	Team Leader (ADM)	Social Protection	GSP07



Guimaraes Leite	Responsible)		
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Sachiko Morita	Counsel	Senior Counsel	LEGEN
Extended Team			
Name	Title	Organization	Location



MALI

SAFETY NETS PROJECT (JIGISEMEJIRI)

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I. BACKGROUND AND RATIONALE FOR ADDITIONAL FINANCING

1. This project paper seeks the approval of the Executive Directors to provide an additional financing (AF) of US\$52 million equivalent to the Republic of Mali's Emergency Safety Nets Project (IDA Grant H8350-ML). The project will also receive co-financing of US\$2.4 million from the Multi-Donor Trust Fund for the Sahel Adaptive Social Protection Program (MDTF-SASPP Grant TF0A2384). This Second Additional Financing (AF2) will include scale-up of existing project activities, extension of the closing date of the MDTF-SASPP Grant to September 30, 2019, changes to components and cost, change in safeguards policies triggered, change in environmental assessment category and revision of the Results Framework. The proposed AF2 is expected to continue to support the current project that helps protect and promote the livelihoods of poor and vulnerable Malians, while building an adaptive social safety net. It is expected that the Government will continue with the contribution of CFAF 12.5 billion to the project that represents around US\$25 million as stated in the letter received by the World Bank on September 26, 2017.

2. The proposed AF2 is aligned with the 2015 Systematic Country Diagnostic of the Republic of Mali (Report No. 94191-ML), which, among other issues, highlights the importance of increasing the resilience of households and individuals through interventions that mitigate the impact of poverty and uninsured risks, increase household productivity, and improve community infrastructure. Indeed, increasing resilience starts by building better safety net systems, including by leveraging synergies with other sectors—such as education; health, nutrition, and population; disaster risk management; climate change; jobs; agriculture; and gender—to increase their impact in terms of reducing poverty and increasing shared prosperity.

3. The proposed AF2 will meet Mali's request for additional resources to extend the coverage of the project to 100,000 households to improve food security, livelihoods, and resilience of poor and vulnerable Malians. In addition, the AF2 supports the Sahel Alliance initiative¹ that, in synergy with the United Nations (UN), *Agence Française de Développement* (French Development Agency, AFD), Germany, and the European Union (EU), aims at addressing the redevelopment and stabilization of the economic area of Konna in the Mopti region, which is a key zone for the development of the region and was affected by the past conflicts.

4. The AF2 will continue financing core activities of the parent project, that is, provision of cash transfers and accompanying measures through information sessions, and will also add home visits to beneficiaries' households with children aged under three years to complement accompanying measures and boost project impacts.

¹ On 13 July 2017, France, Germany and the European Union, along with the World Bank, African Development Bank (AfDB) and United Nations Development Programme (UNDP), proposed an international cooperation platform for the Sahel region with the aim of taking more and better action there. The Sahel Alliance aims to achieve more effective aid coordination and enhance the support from development partners to the region, in order to more generally contribute to stabilizing the security situation and eradicating poverty, by developing solutions for rural areas, creating employment for young people, improving energy infrastructure and the fight against climate change, and strengthening governance. France, Germany, the EU, the World Bank, the African Development Bank and UNDP –, joined by Italy, Spain and the UK, officially launched the Sahel Alliance, by announcing the implementation of over 500 projects between 2018 and 2022.



5. Therefore, the AF2 will continue to provide support for the population at risk in Mali where the volatile fiscal and security situation contributes to increasing poverty and vulnerability. The proposed closing date of the MDTF-SASPP Grant TF0A2384 will be September 30, 2019. The expected closing date for IDA is December 30, 2022. The Results Framework will be modified to adjust the target values of the parent project and reflect the project's expected impact on adaptation and resilience.

II. DESCRIPTION OF ADDITIONAL FINANCING

Political Crises and Conflicts

6. While Mali's political situation has improved since 2012, there is still a threat to the country's security in certain regions of the country where armed separatist and jihadist groups are present. Constitutional order has been gradually restored, but although a peace accord was signed in May 2015, its implementation remains challenging. Violent and extremist groups, which were not signatories of the May 2015 peace accords, continue to engage in terrorist activities across the country. Therefore, a return of government institutions and services to the north of the country requires long-term engagement to address Mali's overall fragile governance.

7. Conflict and political instability, coupled with Mali's regular vulnerability to shocks (including both international prices and climate changes), aggravates the poor living conditions of a large majority of the country's population. Because Mali is a landlocked country in the Sahel with a narrow natural resource base and rapid population growth, as well as high poverty levels (43.6 percent in 2010), its population is extremely vulnerable to different types of shocks (environmental, social, political, and economic).

Economy, Access to Services, and Vulnerability

8. Mali was and remains one of the poorest countries in the world, despite positive economic growth trends. The gross domestic product (GDP) growth has been positive over the recent years but has been quite volatile because of a variety of political, economic, and natural shocks. Changes in world market prices (a decrease in cotton prices), erratic rainfall and dependence on agriculture, and political instability have negatively affected the country's economy. The significant influence of weather conditions can be seen in the volatile evolution of food prices, while non-food prices have been relatively stable.

9. Mali's population of about 14.9 million people, 90 percent of whom live on about one-third of its surface area in its southern regions, continues to grow rapidly. Mali's population growth in the past years is estimated at around 3 percent a year. Additionally, more than 75 percent of the population lives in rural areas despite a recent urbanization growth trend, living on agriculture and pastoralism, almost entirely in dry lands that are heavily dependent on rainfall and are vulnerable to shocks. Beyond the risks of even more frequent weather shocks, both global warming and



continued desertification are likely to have a negative impact on Mali's food security (UN 2011²; and World Bank 2012³). The impact of natural disasters and economic shocks has been dramatically amplified over the last decade, and some of these disasters have led to complex humanitarian crises, with grave effects on food insecurity and malnutrition resulting from the inability of rural households to farm or the destruction of their crops. Additionally, the political crises unfolding in neighboring countries have put pressure on refugee host communities increasing pressure on the limited food and services available.

10. Access to services is generally limited, though significant improvements have been achieved over the past decades. In education, Mali has faced considerable challenges recently due to political instability after 2011. Between 2011 and 2013, progress made in the previous decade eroded: the primary gross enrollment ratio decreased from 92 percent to 83.5 percent, and the completion rate decreased from 62 percent to 59 percent. However, in 2014, due to sustained financing of the sector, basic education regained its pre-crisis performance. Primary school enrollment of children ages 6 to 14 years increased to 91.8 percent according to the Living Standard Measurement Survey 2014, and both secondary and tertiary enrollment rates have also increased substantially. Among children aged 15 to 19 years, 28 percent were out of school, 6 percent enrolled in primary schools, and 66 percent enrolled in secondary schools. However, learning levels vary with income disparity, and in higher grades, children from wealthy families and in urban areas tend to perform better. Access to potable drinking water (defined by the National Statistical Office as reliance on any water source except unimproved wells or 'other sources') increased from 69 percent in 2001 to 79 percent in 2006, 81 percent in 2009/10, and 95 percent in 2014, even though only 40 percent of the population has access to piped water. Health indicators have also improved. Notably, the infant mortality rate has declined (from 161 per 1,000 births in 1980 to 81 per 1,000 births in 2011), an indication of increased access to health care (for instance, curative consultation rates increased from about 20 percent to 30 percent between 2006 and 2012). Nevertheless, infant mortality remains considerably higher than the Sub-Saharan African average. With about 540 per 100,000 births, Mali has one of the highest maternal mortality rates in the continent. Nearly one-third of children under the age of five years are stunted, despite significant recent improvements. Mali also has one of the highest fertility rates in the world (6.9 children per woman), leading to an exceptionally high rate of population growth of three percent.

11. Limited access to education and health services has particularly adverse consequences for women and for the poorest. Poor households face significant barriers of access to all services, particularly electricity, secondary schools, and prenatal and postnatal care. Fewer girls than boys attend school, and girls are more likely to drop out, in part because of early marriage and pregnancy. In addition, girls face very high risks of medical complications or even death following childbirth, risks that are even higher for poor girls.

² UNDP/ UNCCD (United Nations Development Programme/United Nations Convention to Combat Desertification). 2011. *The Forgotten Billion: MDG Achievement in the Drylands*. New York: United Nations Development Programme; Bonn, Germany: United Nations Convention to Combat Desertification.

³ World Bank. 2012. "Managing Risk, Promoting Growth: Developing Systems for Social Protection in Africa." In the World Bank's Africa Social Protection Strategy 2012–2022, pp. 77. Human Development Africa. Washington, DC: World Bank.



12. Vulnerability to shocks caused by climate change remains significant and has short-term impacts on food security and, consequently, long-term impacts on human development. The predominantly rural population lives on agriculture and pastoralism, almost entirely in dry lands that are heavily dependent on rainfall and are vulnerable to shocks. Over the last 40 years, a number of major crises have made food insecurity and malnutrition the main focus of humanitarian aid and social protection in the Sahel region. These crises have largely been the result of more frequent natural disasters, which, coupled with economic and political shocks, have prevented people from producing or purchasing enough food and have led to large-scale involuntary displacements.

13. The current drought is not a new event, and the Government aims to design a long-term strategy to reduce the country's vulnerability from such recurrent shocks. The late arrival of the rainy season also happened in 2015 when the rainfall was insufficient for crops and pastures across all regions. At that time, Mopti and Segou received the most rainfall, while Kayes and Timbuktu were the most deprived. As a result, the area of land under cultivation was already lower than that achieved during the same period in 2014, and now it is even lower. River levels remain lower than past years, which has negatively affected crop production in many areas, since 2015. Overall, household food stocks have been dwindling by the day for the past four years and are now at low to moderate levels except in large production areas. Therefore, given that rainfall is highly variable, households and the economy remain highly exposed to hazards (such as droughts, floods, strong winds, and crop pests) that are being worsened by climate change. The population's dependence on rain-fed agriculture and on pastoralism makes rainfall patterns and levels hugely important. Small climate changes have had a significant impact on food security in 2016, 2017, and 2018 potentially increasing the number of food-insecure households and malnourished children.

14. Over the last year⁴, the weather pattern and agricultural production in Mali has been heterogeneous. The poor results of the 2017–2018 lean season were due to a lack of rainfall as in the past years, which has caused (a) a decrease in biomass production by 25 percent compared to 2011 that is considered a year of severe drought, (b) a deterioration of water points and lack of pastures, and (c) a movement of pastoralists to agricultural areas and early grazing. As a consequence, drought has affected agricultural production, household welfare, food prices, and nutritional status of families—according to the Standardized Monitoring and Assessment of Relief and Transitions (SMART) survey 2017, there was a significant deterioration in the rate of global acute malnutrition in the regions of Timbuktu (14.3 percent in 2016 against 15.7 percent in 2017) and Gao (14.8 percent against 15.2 percent). Additionally, this severe drought affected (a) livestock activities leading to movements of populations and of livestock with significant interethnic and/or community conflicts and high livestock mortality in Gao (53.4 percent) and Timbuktu (43.6 percent) according to the Enquête Nationale sur la Sécurité Alimentaire et Nutritionnelle (ENSAN) 2017, (b) household well-being by reducing income of the populations, and (c) food prices in November 2017 that were 30 percent to 40 percent higher than a year earlier (November 2016).

15. Recurring shocks affect all countries in the Sahel so it is important for the Government of Mali to respond in the context of regional collaborations aimed at understanding and tackling the

⁴ *Commissariat à la Sécurité Alimentaire* (Food Security Commission, CSA) report on past and future agriculture production 2017–2018.



roots of increasing vulnerability to sudden shocks and chronic poverty. Actions to effectively change the food security landscape requires a long-term strategy such as the National Strategic Review of Food Security and Nutrition, called “Zero Hunger strategy”, launched in November 2017 that aims at eradicating hunger and addressing food security and malnutrition by 2030.

Implementation Status of the Emergency Safety Nets Project (Jigisemejiri)

16. In 2013, the Emergency Safety Nets Project (Jigisemejiri), in the amount of US\$71 million, was approved by the World Bank with two sources of financing: (a) an IDA Grant of US\$70 million (SDR 46 million) and (b) Government counterpart funding of about US\$1.0 million as presented in the Project Appraisal Document of the parent project.⁵ The project, which became effective on August 17, 2013, was designed to provide predictable social safety nets to 62,000 poor and food-insecure households. In 2016, the project received a grant of US\$10 million from the MDTF-SASPP, increasing the budget to US\$81 million to enlarge the scope of the project by promoting the development of an adaptive⁶ national safety net system in the country.

17. The Project Development Objective (PDO) reads as follows: “to increase access to targeted cash transfers for poor and vulnerable households and build an adaptive national safety net system in the Recipient’s territory.” Project implementation has been underway for almost four years, and the World Bank has rated both the achievement of the PDO and implementation progress as Satisfactory. The disbursement rate reached 78 percent or about US\$58.84 million as of May 11, 2018. A detailed summary of progress to date per component is as follows:

- **Component 1: Cash transfer program and accompanying measures.** To date, the project is (a) providing quarterly cash transfers to 67,845 families (90 percent of target), reaching 390,465 individuals (80,975 children ages 0–5 years, 103,874 children ages 6–14 years, and 31,092 elderly people ages 60+), of which 49 percent are women, in Kaye, Sikasso, Koulikoro, Segou, Mopti, Gao, and Bamako with accompanying measures that provide information sessions on nutrition, health, education, and family economy for the participants and other members or the community; (b) providing accompanying measures through community sessions opened to all living in the community; (c) providing nutritional supplements to 105,000 beneficiaries (70 percent are children ages under five years and 30 percent are pregnant women); (d) approved 80 labor intensive public works activities, and 65 of those will have start implementation in July 2018; and (e) providing income generating activities (IGAs) to 5,127 households in Sikasso et Bamako, where 40 percent of IGAs are small activities tailored for women’s participation and 60 percent are mostly dominated by men. In addition, the project is facilitating access to free health care through the *Régime d’Assistance Médicale* (RAMED)⁷ to 56,698 heads of

⁵ During appraisal, the Government agreed to prefinance the preparatory activities of the project in the amount of CFAF 160 million (equivalent to approximately US\$320,000). In addition, the Government covered the cost of support staff and operational costs during the implementation of the project amounting to about CFAF 600 million (equivalent to approximately US\$1.2 million).

⁶ Adaptive means that the system will become more capable of helping households manage the risk of shocks to build household resilience, ex ante, and protect well-being, ex post, given that shocks are becoming more frequent and more severe.

⁷ RAMED aims to provide free health insurance to poor people. The coverage is granted on a temporary basis (three years) to people who have no other health coverage. Besides the poor, other vulnerable population such as homeless; residents of charitable



households and direct family members offered by the National Agency for Medical Assistance (*Agence Nationale d'Assistance Medicale*).

- **Component 2: Establishment of a basic safety net system.** The project supports the establishment of a social safety net system by supporting the creation of the Unified Social Registry (RSU). The RSU has already enrolled 74,845 households in Kaye, Sikasso, Koulikoro, Segou, Mopti, Gao, and Bamako. The RSU enrollment does not translate automatically into benefits, but a significant share of those registered are actual beneficiaries of cash transfers and/or of free health care.
- **Component 3: Project management.** The project continues to support institutional strengthening, coordination, and capacity building. Specifically, the project (i) has a fully staffed implementation unit (the Safety Net Technical Management Unit [*Unite Technique de Gestion des Filets Sociaux*, UTGFS]); (ii) is effectively providing capacity building for staff of the UTGFS and the National Directorate for Social Protection and Economic Solidarity (DNPSES); and (iii) has developed a monitoring and evaluation (M&E) strategy to track the project's operational, financial, and procurement activities.

18. While the project is progressing well, regular assessments and evaluations are in place to further improve the implementation and impact of the project. In October 2017, the International Food Policy Research Institute presented the midline impact evaluation findings that indicate that:

- According to households' self-reports on how they used their last cash transfer, the three largest categories of expenses were food consumption, health, and agricultural investments (about 65 percent, 11 percent, and 4 percent, respectively), corresponding to approximately 80 percent of the last transfer received or FCFA 24,000;
- The intervention improves households' consumption and reduces poverty, albeit not significantly. The project reduces household poverty by 1.80 percentage points as measured by the household consumption relative to the national poverty line, representing a 21 percent reduction in the poverty headcount index. This result corroborates the finding that most expenditures from transfers occurred immediately after payment but the recommended recall period for consumption measures only looks at the past 30 days. Given that payment occurs every 90 days, this result implies that households may experience larger reductions in poverty if the window for payments is reduced to 60 days;

institutions, orphanages, or institutions for rehabilitation; inmates of prisons; and any public or private nonprofit institution hosting abandoned children or adults without families are rightfully entitled to the program. RAMED covers free health care, consultations, outpatient care (for example, laboratory testing and medical analysis), hospitalizations, medicines and other medical expenses, analyses, examinations, hospitalization costs, and pregnancy and childbirth health care. Under the RAMED scheme, payments are made directly to the health care facilities as a Government reimbursement (subsidies). RAMED is largely financed by the state (85 percent) in collaboration with the local collectivities (15 percent), and it is implemented by the National Agency for Medical Assistance (*Agence Nationale d'Assistance Medicale*).



- The intervention significantly reduces household food insecurity by 1.88 percentage points as measured by the Household Food Insecurity Access Scale, representing a 27 percent reduction in food insecurity;
- The intervention significantly improves household dietary diversity as measured by the Dietary Diversity Index (DDI) and Food Consumption Score (FCS). The project generates nearly a 7 percent increase on DDI relative to the control group and increases the FCS by 3.7 percentage points or a 6 percent increase relative to the midline control mean;
- The intervention also significantly increases household savings and investment, as follows:
 - (i) It increases the proportion that invests in small animals by 6 percentage points, with an average amount of about FCFA 3,352 spent in the past 12 months among those who invest.
 - (ii) It increases the proportion that invests in livestock by 11 percentage points, with an average amount of FCFA 23,463 spent in the past 12 months among those who invest;
- About 60 percent of treatment households in both cross-section and panel samples report attending at least one accompanying measures session. Heads of households (usually male) dominate the attendance; and
- The intervention has no statistically significant impact on a summary maternal knowledge score on health and nutrition, no significant impact on child stimulation practices (as measured with five key questions used in the Multiple Indicator Cluster Survey), and no impact on child nutritional status and growth, while child anemia, stunting, and wasting remain very high at midline. Those results may be explained by the limited direct exposure of mothers to the sessions that were provided back-to-back with the payment sessions, which are dominated by men, and the fact that nutritional supplement distribution started after midline data was collected.

19. In the light of these results, this AF2 aims to provide continued support to the parent project with improvements to the accompanying measures design by (a) redesigning the delivery method and promoting women's participation in the accompanying measures sessions; as well as (b) adding home visits to the poor and vulnerable households with children under three years, focusing on the provision of one-on-one sessions with the women/mother of the beneficiary's household to improve the project's impact.



Consistency with the World Bank's Strategy for Mali

20. The proposed AF2 is consistent with the World Bank's Country Partnership Strategy (FY16–19)⁸ for Mali that aims to (a) further improve governance at the central and local levels to reestablish trust in the Malian state across its territory; (b) boost productivity and develop value chains in the agricultural sector to reduce poverty; and (c) build households' resilience and human capital to help them plan for, mitigate, and cope with uninsured risks as well as to create the conditions to enhance their economic performance.

21. The project will contribute to other World Bank initiatives to improve the Government's ability to fight poverty and food security and to promote development in conflict-affected areas. The Jigisemejiri project is supporting the Strengthening of the Natural Capital Resilience Pillar of the 2015 World Bank Group Africa Climate Business Plan by promoting climate-smart agriculture and establishing landscapes resilient to climate change as part of its IGAs and Labor-Intensive Public Work (LIPW) financed by the MDTF-SASPP Grant TF0A2384 and by the collaboration with the Mali Drylands Development Project (P164052), whereby social protection interventions are used to connect the poor to agricultural opportunities. In addition, the AF2 complements the World Bank strategy for promoting development in the Konna region as part of the Sahel Alliance initiative that, in synergy with the UN, AFD, Germany, and EU, aims at addressing the redevelopment and stabilization of the economic area of Konna in the Mopti region. The AF2 also complements the Regional Program on Strengthening Resilience to Food and Nutritional Insecurity in the Sahel funded by the African Development Bank, emphasizing lessons learned and opportunities for synergy and coordination in the regions of Kayes, Koulikoro, and Segou. Moreover, the AF2 will also explore collaborations with both the Finance, Competitiveness and Innovation group and Macroeconomics, Trade and Investments regarding other options to promote innovations and improve service delivery.

22. Therefore, the AF2, as well as the Mali Drylands Development Project (P164052), have the right instruments and tools to support the "Zero Hunger strategy" by establishing the use of long-term policies rather than the current short-term approach based on temporary food-based distribution for families and for livestock and temporary distribution of nutritional supplements. The AF2 interventions aim at promoting development and supporting households' food security by protecting or building productive assets and supporting livelihoods and human development, while providing basic transfers to protect family well-being and reduce risks.

23. Additionally, the AF2 supports fighting food insecurity directly due to the current coverage of Jigisemejiri in food-insecure areas. The Commissariat à la Sécurité Alimentaire (Food Security Commission, CSA) estimates that in 2017, 400,000 families fell into a situation of extreme food insecurity, doubling the number from 2016, and in total, one million people have become food insecure in general. The most worrying situation is estimated in the following districts (cercles) of the country, but the few highlighted in bold are already being covered by the Jigisemejiri project:

⁸ World Bank. 2015. Mali - Country partnership framework for the period FY16-19. Washington, D.C.: World Bank Group. <https://hubs.worldbank.org/docs/ImageBank/Pages/DocProfile.aspx?nodeid=25472288>



- Timbuktu: Gourma Rharous
- Gao: **Cercle of Gao**
- Mopti: **Youwarou, Koro**, Douentza, Bandiagara, and **Bankass**
- Kidal: Abeïbara and Tin-Essako
- Koulikoro: **Kolokani**
- Ségou: **Tominian**
- Kaye: Bafoulabe

24. This AF2 allows gradual expansion of individuals by adding new beneficiaries in current project implementation areas, and by adding new geographical areas of the project. As of today, the project covers 19 districts and 114 communes in all the regions of the country except Kidal. More specifically, the current spatial distribution of the project is (see also <http://www.Jigisemejiri.org/prestations/#!/>): Sikasso (3 districts and 18 communes), Segou (4 districts and 26 communes), Mopti (3 districts and 13 communes), Koulikoro (3 districts and 13 communes), Kayes (3 cercles and 35 communes), Gao (1 district and 3 communes), Timbuktu (1 district and 4 communes), and District of Bamako (1 district and 2 communes). This project will continue to finance coverage in the areas identified by the project using the same approach as the parent project which combines indicators of poverty, malnutrition, food security, and lack of infrastructure. Moreover, it will be possible to continue expanding coverage of the project to the northern region in a coherent and coordinated manner as the violence and conflict situation improves. The final list of areas and breakdown of beneficiaries will be added in the updated Project Operations Manual (POM).

Activities to Be Financed by the Proposed Additional Financing

25. The overall purpose of the proposed AF2 is to (a) further strengthen the country's current social safety net system and (b) increase the resilience of poor and vulnerable households. Regarding those objectives, the proposed AF2 will support and enable further expansion of ongoing activities described in the project components: Component 1. Cash transfer program and accompanying measures, Component 2. Establishment of a basic safety net system, Component 3. Project management, and Component 4. Contingency Emergency Response Component. More specifically, all components will be strengthened but subcomponent 1B will receive special attention to strengthen women's participation in the accompanying measures sessions and the impact of the transfers on households' resilience and on children's outcomes.

26. The World Bank team believes there is a strong justification to provide further support to the Jigisemejiri project with the AF2 for the following reasons: (a) the project is progressing satisfactorily, (b) there is a need to ensure that existing activities are fully completed, (c) this is an opportunity to expand the project to new areas and (d) this is an opportunity to integrate improvements on some components to boost current impacts and reinforce the results on children's outcomes.



27. The recurrence of weather-related and other shocks in Mali has a negative impact on food security, including food availability/impact on prices, access to food/reduction in food consumption, and food utilization/malnutrition. Therefore, to mitigate the impact of shocks on food security, the AF2 supports the expansion of the integrated adaptive social protection programs, which directly support resilience, livelihoods, and productivity activities for the poor, which can also reach smallholder farmers and small-scale food producers (see Food and Agricultural Organization of the United Nations (FAO)⁹ and World Bank studies¹⁰ on the matter).

Project Components

Component 1: Cash transfer program and accompanying measures (AF2 contribution US\$46.3 million equivalent – IDA Grant contribution of US\$43.9 million equivalent and MDTF-SASPP grant contribution of US\$ 2.4 million equivalent)

28. The specific objectives of this component are:

- In the short term, to mitigate current poverty and vulnerability in selected areas by smoothing and increasing the consumption of households, mainly food consumption (the quantity and quality of their meals), through the provision of targeted and regular cash transfers; and
- In the medium to long term, to increase the human capital of children by creating incentives for poor and vulnerable households to invest in their children’s health and education.

29. In this framework, the combined interventions will offer support to poor and vulnerable households to raise their consumption and to cope with seasonal shocks as well as provide them with opportunities to achieve a sustained improvement in their living conditions. The planned interventions will offer these complementary benefits to the chronically food-poor across the country by enlarging current project coverage.

30. The Sahel Alliance community supporting the rehabilitation and stabilization of the economic zone around the Niger River port at Konna is supported by AF2 Component 1, as the activities to be financed promote new opportunities to local communities. Therefore, the AF2 activities envisaged can help by broadening economic opportunities to address stabilization of the country. Therefore, the AF2 may use subcomponents 1B, 1D, and 1E to also reach youth population at risk in volatile conflict-affected areas to reduce their risk of engaging in destabilizing activities, by promoting economic opportunities and ‘soft’ psycho-social support activities that effectively complement economic inclusion and address conflict-related grievances within communities.

⁹ Food and Agriculture Organization of the United Nations (FAO) and the United Nations Children’s Fund (UNICEF), “The Economic Case for the Expansion of Social Protection Programs: a brief”, 2017.

¹⁰ “Strategies to Increase Agricultural Productivity in Mali’s Drylands” (World Bank, 2017) and “Confronting drought in Africa’s drylands: opportunities for enhancing resilience” (World Bank, 2016, R. Cervigni and M. Morris, eds).



31. Additionally, current experience on implementing the subcomponents will be used to increase women's participation in subcomponents 1B, 1D, and 1E. More specifically, for subcomponent 1B, accompanying measures will be separated from the payment sessions and more information campaigns targeted to women have been tested under the project. For subcomponent 1D, a field assessment of current implementation will inform changes in the design to make labor-intensive activities gender sensitive, and it will inform updates in the Operations Manual; for subcomponent 1E, the assessment of the first wave of IGAs implemented in 2017 shows that women are more likely to run small subsistence agriculture activities (*maraichage*), small commerce, poultry, and transformation activities, while men are more likely to invest in livestock and in fattening of livestock.¹¹ Consequently, at least 65 percent of the AF2 financed activities will be on those activities more likely to be run by women, while other support such as the training of women's groups and psycho-social support will be in place to motivate women to invest in other activities dominated by men if local conditions and social norms allow.

Subcomponent 1A: Direct Cash Transfers to Poor Households (AF2 contribution US\$28.1 million – IDA Grant contribution of US\$26.4 million equivalent and MDTF-SASPP grant contribution of US\$ 1.7 million equivalent)

32. This subcomponent will support Component 1 of the parent project by financing 36 monthly cash transfers for about 25,000 households in selected communes.

33. This subcomponent will provide timely, predictable, and regular transfers to eligible households. Timely transfers ensure the achievement of project objectives, to smooth and increase household consumption, and protect household assets. Predictable transfers allow households to maximize the use of their money and help them to plan and invest in the future, particularly in livelihood investment and in the human capital of their children. Moreover, receiving regular transfers combined with activities such as saving groups and training over the period may also help households to acquire productive and agricultural assets.

34. The benefit level will increase to FCFA 15,000 (approximately US\$28) per household per month to correct the original amount of FCFA 10,000 for both FCFA-US\$ currency depreciation and inflation for 2013–2018. This new amount represents about 17 percent of the 2014 monthly household per capita poverty line in Mali, estimated at FCFA 9,847.7¹² according to the 2014 household survey.

35. The beneficiaries will be selected following the same targeting approach used in the parent project that combines geographical targeting and community-based targeting (CBT). In areas where demand for benefits is larger than the number of estimated beneficiaries, a proxy means test developed for the project can be used to support the selection of beneficiaries.

36. The benefit will be delivered using the same accredited payment agencies of the parent project. In case of an expansion of the project to areas of conflict or in the north where markets

¹¹ Fattening of livestock is an activity that intensifies feeding of animals to obtain the greatest quantity of high-quality meat.

¹² The annual household per capita food poverty line was estimated at CFAF 118,173 (approximately US\$ 223), and the average household size estimated at about 8.9.



have been affected by the conflicts, other ways of making the transfers may be explored, such as vouchers to be cashed at local payment points, direct payments made through nongovernmental organizations (NGOs), or use of the current experimental payment methods of the Common Framework of NGOs (*cadre commun des ONGs*). In such sensitive cases, initial disbursements will be made by the accredited agency upon receipt of the list of beneficiaries selected from the Social Registry and in line with the criteria specified in the Operations Manual and with the contract signed by the selected payment agency (or agencies) as specified in the Operations Manual. As in the parent project, a yearly process evaluation of the components will be conducted to ensure that all processes (targeting, registration, and payments) are functioning properly and, if not, to enable the design of the project to be adjusted accordingly. Payments will be made quarterly, but in selected areas, bimonthly payments will be tested to address the impact evaluation findings.

Subcomponent 1B: Accompanying Measures (AF2 contribution US\$5 million - – IDA Grant contribution of US\$5 million equivalent and MDTF-SASPP Grant contribution of US\$ 0 million equivalent)

37. To maximize the benefits of cash transfers in subcomponent 1A, accompanying measures were introduced in the parent project to give households more explicit incentives to invest in the human capital of their children, with the goal of reducing the intergenerational transmission of poverty. These accompanying measures provided at the commune/village level involve providing information to beneficiaries on how to invest in the human capital of their children. All parents in the targeted areas are invited to participate in the sessions. However, given that the accompanying measures were provided back-to-back with the payment sessions, men had higher participation than women according to the impact evaluations.

38. Several accompanying measures that are currently being rolled out include a package of interventions that correspond to the Malian experience of children's health and education. To improve hygiene practices and to increase educational attainment, the training sessions for the accompanying measures proposed in the AF2 remain designed according to (a) the Malian Parental Educational Manual (*Guide Méthodologique de Formation en Education Parentale*), which has been developed in the context of the ongoing pilot Early Childhood Development Program; (b) the Malian Educational Policy (*Politique de l'Éducation au Mali*); and (c) Malian health policies that promote the adoption of good health and nutrition practices, such as the importance of exclusive breastfeeding, adequate and timely complementary feeding, and hygiene education for children's human capital development.

39. The existing accompanying measures are also expected to make beneficiaries even more resilient to shocks, for example, by promoting alternative livelihood options that are less weather dependent than current farming practices, or improvements to enhance agricultural productivity through partnerships with programs like the Climate Smart Agriculture Program. Specifically, this might involve (a) community information sessions on the program's objective and (b) community/village-level information campaigns to promote good practices in health, education, nutrition, family planning, and investment and savings planning.



40. The AF2 will support the expansion of existing activities, with a focus on strengthening the impact of the transfers on children's human capital outcomes in the medium to longer term through the accompanying measures. However, the recent impact evaluation of the parent Jigisemejiri project found that the impact of the current accompanying measures on children's human capital was relatively weak. Taking these results into account, and to increase and enhance the impact of this subcomponent, the new package of accompanying measures will also include home visits to the poor and vulnerable households with children, targeting the women/mothers that benefit from these information sessions in selected areas, who are currently not attending the sessions despite some of the improvements mentioned earlier.

41. The main objective behind the home visits is to improve impact and maximize the benefits of the cash transfers on children's and parental behavior. Following international best practices, such as in Chile or Peru, the home visits will initially target extreme poor households with children through home visits by a trained agent (social workers/NGOs), because those households are in greater need and less likely to seek support by themselves. As such, the home visits constitute an improvement to the existing accompanying measures (provided at the commune/village level) that provide information to beneficiaries on how to invest in the human capital of their children.

42. The home visits or Case Management System (CMS) will not constitute a change in the component design or structure but rather augment the process to follow-up with the beneficiaries after the information sessions. The new approach—which goes beyond improved design of the quarterly learning sessions to the selected project beneficiaries to increase women's participation—will initially target households with children ages under three years to receive home visits by trained agents (social workers/NGOs), because those households are in greater need and are less likely to seek support by themselves. The trained agents will receive additional training on carrying out the home visits, in addition to the initial training for running the collective sessions through the current accompanying measures. Other topics, such as gender-based violence (GBV) and youth vulnerability risk due to violence and conflicts, will also be introduced through the new package of accompanying measures, in addition to counseling and psycho-social support sessions. This enhanced approach can be piloted in the areas where the Ministry of Solidarity and Humanitarian Action has started developing its local antennae. Through home visits, agents can also identify other poor and vulnerable households that are not currently covered by Jigisemejiri, and therefore, help improve and build up the existing RSU. This new approach will also support the development of a larger CMS in the future.

43. This CMS is expected to cover at least 10,000 households with such home visits, where each agent is expected to run two to four visits per day, three days a week, and run four visits a year per household. In total, it is expected that this CMS would run 40,000 home visits a year. The exact number of agents will be defined per community so that the caseload is acceptable for each agent. In addition, this component will be designed in collaboration with the health team that is currently starting the preparation of a health operation for Mali (Accelerating Progress Towards Universal Health Coverage - P165534).

44. Overall, through this CMS, the project aims to:



- Assess the needs and conditions of beneficiary households and their members;
- Identify opportunities and actions by households to move out of poverty and vulnerability;
- Identify supporting services that households/household members are eligible for in the areas of the early childhood development;
- Refer mothers and children to locally available services to improve early childhood development;
- Provide counseling services to households/household members on early childhood development, and when necessary, provide family counseling on nonviolent conflict resolution and elimination of child maltreatment and against risks associated with volatile conflict-affected areas; and
- Monitor the progress of early childhood development at the household level.

45. The project will support the development and implementation (in the selected areas as a pilot), of the following key elements:

- **Home visits methodology.** The Home Visits Information System (HVIS) linked to the RSU and training, including (a) terms of reference for social workers and supervisors; (b) methodology, including protocols for home visits and service referrals; and (c) HVIS, which will include information on beneficiaries, services, and agents that will feed into the RSU, and training of agents and supervisors on the new methodology and the HVIS. Agents will also be trained to provide one or more counseling services, including psycho-social support, family guidance, and possibly other, more targeted, support to caregivers of the elderly, the disabled, preschool children (parenting), and youth at risk (affected by violence and conflict in selected areas). Standard operating procedures for handling cases of either reported or agent identified GBV will be included in the Home Visit Operations Manual.
- **Supporting infrastructure to implement the new approach.** Agents and supervisors receive a home-visits package that includes electronic devices with Internet connection loaded with the HVIS to perform home visits and for monitoring activities.

46. Implementing agencies will be competitively selected by the UTGFS to carry out the training/coaching of both beneficiaries and of local social workers. Agents can be hired directly by the NGOs as implementing partner agencies or provided by the Government as part of their investment on local development on the human development sector. An Operations Manual will be prepared by the UTGFS with support from the World Bank team, with detailed design and implementation arrangements related to this component.



Subcomponent 1C: Pilot Preventing Nutrition Packages (AF2 contribution US\$0)

47. There is no change in this subcomponent.

Subcomponent 1D: Labor Intensive Public Works Program (AF2 contribution US\$2.1 million – IDA Grant contribution of US\$2.1 million equivalent and MDTF-SASPP Grant contribution of US\$ 0 million equivalent)

48. This subcomponent seeks to continue provision of direct income support to poor and vulnerable households, and support youth at risk in selected conflict-affected areas through the participation in a Labor-Intensive Public Works Program (LIPWP), which will be identified and implemented in a participatory manner. As of today, 80 out of 100 planned activities under the first AF were identified and implementation starts in July 2018.

49. All potential beneficiaries of the LIPWP subcomponent need to be included in the Social Registry. Efforts will be made to increase the number of households included in the Social Registry for this subcomponent to have a larger pool of potentially eligible households.

50. Based on the past study carried out by the Agency for the Promotion of Youth Employment (*Agence pour la Promotion de l'Emploi des Jeunes*) and current LIPWP experience, the UTGFS will continue supporting communes from Sikasso, Segou, Mopti (including Konna), Koulikoro, Kayes, District of Bamako, Gao, Kidal, and Tombouctou already identified by the project and some communes covered by the Mali Reconstruction and Economic Recovery Project (P144442).

51. The UTGFS has also already identified some potential LIPWPs that could increase community and household resilience in the face of climate shocks. These activities include seeding sites and rangeland; deepening and maintaining water points; improving land crops through the implementation of grazing crops against pests and stray animals, stone lanyards, and controlling/ending bushfires; collecting plastic solid waste; and clearing out gutters. The final selection of LIPWPs, however, will be made by the beneficiary communes, considering their local development plans.

52. The subcomponent will finance the wages of selected beneficiaries, which will constitute no less than 60 percent of the total subcomponent costs. In addition to the wages, the subcomponent will finance the non-wage costs involved in providing basic materials and equipment as well as the administrative and beneficiary training costs incurred by the implementing agency.

53. Based on international experience, the remuneration will be set just below the market wage (in the order of FCFA 2,000 per day or about US\$3.6 per day) to discourage the participation of people from better-off households.

54. The selection of beneficiaries will be carried out through a combination of (a) CBT, as in the parent project and (b) self-targeting. Detailed targeting procedures will be included in the Operations Manual.



55. As in the parent project, accredited payment agencies will pay the wage transfers to the beneficiaries. However, in areas of conflict or in the north where markets have been affected by the conflicts, other ways of making the transfers may be explored, such as vouchers to be ‘cashed’ at local payment points, direct payments made through NGOs, and use of the current experimental payment methods of the Common Framework of NGOs (*cadre commun des ONGs*). In such sensitive cases, initial disbursements will be made by accredited agencies upon receipt of the list of beneficiaries selected in line with the criteria specified in the POM and with the contract signed by the selected payment agency (or agencies) as specified in the POM. As in the parent project, a yearly process evaluation of the subcomponents will be conducted to ensure that all processes (targeting, registration, and payments) are functioning properly and, if not, to enable the design of the project to be adjusted accordingly.

56. Training will be provided to all participants in the LIPWPs on both technical topics (for example, related to the specific LIPWP on which they will be working) as well as nontechnical topics (such as soft skills).

57. The subcomponent is expected to finance 140 projects to be implemented by eligible implementing agencies, and on average, each project will employ about 50 individuals for 60 working days. The subcomponent is therefore expected to (a) benefit about 7,000 individuals, (b) create about 420,000 workdays, (c) build community assets for increased resilience to shocks and climate change, and (d) strengthen civic participation.

58. The participation of women in the LIPWP will be strongly encouraged and the development of a gender plan with specific targets to achieve gender equity will be prepared. It is expected that a significant number of beneficiaries will be women. All projects selected for financing must be screened for environmental and social risks and must fully comply with the World Bank’s social and environmental safeguards policies.

59. The LIPWP will be identified and implemented at the municipal (commune) level by local authorities in partnership with eligible implementing agencies, which are expected to be primarily community-based organizations. The UTGFS will launch a series of calls for proposals throughout the duration of the project, to enable eligible implementing agencies to apply for funding to carry out the LIPWPs and provide the technical and nontechnical training to project beneficiaries.

60. A technical intersectoral committee will comprise the UTGFS staff and staff from other institutions such as the Ministry of Environment and Sustainable Development, Ministry of Solidarity and Humanitarian Action and Reconstruction of the North, Ministry of Decentralization and Reform, and the DNPSES. Local government, community associations and NGOs, and other local government representatives will be part of the local technical committee to evaluate and select, based on predetermined criteria, the submitted project proposals. The local technical committees will ensure that the selection of project sites is balanced across municipalities. Those implementing agencies whose proposals are selected for funding will work closely with local government agencies to ensure that both the LIPWP and the training for project beneficiaries are implemented in accordance with pre-established technical and operational standards. To that end, they will receive capacity building training in (a) project management, including M&E; (b) World



Bank fiduciary, environmental, and social safeguard processes and procedures; and (c) worker management and safety at work.

61. The proposed implementation mechanisms will strengthen community participation in local development and will promote transparency and good governance, thereby improving overall service delivery. All efforts will be made to reassure the public about the rigor and objectivity involved in funding decisions and grant use. A publicly accessible website (www.Jigisemejiri.org) will present basic data about each grant awarded, including information on the beneficiaries, proposed activity, and proposed budget. In addition, information about project proposals that are rejected by the UTGFS will be made public (the proposed activity, proposed budget, and the reasons for rejection), although only the project number will be divulged rather than the applicant's name or the project location to protect the privacy of those involved.

62. The UTGFS will be responsible for overseeing the implementation of all the activities proposed under this subcomponent. It will carry out regular spot checks on implementing agencies.

63. The LIPWP Operations Manual has a detailed design and implementation arrangements related to this subcomponent. The LIPWP Operations Manual describes in detail the processes and procedures related to the implementation of the proposed activities, including the eligibility and selection criteria for beneficiaries and implementing agencies; the training and capacity building for beneficiaries and implementing agencies; the procurement of goods and services; and the M&E, sustainability, and the environmental and social impact of the LIPWP.

Subcomponent 1E: Income-Generating Activities Program (AF2 contribution US\$11.1 million – IDA Grant contribution of US\$10.4 million equivalent and MDTF-SASPP Grant contribution of US\$ 0.7 million equivalent)

64. This subcomponent seeks to continue enabling both small and subsistence agriculture workers, and poor and vulnerable households, and now, also enable youth at risk in selected conflict-affected areas enrolled in the Social Registry to be more productive. As of today, 5,127 households are already benefiting from the Income-Generating Activity Program (IGAP).

65. All potential beneficiaries enrolled in the Social Registry are eligible to participate in the IGAP financed under this subcomponent. The selection of beneficiaries will be made using community targeting, because communities are better positioned to identify the households/individuals that would benefit more from such activities. A detailed description of this project's subcomponent will be included in the Operations Manual.

66. Considering the different weather- or disaster-related risks in each of the regions in Mali, some preliminary analysis done by the UTGFS has revealed some viable IGAs that might be financed by this subcomponent. These include training in new production techniques, the repair or construction of storage facilities, land erosion control and water harvesting, and the purchase of small equipment and supplies (such as improved seeds or bulk production materials). This subcomponent will not finance the purchase of land or buildings.



67. Synergies between this subcomponent and other related World Bank projects (such as the Fostering Agricultural Productivity Project (P095091) and the Mali Drylands Development Project (P164052)) will be explored by the World Bank team.

68. The participation of women in the subcomponent will be strongly encouraged, because women are traditionally involved in small-scale IGAs and are economically marginalized in rural areas. It is estimated that a minimum of 65 percent of IGAs offered would be in the fields of subsistence or small agriculture, commerce, poultry, and transformation that are dominated by women. Small cooperatives comprising poor and vulnerable individuals may also be supported through this subcomponent to maximize investments and reinforce mutual support mechanisms.

69. Individuals (or groups of individuals such as cooperatives) within the selected beneficiary households will be prescreened for receiving IGAs, by technical committees comprising local government representatives' authorities and UTGFS staff at the municipal and village levels. These prescreened individuals will be given training and support to help them develop their implementation plans. These plans will then be evaluated by the same technical committees against predefined criteria, including the likely market value of the proposed activity, the likely impact on the local economy, and the likely sustainability of the proposed activity. Only those business plans for proposed IGAs that the technical committees deem to be viable will be financed under this subcomponent.

70. The subcomponent is expected to support 24,500 IGAs throughout the life of the project.

71. The subcomponent will finance the following package of services to be provided to selected beneficiaries: (a) a total transfer of FCFA 180,000 (US\$320) in two installments—according to the specifications included in the business plan and the Operations Manual—first upon receipt of a validated business plan to allow for up-front investments and second midway through the implementation of the activities; (b) training on the preparation of a business plan and other technical skills; (c) communication and mentoring of beneficiaries to support implementation and boost their self-confidence and social capital; and (d) financial literacy training to improve their income management and to encourage them to save in case of shocks.

72. All projects funded by the subcomponent must comply fully with the World Bank's environmental and social safeguards policies.

73. As in the parent project, accredited payment agencies will make payments to beneficiaries under this subcomponent. However, in areas of conflict or in the north where markets have been affected by the conflicts, other ways of making the transfers may be explored, such as vouchers to be 'cashed' at local payment points, direct payments made through NGOs, and use of the current experimental payment methods of the Common Framework of NGOs (*cadre commun des ONGs*). In such sensitive cases, initial disbursements will be made by accredited agencies upon receipt of the list of beneficiaries selected in line with the criteria specified in the POM and with the contract signed by the selected payment agency (or agencies) as specified in the POM. As in the parent project, a yearly process evaluation of the subcomponents will be conducted to ensure that all



processes (targeting, registration, and payments) are functioning properly and, if not, to enable the design of the project to be adjusted accordingly.

74. Implementing agencies will be competitively selected by the UTGFS to carry out the training/coaching of beneficiaries, and the IGAPs will also benefit from the expertise of FAO on its Cash+ initiative where cash transfers are combined with productive inputs and/or technical training and extension services to boost the livelihoods and productive capacities of poor, vulnerable men and women.

75. As in the case of the LIPWP (subcomponent 1D), the project management team of the Jigisemejiri project will be responsible for overseeing the implementation of all the activities proposed under this component.

76. The IGAP Operations Manual has detailed design and implementation arrangements related to this subcomponent. The IGAP Operations Manual describes in detail the processes and procedures related to the implementation of the proposed activities, including the eligibility and selection criteria for beneficiaries and implementing agencies; the training and capacity building for beneficiaries and implementing agencies; the procurement of goods and services; and the M&E, sustainability, and the environmental and social impact of the IGAP.

Component 2: Establishment of a basic safety net system (AF2 contribution US\$1.5 million equivalent – IDA Grant contribution of US\$1.5 million equivalent and MDTF-SASPP Grant contribution of US\$ 0 million equivalent)

77. This component will cover the activities needed to continue the development of the basic safety nets system. The Government is developing its system to support long-term safety net interventions in the country. This component of the project (Jigisemejiri) is aligned with the National Social Protection Framework to support the broad Malian Poverty Reduction policy by the provision of technical support to design an efficient safety net system that harmonizes all social safety nets in the country. To this end, activities financed by this component will continue to support the development of the RSU and related information systems. More specifically, it will support scaling up coverage of the RSU; update RSU information; improve an information, education, and communication (IEC) campaign for the RSU; perform M&E procedures; provide training programs to users at central and regional levels; and conduct studies as needed.

78. M&E remains a key subcomponent in the project because the project must be analyzed regularly to inform the Government, the World Bank, and other development partners about its results and impacts. The system will transform data collection, processing, and information management to facilitate the operation of project components through the entire implementation period, and across all levels (national and regional), to follow the project's progress and measure its results.

79. More specifically the M&E subcomponent of the project will finance the following: (a) annual process evaluation, (b) annual spot checks (including beneficiaries' surveys and qualitative evaluations) at the village level, and (c) annual technical audits of the system.



80. **Spot checks (beneficiary surveys and qualitative evaluation).** The UTGFS will launch at least two beneficiary surveys and hold several focus group discussions during the implementation period to gather beneficiary perceptions on the cash transfer program. The qualitative assessments, perceptions of program operations, and spot check verifications will be carried out on a randomly selected number of villages or communities. This information will serve to (a) adjust program settings and targeting and (b) adjust the IEC strategy.

Component 3: Project management (AF2 contribution US\$6.6 million equivalent – IDA Grant contribution of US\$6.6 million equivalent and MDTF-SASPP Grant contribution of US\$ 0 million equivalent)

81. This component will support project management. It will ensure that the UTGFS is operational and that it successfully and efficiently implements the project in conformity with the Financing Agreement, project documents, and the POM. This component will finance (a) UTGFS staff (non-civil servant) salaries including operational costs at the regional levels, (b) equipment and operating costs for the UTGFS directly linked to the daily management of the project (office space, utilities and supplies, bank charges, communications, vehicle operation, maintenance and insurance, building and equipment maintenance costs, travel and supervision costs, and so on), (c) regular internal audits and annual external audits (according to World Bank legal requirements for audits of financial and procurement aspects), and (d) training of personnel of the UTGFS (at both central and regional levels). Within the framework of the monitoring cycle, a midterm review will involve the project's stakeholders and civil society in the review of project performance, intermediary results, and outcomes. This component may also finance the set-up of UTGFS local antennae as a pilot for better management and project decentralization. The progress and impact of the project will be measured using the data collected at the midterm review and at the end of the project. Additionally, this component will support the promotion of innovations for improving service delivery on Components 1 and 2 such as exploring the possibility of full electronic payments, use of solar panels for supporting communities regarding alternative energy methods for IGAs, LIPWs, and electricity for supporting children's education. The UTGFS will explore innovations and be supported by the World Bank team, including the Finance, Competitiveness and Innovation group.

Component 4: Contingency Emergency Response Component (AF2 contribution US\$0 million)

82. A zero-dollar Contingency Emergency Response Component (CERC) will only be activated and funded in case of a declared crisis that affects food security in the country.

83. For this reason, this Project Paper includes a Component with a US\$0 allocation. In the event of a food security emergency, this component can be easily financed by either a reallocation from other project components or an AF. The arrangements agreed upon as part of the Jigisemejiri project can be slightly modified to respond to the Government request in the event of an emergency. Therefore, due to the current impact of the Jigisemejiri project on food security and existing collaboration with the CSA, a CERC annex will be added to the Operations Manual laying



out the provisions for activating and implementing activities in response to the food security crisis. The CERC annex will include the operational, fiduciary, and technical details of the CERC and can be later updated to address better the shock with the World Bank's no-objection. This CERC component can finance works, goods, non-consulting services and consulting services, and training and operating costs according to OP 8.00 on Rapid Response to Crises and Emergencies.

Summary table of components cost and source of financing

	IDA Grant US\$ millions	MDTF-SASPP Grant US\$ millions	Total US\$ millions
Component 1: Cash transfer program and accompanying measures	43.9	2.4	46.3
Subcomponent 1A: Direct Cash Transfers to Poor Households	26.4	1.7	28.1
Subcomponent 1B: Accompanying Measures	5	0	5
Subcomponent 1C: Pilot Preventing Nutrition Packages	0	0	0
Subcomponent 1D: Labor Intensive Public Works Program	2.1	0	2.1
Subcomponent 1E: Income-Generating Activities Program	10.4	0.7	11.1
Component 2: Establishment of a basic safety net system	1.5	0	1.5
Component 3: Project management	6.6	0	6.6
Component 4: Contingency Emergency Response Component	0	0	0
Total	52.0	2.4	54.4



III. KEY RISKS

84. The overall risk of the AF2 is Substantial due to the instability and vulnerability of the country. The signing of the Algiers Accord in May–June 2015 provided the appropriate framework to reestablish political stability and security in Mali. At the same time, achieving the development objectives is still dependent on efforts to find a durable solution to the conflict in Mali’s northern regions. Some substantial risks that are still being faced are described in the following paragraphs.

85. **Political and governance.** The political and governance risk remains Substantial for this AF2. The Algiers Accord marks considerable progress in the containment of conflict and violence, but it is not expected to lead immediately to the stabilization of the north. The longer the conflict in the north lasts with its associated risks of terror attacks, the longer it can be expected to have a negative impact on stability in the rest of the country. Recent reports show growing levels of insecurity in the southern regions, regular protests in Bamako, and growing crime levels in general. The proposed project does not include direct measures to mitigate such risks or their impact, and the project can be affected by (a) reduced budget allocation from the Government because a significant share of the budget goes to security; and/or (b) supervision challenges in areas of conflict.

86. **Institutional capacity for implementation and sustainability.** The institutional capacity for implementation and sustainability risk remains Substantial due to the increased complexity of the project. To mitigate the risk, the World Bank will continue to support the UTGFS in the implementation of all project activities, including technical assistance and advice to mitigate any risks related to the increased project complexity. The AF2 will benefit from the satisfactory implementation of the parent project and from the experience of the UTGFS and will continue applying the mitigation measures already being used for the parent project. In countries with limited fiscal space, such as Mali, it can be a challenge to sustain safety net interventions after a project ends. The sustainability of the safety net system can be guaranteed in the medium to long term if the Government sets up a credible institutional arrangement and, along with donors, provides adequate and regular financing to the sector.

87. **Fiduciary.** Fiduciary risk remains Substantial due to (a) the country’s overall public financial management risk level; (b) the design of the project, which includes transfers of funds to a large number of beneficiaries located in geographically dispersed areas with relatively limited management ability; and (c) the significant number of transactions being conducted, which will be increased by the new activities to be implemented.

88. As mitigation measures to all Substantial risks, the World Bank is monitoring the political and governance situation closely and will use a Governance and Anticorruption Action Plan (which will be included in the Operations Manual) to establish a list of mitigation measures, such as (a) conducting an information campaign to promote transparency and accountability both at the central and local levels; (b) employing an efficient and confidential complaint management system; (c) applying strict rules, norms, and World Bank procurement and financial management (FM) guidelines; (d) establishing a strong management information system (MIS) for targeting, registering, and paying all beneficiaries; (e) recruiting, based on their qualifications, independent



payment agencies for cash transfer programs; and (f) conducting physical verifications and independent assessments to ensure the transfer mechanism functions appropriately (including among others, identification, registration, and payment). On fiduciary risks, the project benefits from the satisfactory implementation of the parent project and from the experience of the project implementation unit (UTGFS) and will continue applying the mitigation measures already being used for the parent project. Finally, the project implementation unit will continue receiving technical assistance and training to master the technical design of the project.

IV. APPRAISAL SUMMARY

A. Economic and Financial Analysis

89. The economic analysis of the parent project and midline impact evaluation have shown that the project's accuracy remains high (more than 85 percent of the selected households are below the national poverty line, and the project can help reduce/mitigate poverty when it efficiently reaches the poor). Under the parent project, poor and vulnerable Malians have been provided with timely transfers that have improved their living conditions, and the poverty headcount, food security, and savings/investment indicators have improved.

90. Nevertheless, the impact evaluation, regular spot checks and audits conducted by the UTGFS, and third-party monitoring conducted by the World Bank Poverty team indicate areas for improving project outcomes. One key area for improvement is the accompanying measures and the expected impact on children's outcomes. Findings indicate greater participation of heads of households in the accompanying measures sessions and lower than expected results on children's outcomes, such as malnutrition and anemia. Therefore, based on international experience, the improvement of the accompanying measures by the introduction of home visits for poor and vulnerable households with children is expected to increase outcomes due to the higher involvement of mothers in the knowledge information activities.

91. In fact, international experience (e.g. the Peru Cuna Mas program or Chile Cresce Contigo programs) shows that the introduction of a more robust set of accompanying measures as part of a CMS is expected to increase the uptake of social services and programs among poor and vulnerable households, many of whom would otherwise not seek support by themselves or be provided with preferential access to those services already. By identifying a package of complementary support services that matches the needs and conditions, the new approach is also expected to improve the protection and productive inclusion of poor and vulnerable households, because the combination of cash assistance and services (addressing social vulnerabilities and productive inclusion) is expected to help address multiple dimensions of poverty and help households move out of poverty in a sustainable way.

92. Early childhood activities and psychosocial support services have been shown in other countries to be effective in breaking the persistently low human capital accumulation ceiling and poverty 'mindset' of the poor, thereby increasing self-esteem, self-efficacy, and optimism about the future. The combination of early childhood initiatives, psychosocial support, and employment-support programs led to an increase in employment rates among the extreme poor in Chile,



particularly women. Parenting programs (home-based/group-based) have been shown to improve the cognitive and social-emotional development of preschool children of disadvantaged families, with substantial long-term impacts on educational and labor market outcomes. Further, home visits by trained social workers can also provide an opportunity to deliver GBV prevention interventions. Such interventions cover nonviolent conflict resolution and elimination of child maltreatment.

93. Regarding the overall costs of social programs, a good metric for estimating overhead costs is the use of administrative cost of social programs. A recent World Bank report on ‘Realizing the full potential of Social Safety Nets in Africa’ 2017, indicates that in terms of efficiency, the available data show that administrative costs represent on average, 17 percent of program spending, but this cost may decrease over time because it reflects the cost of the initial investments in systems and the small size of many programs. For example, the administrative costs of the Social Safety Nets Project in Cameroon (P128354) accounted for 65 percent of program spending at the program launch in 2015, but fell to 23 percent in 2016, while the number of beneficiaries quadrupled. The administrative costs of the Mozambique Basic Social Subsidy Program decreased slightly when benefits were raised. However, expansion does not necessarily lead to immediate savings if new networks and systems need to be developed for geographic expansion, as occurred in the Tanzania Productive Social Safety Net Project (P124045).

94. The report also indicates that the costs of cash transfer programs are lower than those of public works, school feeding, and social pension programs, possibly because in many cases, those programs analyzed were implemented in a very fragmented way. When systems are used to share costs of outreach, intake and registration, and assessment of needs and conditions, among others, administrative costs are minimized and programs become more effective. In Mexico, during the first seven years of Mexico’s Prospera Program, administrative costs fell from 51 percent of the program’s overall budget to 6 percent, given large up-front investments in systems—the purchase of equipment, the design of systems, the definition of procedures, and so on—that yielded benefits for multiple years, as well as a gradual increase in the number of beneficiaries and user programs served by the systems (Lindert, Skoufias, and Shapiro 2006¹³).

95. In Mali, the administrative costs of the Jigisemejiri project started at 41.8 percent in Year 1, due to the large physical investment needed for running the program. In 2016, before the first AF was effective, the administrative cost had declined to 11.9 percent of total program costs, while the number of beneficiaries grew from about 30,000 people to over 375,000 people. Even with the addition of two new subcomponents to the program (IGAs and LIPWs) in 2016, the Malian administrative costs continued to decrease, reaching eight percent of program costs in December 2017, for 390,000 people covered, and beneficiaries were also able to access RAMED and *Mutuelle santé*.

¹³ Lindert, K.; Skoufias, E.; and Shapiro, J. 2006 “Redistributing Income to the Poor and the Rich: Public Transfers in Latin America and the Caribbean” World Bank SP discussion paper #0605

**Table 1. Administrative Costs for Selected Programs - from ‘Realizing the Full Potential of Social Safety Nets in Africa’ 2017**

Country	Program	Administrative Cost (Percentage of Total Program Expenditure)		Period	Number of Beneficiaries		Period
		Year 1	Year 2		Year 1	Year 2	
Cameroon	Social Safety Net Project (<i>Projet Filets Sociaux</i>)	65.6	23.2	2015–16	24,000	103,200	2015–16
Ethiopia	Productive Safety Net (PSNP)	7.3	6.9	2009–16	7,574,480	7,997,218	2009–16
Ghana	Livelihood Empowerment Against Poverty (LEAP)	12.0	12.0	2009–12	75,086	172,242	2009–10
Lesotho	Old Age Pension	7.0	6.3	2012–13	83,000		2012
Madagascar	Conditional Cash Transfer	46.0	23.4	2015–16	27,989	27,989	2015–16
Madagascar	Human Development Cash Transfer	35.9	48.8	2015–16	127,272	127,272	2015–16
Mali	Jigisemejiri	41.8	11.9	2014–16	30,758	376,433	2014–16
Mali	Pilot Monetary Transfer Program (Mopti region)	—	21.5	2014	—	1,200	2014
Mali	Food Distribution	29.1	31.2	2014–16	1,425,758	430,958	2014–16
Senegal	National Conditional Cash Transfer Programme (PNBSF)	14.3	5.0	2013–15	392,704	1,582,008	2013–15
Sierra Leone	Social Safety Nets Program	7.4	13.6	2015–16	81,485	136,768	2015–16
Tanzania	Disaster Relief Food Response	15.0	6.6	2006–16	1,166,639	910,653	2006–16
Tanzania	Productive Social Safety Net (PSSN) - Conditional Cash Transfer	12.0	12.0	2014–16	1,219,410	5,164,623	2014–16

Source: ASPIRE (Atlas of Social Protection Indicators of Resilience and Equity) (database), Administrative data, World Bank, Washington, DC. <http://datatopics.worldbank.org/aspire/>.

Rationale for Public Sector Financing

96. There is a strong rationale for the Government of Mali to develop the necessary platform for delivering benefits and services to the poor and vulnerable. Before the Jigisemejiri project, social programs were underfunded and fragmentation was significant. Most of interventions were financed with external and *ad hoc* resources, without any coordination and not properly monitored or evaluated. Given the impact of the Jigisemejiri project and its impact on improving delivery benefits and services to the population, as of 2017, the Government has been financing part of the project (5 percent of beneficiaries) and recently confirmed the contribution of FCFA 4.5 billion (US\$8 million) for this AF2, which represents 13 percent of the total amount of the AF2.

97. Regarding the project’s sustainability, according to the Systematic Country Diagnostic, to eliminate poverty by 2030, it would take less than two percent of GDP in perfectly targeted



transfers in combination with two percent per capita growth (of the poorest households). However, to achieve this amount, a flexible financing strategy needs to be developed to help the country continue to fight poverty and respond to shocks and crises efficiently and on time.

Value Added of World Bank's Support

98. The World Bank offers in-depth technical knowledge and expertise in the areas of social protection, as well as international experience in supporting governments to design and implement more equitable, transparent, and efficient systems for social service delivery. The proposed AF2 builds on and will continue to be complemented by continuous technical assistance provided by the World Bank to help develop a more efficient, integrated, and equitable social protection system in the country.

99. The World Bank remains a crucial contributor to the financing of social safety nets in Mali, due to the Government's fiscal constraints. Therefore, its support continues to be critical for bringing programs to scale, while at the same time, the Government must find the right mix of domestic, foreign, public, and nonpublic funding.

B. Technical

100. The design of the parent project, as well as of the enhanced accompanying measures, follows best international practices. The cash transfer beneficiaries are selected from among the poorest households, given the mixed methods in place (geographical and CBT approaches). A well-functioning grievance system is already in place, to respond to beneficiary complaints and to ensure a satisfactory level of social accountability. This system will be strengthened under this AF2. The design of this AF2 also maximizes the targeting accuracy and will be effective in channeling limited project resources to the poorest. The payment system will continue to follow best practices, as well as the latest developments in mobile payment systems and central information systems for project management. The system is already designed to successfully distribute the correct amount of benefits to the right people, at the right time, and with the correct frequency, while minimizing costs to both the project and the beneficiaries. The information system is integrated with other operational processes, such as the selection and registration of beneficiaries, the preparation of the list of people to be paid, the reconciliation of accounts, and the reporting of information for project M&E.

C. Financial Management

101. There are no significant changes to the FM arrangements of the project. The FM arrangements and the FM performance of the implementing agency, the UTGFS, under the parent project, are acceptable to IDA. The UTGFS will be responsible for FM of the proposed AF2, which will follow the same approach as the implementation arrangements that are in place for the parent project. The current FM staffing consists of one FM Officer and one Accountant. The FM performance was rated Satisfactory by the World Bank following the last supervision mission. For this AF2, the World Bank has assessed the fiduciary risk as Substantial, following the last supervision mission conducted for the initial financing. The primary risk assessment considered



(a) the country's overall FM risk level; (b) the design of the project, which includes transfers of funds to many beneficiaries located in geographically dispersed areas with relatively limited management ability; and (c) the significant number of transactions being conducted, which will be increased by the new activities to be implemented under the two new subcomponents. Based on the World Bank's current assessment, the overall residual FM risk is Substantial. The project will receive a supervision visit from the World Bank twice a year to ensure that the project's FM arrangements are still operating well and that those funds are being used for the intended purposes and in an efficient manner.

102. The internal control arrangement will be strengthened with several measures, including the development of specific procedure manuals that will set out the process for selecting beneficiaries and the requirements they must meet, simplified management tools, and the reporting and control system to govern the use of the project funds.

103. Unaudited interim financial reports for the parent project must be prepared every quarter and submitted to the World Bank regularly (45 days after the end of each quarter). The frequency of the preparation of unaudited interim financial reports, as well as their format and content, will remain unchanged as described in the procedures manual.

104. There are no overdue audit reports for the project or for the sector. The accounts will be audited annually, and the external audit report will be submitted to IDA no later than six months after the end of each calendar year, as is the case for the initial financing for the parent project. The project must comply with the World Bank's disclosure policy regarding audit reports and must put the audit information on the official website within one month of the report being accepted as final by the UTGFS and the World Bank.

105. Upon effectiveness, transaction-based disbursements will be used. The project will finance 100 percent of eligible expenditures inclusive of taxes. The ceiling of the Designated Account (DA) will be established, and project expenditures are expected to be paid from the DA. The World Bank will make an initial advance up to the ceiling of the DA to the project, and subsequent disbursements will be made on receipt of a Statement of Expenditures by the World Bank, which shows how the initial/previous advance was used. The World Bank might consider the option to disburse on the receipt of quarterly unaudited interim financial reports (also known as report-based disbursements) as soon as the project meets the criteria. The other methods of disbursing the funds (reimbursement, direct payment, and special commitment) will also be available to the project. The minimum value of applications for these methods is 20 percent of the DA ceiling. The project will sign and submit Withdrawal Applications electronically using the e-signatures module on the World Bank's Client Connection website.

D. Procurement

106. The procurement activities for this AF2 will be carried out by the unit that is managing the parent project (UTGFS). The procurement arrangements will include community-driven development procurement arrangements related to the project activities, and the possible partnership with UN agencies for supporting project implementation. This provision for



community-driven development procurement arrangements is reflected in the Financing Agreement, and the POM will be updated accordingly. The World Bank has rated the procurement performance of the original project as Satisfactory during implementation thus far, and the procurement risk is Moderate. The manual on administrative, financial, and accounting procedures of the parent project will be updated to include the new AF2.

107. Nevertheless, the recipient will carry out procurement for the proposed project in accordance with the World Bank's 'Procurement Regulations for IPF Borrowers' (Procurement Regulations) dated July 2016 and revised in November 2017 under the 'New Procurement Framework', and the 'Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants', dated October 15, 2006 and revised in January 2011 and as of July 1, 2016.

108. All goods and non-consulting services will be procured in accordance with the requirements set forth or referred to in Section VI-Approved Methods: Goods, Works and Non-Consulting Services of the Procurement Regulations. The consulting services will be procured in accordance with the requirements set forth or referred to in Section VII-Approved Selection Methods: Consulting Services of the Procurement Regulations, the Project Procurement Strategy for Development (PPSD), and the Procurement Plan, approved by the World Bank. The Procurement Plan, including its updates, shall include for each contract (a) a brief description of the activities/contracts, (b) selection methods to be applied, (c) cost estimates, (d) time schedules, (e) the World Bank's review requirements, and (f) any other relevant procurement information. The Procurement Plan covering the first 18 months of the project implementation was prepared and approved by negotiations. Any update of the Procurement Plan will be submitted for the World Bank's approval. The recipient shall use the World Bank's online procurement planning and tracking tools (STEP) to prepare, clear, and update its Procurement Plans and conduct all procurement transactions.

109. All procuring entities as well as bidders and service providers, that is, suppliers, contractors, and consultants shall observe the highest standards of ethics during the procurement and execution of contracts financed under the project in accordance with paragraph 3.32 and Annex IV of the Procurement Regulations.

110. **Requirements and actions for national open competitive procurement.** When procurement is done on the national market, as agreed in the Procurement Plan, the country's own procurement procedures may be used with the requirements set forth or referred to in paragraphs 5.3 to 5.6 of National Procurement Procedures. The requirements for national open competitive procurement are to be presented in the Operations Manual.

111. **Project Procurement Strategy for Development (PPSD).** The recipient has prepared the PPSD, which describes how procurement activities will support project operations for the achievement of the PDO and deliver value for money. The procurement strategy is linked to the project implementation strategy at country, regional, and international levels ensuring proper sequencing of the activities. They consider institutional arrangements for procurement; roles and responsibilities; thresholds, procurement methods, and prior review; and the requirements for



carrying out procurement. They also include a detailed assessment and description of evaluation methods and government capacities for carrying out procurement and managing contract implementation, within an acceptable governance structure and accountability framework. Other issues taken into account include the behaviors, trends, and capabilities of the market (that is, Market Analysis) to respond to the Procurement Plan. The strategy includes a summary on Procurement Risk, Mitigation Action Plan, Market Analysis, and Procurement Approaches. The PPSD (including the Procurement Plan) was reviewed by the World Bank.

112. A detailed procurement description and institutional arrangements will be updated in the Operational Manual.

E. Social (including Safeguards)

113. The project aims to improve the social protection system by providing direct assistance to households and further developing the RSU. In addition, the project aims to improve certain elements of the accompanying measures, which will help assess the needs and conditions of poor and vulnerable households and provide counselling services and referral to available services, while supporting the delivery of benefits to selected households. The establishment of this social protection system shall help the Government achieve the objective of better assessing the socioeconomic characteristics of residents and households, to improve the targeting and efficiency of social programs, as well to better assist households that face multiple vulnerabilities. Clearer assessment of needs and conditions should improve access to poorer and needier segments of the population, while reducing targeting errors and waste of resources associated with fraud and errors.

114. Therefore, the AF2 will help strengthen the Jigisemejiri parent project and activities may have some environmental and social adverse impacts. On social, the planned activities encompass the establishment of a policy, legal, and regulatory framework for the system, as well as capacity-building activities to improve agents' skills. However, none of the proposed activities will include construction, or present social risks.

115. OP4.12 is triggered and the Resettlement Policy Framework (RPF) that was developed under the Mali Drylands Development Project (P164052) in April 2018 will be used for the implementation of AF2 activities. The RPF provides guidelines on how involuntary resettlement will be addressed including social assessment.

116. The AF2 will also support the enhancement of the grievance redress system, to address the population's queries and complaints—within a binding time frame—as well as the financing of a communications campaign to inform the population on the project activities. The design of the project follows best practices for cash transfers, which include direct transfers, LIPWs, and IGAPs. The cash transfer beneficiaries are selected from among the poorest households, because of a combination of geographical and CBT approaches. A well-functioning grievance system is already in place to respond to beneficiary complaints and to ensure a satisfactory level of social accountability. This system will be strengthened under this AF2. The design of this AF2 maximizes the accuracy and will be effective in channeling limited project resources to the poorest.



117. The positive social benefits of the project are inherent and somewhat sustainable given the objective of promoting income-generating activities, improving public resources of the community; and building community assets for increased resilience to shocks and climatic risks through labor intensive public works. The project benefits also include the provision of training and inputs/tools to enable small and subsistence agriculture workers and the self-employed, with special attention on women, youth, disabled, and other socioeconomically vulnerable persons, to be more productive and self-sufficient, all the while boosting the local economy.

F. Environment (including Safeguards)

118. The AF2 is classified as Category B instead of C as in the parent project, to address and manage potential negative impacts of financed activities regarding IGAP and LIPWP. The adverse environmental risks and impacts will be site-specific and small-scale, and mitigation measures can be designed readily. The Environmental and Social Management Framework identified the following environmental and social challenges: pressure on natural resources, air pollution, poor waste management, nuisances, land management conflicts, soil degradation, and labor influx. The activities to be funded include small works such as seed sowing, maintaining water pumps, establishing stone bunds for irrigation and pasture grazing, pest management, and solid waste collection, whose potential impacts are associated with risks such as water logging or erosion, increased use of pesticides, poor management of waste, localized emissions of dust and noise, and soil and water pollution.

119. OP4.09 is triggered and the Integrated Pests and Pesticides Management Plan prepared under the Mali Drylands Development Project (P164052) in April 2018 will be used for AF2. It revealed several challenges, including poor pesticide transport conditions, poor storage, and poor skills in the use of these products. All these shortcomings increase the adverse risks on human health and the environment. The main potential impacts identified are the following: soil contamination, water pollution, population intoxication, and wildlife and domestic animals' intoxication. The Plan also identified strategies developed in the country to fight against pests. The most important are the following: preventive methods, curative control, and integrated pest management, and the project already uses a negative list to prevent use of banned pesticides.

120. OP/BP 4.11 is triggered but project activities are not anticipated to have adverse impacts on physical cultural resources. Nevertheless, the ESMF includes procedures to be followed in case of chance finds.

121. **Institutional arrangement.** It was agreed that the UTGFS will hire during the project lifespan a full-time environmental and social specialist. In addition, a Memorandum of Understanding (MOU) will be signed between the project implementation unit and Mali Drylands Development Project (P164052). This MOU will clarify the collaboration modalities among the parties.



V. WORLD BANK GRIEVANCE REDRESS

122. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB’s Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB’s independent Inspection Panel which determines whether harm occurred, or could occur, because of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank’s attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank’s corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

VI. SUMMARY TABLE OF CHANGES

	Changed	Not Changed
Change in Results Framework	✓	
Change in Components and Cost	✓	
Change in Loan Closing Date(s)	✓	
Change in Safeguard Policies Triggered	✓	
Change of EA category	✓	
Change in Implementing Agency		✓
Change in Project's Development Objectives		✓
Cancellations Proposed		✓
Reallocation between Disbursement Categories		✓
Change in Disbursements Arrangements		✓
Change in Legal Covenants		✓
Change in Institutional Arrangements		✓
Change in Financial Management		✓
Change in Procurement		✓
Other Change(s)		✓



VII. DETAILED CHANGE(S)

RESULTS FRAMEWORK

Project Development Objective Indicators

Households with access to cash transfers established by the project				
Unit of Measure: Number				
Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	67,867.00	100,000.00	Revised
Date	07-Aug-2013	29-Dec-2017	30-Dec-2022	
Households with access to cash transfers established by the project: direct cash transfers				
Unit of Measure: Number				
Indicator Type: Custom Breakdown				
	Baseline	Actual (Current)	End Target	Action
Value	43,613.00	67,867.00	87,000.00	Revised
Date	17-Jun-2016	29-Dec-2017	30-Dec-2022	
Households with access to cash transfers established by the project: LIPWP				
Unit of Measure: Number				
Indicator Type: Custom Breakdown				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	27,000.00	Revised
Date	17-Jun-2016	15-Dec-2017	30-Dec-2022	
Households with access to cash transfers established by the project: IGAP				
Unit of Measure: Number				
Indicator Type: Custom Breakdown				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	5,127.00	32,500.00	Revised
Date	17-Jun-2016	29-Dec-2017	30-Dec-2022	
Children 0-5 benefiting from cash transfers				
Unit of Measure: Number				



Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	80,975.00	100,000.00	Revised
Date	07-Aug-2013	15-Dec-2017	30-Dec-2022	
Direct project beneficiaries Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	390,465.00	550,000.00	Revised
Date	07-Aug-2013	15-Dec-2017	30-Dec-2022	
Female beneficiaries Unit of Measure: Percentage Indicator Type: Custom Supplement				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	48.59	40.00	No Change
Children 6-14 benefiting from cash transfers Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	103,874.00	100,000.00	Marked for Deletion
Date	07-Aug-2013	29-Dec-2017	31-Dec-2019	
Elderly 60+ benefiting of Cash Transfers Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	31,092.00	25,000.00	Marked for Deletion
Date	07-Aug-2013	29-Dec-2017	31-Dec-2019	
Number of households with children under 3 years old benefiting from counseling services provided by CMS Unit of Measure: Number Indicator Type: Custom				



	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	10,000.00	New
Date	13-Apr-2018	13-Apr-2018	30-Dec-2022	

Intermediate Indicators

Beneficiary households that have been identified and registered

Unit of Measure: Number

Indicator Type: Custom

	Baseline	Actual (Current)	End Target	Action
Value	0.00	74,845.00	110,000.00	Revised
Date	07-Aug-2013	29-Dec-2017	30-Dec-2022	

% of beneficiaries that report they are aware of program IGAP objectives and entitlements

Unit of Measure: Percentage

Indicator Type: Custom

	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	80.00	Revised
Date	17-Jun-2016	29-Dec-2017	30-Dec-2022	

% of beneficiaries receiving contingency resources within 60 days of identification of needs

Unit of Measure: Percentage

Indicator Type: Custom

	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	80.00	Revised
Date	17-Jun-2016	29-Dec-2017	30-Dec-2022	

% of beneficiaries that report they are aware of LIPWP program objectives and entitlements

Unit of Measure: Percentage

Indicator Type: Custom

	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	85.00	Revised
Date	17-Jun-2016	29-Dec-2017	30-Dec-2022	

% of beneficiaries households reporting that their livelihoods has benefitted from LIPWP created assets

Unit of Measure: Percentage



Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	75.00	Revised
Date	17-Jun-2016	29-Dec-2017	30-Dec-2022	
Workdays created Unit of Measure: Days Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	1,620,000.00	Revised
Date	17-Jun-2016	29-Dec-2017	30-Dec-2022	
% of beneficiaries receiving regular payments within the agreed time frame for LIPWP activities as specified in the Operations Manual Unit of Measure: Percentage Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	80.00	Revised
Date	17-Jun-2016	29-Dec-2017	30-Dec-2022	
Children benefitting from Nutritional Packages in household receiving cash transfers Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	70,963.00	102,000.00	Revised
Date	07-Aug-2013	15-Dec-2017	30-Jun-2018	
Proportion of targeted households with food consumption score >35 (consumption) Unit of Measure: Percentage Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	71.90	92.00	90.00	Revised
Date	07-Aug-2013	15-Dec-2017	30-Dec-2022	
A management information system is developed Unit of Measure: Yes/No Indicator Type: Custom				



	Baseline	Actual (Current)	End Target	Action
Value	No	Yes	Yes	Marked for Deletion
Date	07-Aug-2013	15-Dec-2017	31-Dec-2019	
MIS system generates regular reports of adequate quality Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	12.00	8.00	Marked for Deletion
Date	07-Aug-2013	15-Dec-2017	30-Jun-2018	
Frequency of cash transfers payment Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	4.00	3.00	Marked for Deletion
Date	07-Aug-2013	15-Dec-2017	30-Jun-2018	
The process evaluation and impact evaluation are in place and produce reliable information Unit of Measure: Yes/No Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	No	Yes	Yes	Marked for Deletion
Date	07-Aug-2013	15-Dec-2017	31-Dec-2019	
Project management expenses ratio Unit of Measure: Percentage Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	8.07	20.00	Revised
Date	07-Aug-2013	15-Dec-2017	30-Dec-2022	
Percentage of households with children under 3 years old benefiting from at least 3 sessions of counseling services provided by CMS a year Unit of Measure: Percentage				



Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	75.00	New
Date	13-Apr-2018	13-Apr-2018	30-Dec-2022	

COMPONENTS

Current Component Name	Current Cost (US\$, millions)	Action	Proposed Component Name	Proposed Cost (US\$, millions)
1. Cash transfer programs and accompanying measures	66.50	Revised	1. Cash transfer program and accompanying measures	112.80
2. Establishment of a basic safety net system	6.80	Revised	2. Establishment of a basic safety net system	8.30
3. Project management	6.70	Revised	3. Project management	13.30
	0.00	New	4. Contingency Emergency Response Component	0.00
TOTAL	80.00			134.40

LOAN CLOSING DATE(S)

Ln/Cr/Tf	Status	Original Closing	Current Closing(s)	Proposed Closing	Proposed Deadline for Withdrawal Applications
IDA-H8350	Effective	30-Jun-2018	31-Dec-2019	30-Dec-2022	30-Apr-2023

Expected Disbursements (in US\$)

Fiscal Year	Annual	Cumulative
2013	0.00	0.00
2014	2,011,600.00	2,011,600.00
2015	4,635,800.00	6,647,400.00
2016	6,017,150.00	12,664,550.00
2017	8,189,300.00	20,853,850.00
2018	8,020,350.00	28,874,200.00



2019	13,000,000.00	41,874,200.00
2020	13,000,000.00	54,874,200.00
2021	13,000,000.00	67,874,200.00
2022	13,000,000.00	80,874,200.00
2023	561,550.00	81,435,750.00

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Latest ISR Rating	Current Rating
Political and Governance	● Substantial	● Substantial
Macroeconomic	● Moderate	● Moderate
Sector Strategies and Policies	● Moderate	● Moderate
Technical Design of Project or Program	● Moderate	● Moderate
Institutional Capacity for Implementation and Sustainability	● Substantial	● Substantial
Fiduciary	● Substantial	● Substantial
Environment and Social	● Low	● Low
Stakeholders	● Low	● Low
Other		
Overall	● Substantial	● Substantial

COMPLIANCE**Change in Safeguard Policies Triggered**

Yes

Safeguard Policies Triggered	Current	Proposed
Environmental Assessment OP/BP 4.01	Yes	Yes
Performance Standards for Private Sector Activities OP/BP 4.03	No	No
Natural Habitats OP/BP 4.04	No	No
Forests OP/BP 4.36	No	No



Pest Management OP 4.09	No	Yes
Physical Cultural Resources OP/BP 4.11	No	Yes
Indigenous Peoples OP/BP 4.10	No	No
Involuntary Resettlement OP/BP 4.12	No	Yes
Safety of Dams OP/BP 4.37	No	No
Projects on International Waterways OP/BP 7.50	No	No
Projects in Disputed Areas OP/BP 7.60	No	No

Environmental Assessment (EA) Category

Change of EA Category

Yes

Original EA Category

Not Required (C)

Current EA Category

Not Required (C)

Proposed EA Category

Partial Assessment (B)

LEGAL COVENANTS – Safety Nets Project (Jigisemejiri) (P165064)

Sections and Description

Schedule 2 Section I A 2(a)

The Recipient shall, through NSC, update the PIM no later than three (3) months after the Effective Date.

Schedule 2 Section I A 2(c)

The Recipient, through UTGFS, shall select and appoint a social specialist and an environmental specialist, both with qualifications and experience satisfactory to the Association, no later than four (4) months after Effective Date.

Conditions

Type

Effectiveness

Description

The MDTF-SASPP Third Additional Financing Agreement has been executed and delivered and all conditions precedent to its effectiveness or to the right of the Recipient to make withdrawals under it (other than the effectiveness of this Agreement) have been fulfilled.



Type Disbursement	Description No withdrawal shall be made under Category (1), unless the payments are made in accordance with the procedures and eligibility criteria set forth in the PIM and the DCTP Contracts.
Type Disbursement	Description No withdrawal shall be made under Category (2) unless the payments are made in accordance with the procedures and eligibility criteria set forth in the PIM and the LIPWP Contracts.
Type Disbursement	Description No withdrawal shall be made under Category (3) unless the payments are made in accordance with the procedures and eligibility criteria set forth in the PIM and the IGAP Contracts.
Type Disbursement	Description No withdrawal shall be made under for Emergency Expenditures under Part 4 of the Project under Category (6), unless and until the Association has notified the Recipient of its satisfaction that all of the following conditions have been met in respect of said activities: (i) the Recipient has determined that an Eligible Crisis or Emergency has occurred, has furnished to the Association a request to include said activities in the CERC Part in order to respond to said Eligible Crisis or Emergency, and the Association has agreed with such determination, accepted said request and notified the Recipient thereof; (ii) the Recipient has prepared and disclosed all safeguards instruments required for said activities, and the Recipient has implemented any actions which are required to be taken under said instruments, all in accordance with the provisions of Section I.E.3(b) of Schedule 2 to the Financing Agreement, for the purposes of such activities; (iii) the Recipient's Coordinating Authority has adequate staff and resources, in accordance with the provisions of Section I.E.1 of Schedule 2 to the Financing Agreement, for the purposes of said activities; and (iv) the Recipient has adopted a CERC Operations Manual in form, substance and manner acceptable to the Association and the provisions of the CERC Operations Manual remain, or have been updated in accordance with the provisions of Section I.E.1(a) of Schedule 2 to the Financing Agreement so as to be appropriate for the inclusion and implementation of said activities under the CERC Part.



VIII. RESULTS FRAMEWORK AND MONITORING

Results Framework
COUNTRY : Mali
Safety Nets Project (Jigisemejiri)

Project Development Objectives

The objectives of the project are to increase access to targeted cash transfers for poor and vulnerable households and build an adaptive national safety net system in Recipient's territory .

Project Development Objective Indicators

Action	Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
Revised	Name: Households with access to cash transfers established by the project		Number	0.00	100,000.00	Every six months	Management and Information System	UTGFS
Revised	Households with access to cash transfers established by the project: direct cash transfers		Number	43,613.00	87,000.00	Every six months	Management and Information System	UTGFS



Revised	Households with access to cash transfers established by the project: LIPWP	Number	0.00	27,000.00	Every six months	Management and Information System	UTGFS
Revised	Households with access to cash transfers established by the project: IGAP	Number	0.00	32,500.00	Every six months	Management and Information System	UTGFS
Description:							
Revised	Name: Children 0-5 benefiting from cash transfers	Number	0.00	100,000.00	Every six months	Management and Information System	UTGFS
Description:							
Revised	Name: Direct project beneficiaries	Number	0.00	550,000.00	Every six months	Management and Information System	UTGFS
No Change	Female beneficiaries	Percentage	0.00	40.00	Every six months	Management and Information System	UTGFS
Description: Direct beneficiaries are people or groups who directly derive benefits from an intervention (i.e., children who benefit from an immunization program; families that have a new piped water connection). Please note that this indicator requires supplemental information. Supplemental Value: Female beneficiaries (percentage). Based on the assessment and definition of direct project beneficiaries, specify what proportion of the direct project							



beneficiaries are female. This indicator is calculated as a percentage.

No Change	Name: Beneficiaries households that are below the poverty line	Percentage	0.00	75.00	Impact evaluation cycle	Impact evaluation	Impact evaluation firm
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Description:

No Change	Name: Registry for potential beneficiaries of safety nets programs	Number	0.00	80,000.00	Every six months	Social Registry Information System	UTGFS
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Description:

New	Name: Number of households with children under 3 years old benefiting from counseling services provided by CMS	Number	0.00	10,000.00	Every six months	Management and Information System	UTGFS
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Description:



Intermediate Results Indicators

Action	Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source / Methodology	Responsibility for Data Collection
Revised	Name: Beneficiary households that have been identified and registered		Number	0.00	110,000.00	Every six months	Management and Information System	UTGFS
Description:								
Revised	Name: % of beneficiaries that report they are aware of program IGAP objectives and entitlements		Percentage	0.00	80.00	Following monitoring and evaluation cycle	Management and Information System Monitoring and evaluation surveys	UTGFS
Description:								
Revised	Name: % of beneficiaries receiving contingency resources within 60 days of identification of needs		Percentage	0.00	80.00	Following monitoring and evaluation cycle	Management and Information System Monitoring and evaluation surveys	UTGFS
Description:								
Revised	Name: % of beneficiaries that		Percentage	0.00	85.00	Following monitoring and	Management and Information System	UTGFS



	report they are aware of LIPWP program objectives and entitlements					evaluation cycle	Monitoring and evaluation surveys	
Description:								
Revised	Name: % of beneficiaries households reporting that their livelihoods has benefitted from LIPWP created assets	Percentage	0.00	75.00	Following monitoring and evaluation cycle	Management and Information System	Monitoring and evaluation surveys	UTGFS
Description:								
Revised	Name: Workdays created	Days	0.00	1,620,000.00	Every six months	Management and Information System		UTGFS
Description:								
Revised	Name: % of beneficiaries receiving regular payments within the agreed time frame for LIPWP activities as specified in the Operations Manual	Percentage	0.00	80.00	Following monitoring and evaluation cycle	Management and Information System	Monitoring and evaluation surveys	UTGFS
Description:								



No Change	Name: Beneficiaries complying with the requirement of participating in the accompanying measures		Percentage	0.00	75.00	Following monitoring and evaluation cycle	Management and Information System Monitoring and evaluation surveys	UTGFS
Description:								
Revised	Name: Children benefitting from Nutritional Packages in household receiving cash transfers		Number	0.00	102,000.00	Every six months	Management and Information System	UTGFS
Description:								
No Change	Name: Proportion of targeted households with increased consumption		Percentage	0.00	70.00	Following monitoring and evaluation cycle	Monitoring and evaluation surveys	UTGFS
Description:								
Revised	Name: Proportion of targeted households with food consumption score >35 (consumption)		Percentage	71.90	90.00	Following monitoring and evaluation cycle	Management and Information System Monitoring and evaluation surveys	UTGFS
Description:								



Revised	Name: Project management expenses ratio	Percentage	0.00	20.00	Every six months	Management and Information System	UTGFS
Description:							
New	Name: Percentage of households with children under 3 years old benefiting from at least 3 sessions of counseling services provided by CMS a year	Percentage	0.00	75.00	Following monitoring and evaluation cycle	Management and Information System Monitoring and evaluation surveys	UTGFS
Description:							



Target Values

Project Development Objective Indicators

Action	Indicator Name	Baseline	End Target
Revised	Households with access to cash transfers established by the project	0.00	100,000.00
Revised	Households with access to cash transfers established by the project: direct cash transfers	43,613.00	87,000.00
Revised	Households with access to cash transfers established by the project: LIPWP	0.00	27,000.00
Revised	Households with access to cash transfers established by the project: IGAP	0.00	32,500.00
Revised	Children 0-5 benefiting from cash transfers	0.00	100,000.00
Revised	Direct project beneficiaries	0.00	550,000.00
No Change	Female beneficiaries	0.00	40.00
No Change	Beneficiaries households that are below the poverty line	0.00	75.00
No Change	Registry for potential beneficiaries of safety nets programs	0.00	80,000.00
New	Number of households with children under 3 years old benefiting from counseling services provided by CMS	0.00	10,000.00

Intermediate Results Indicators



Action	Indicator Name	Baseline	End Target
Revised	Beneficiary households that have been identified and registered	0.00	110,000.00
Revised	% of beneficiaries that report they are aware of program IGAP objectives and entitlements	0.00	80.00
Revised	% of beneficiaries receiving contingency resources within 60 days of identification of needs	0.00	80.00
Revised	% of beneficiaries that report they are aware of LIPWP program objectives and entitlements	0.00	85.00
Revised	% of beneficiaries households reporting that their livelihoods has benefitted from LIPWP created assets	0.00	75.00
Revised	Workdays created	0.00	1,620,000.00
Revised	% of beneficiaries receiving regular payments within the agreed time frame for LIPWP activities as specified in the Operations Manual	0.00	80.00
No Change	Beneficiaries complying with the requirement of participating in the accompanying measures	0.00	75.00
Revised	Children benefitting from Nutritional Packages in household receiving cash transfers	0.00	102,000.00
No Change	Proportion of targeted households with increased consumption	0.00	70.00
Revised	Proportion of targeted households with food consumption score >35 (consumption)	71.90	90.00
Revised	Project management expenses ratio	0.00	20.00
New	Percentage of households with children under 3 years old benefitting from at least 3 sessions of counseling services provided by CMS a year	0.00	75.00

ANNEX 1: Procurement - description and institutional arrangements

1. The Recipient will carry out procurement under the project in accordance with the World Bank's "Procurement Regulations for IPF Borrowers" (Procurement Regulations) dated July 2016 and revised in November 2017 under the "New Procurement Framework (NPF)," and the "Guidelines on Preventing and Combating Fraud and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants," dated October 15, 2006, and revised in January 2011 and as of July 1, 2016, and other provisions stipulated in the Financing Agreement.
2. All procuring entities, as well as bidders and service providers, that is, suppliers, contractors, and consultants, shall observe the highest standard of ethics during the procurement and execution of contracts financed under the Project in accordance with paragraph 3.32 and Annex IV of the Procurement Regulations.
3. The Recipient shall prepare and submit to the Bank a General Procurement Notice (GPN) and the Bank will arrange for publication of GPN in United Nations Development Business online and on the Bank's external website. The Recipient must also publish it in at least one national newspaper.
4. The Recipient shall publish the Specific Procurement Notices (SPN) for all goods, non-consulting services, and the Requests for Expressions of Interest (REOIs) on their free-access websites, if available, and in at least one newspaper of national circulation in the Borrower's country, and in the official gazette. For open international procurement selection of consultants using an international shortlist, the Recipient shall also publish the SPN in *United Nations Development Business* online and, if possible, in an international newspaper of wide circulation. The Bank arranges for the simultaneous publication of the SPN on its external website.

Institutional Arrangements for Procurement

5. The UTGFS will be responsible for the project for procurement planning and management. The Coordinator will be responsible for decision making during the procurement process.
6. *Filing and record keeping.* The Procurement Procedures Manual will set out detailed procedures for maintaining and providing readily available access to project procurement records, in compliance with the Financing Agreement. Archiving room will be available and the PCU will assign one person responsible for maintaining the records. The logbook of the contracts with a unique numbering system shall be maintained.
7. Signed contracts as in the logbook shall be reflected in the commitment control system of the Recipient's accounting system or books of accounts as commitments whose payments should be updated with reference made to the payment voucher. This will put in place a complete record system whereby the contracts and related payments can be corroborated.

8. *Project Procurement Strategy for Development.* As part of the preparation of the Project, the Recipient (with support from the World Bank) has prepared its Project Procurement Strategy for Development (PPSD), which describes how fit-for-purpose procurement activities will support project operations for the achievement of project development objectives and deliver value for money. The procurement strategy is linked to the project implementation strategy at the country, regional, and international levels, ensuring proper sequencing of the activities. It considers institutional arrangements for procurement; roles and responsibilities; thresholds, procurement methods, and prior review; and the requirements for carrying out procurement. It also includes a detailed assessment and description of UTGFS and government capacities for carrying out procurement and managing contract implementation, within an acceptable governance structure and accountability framework. Other issues considered include behaviors, trends, and capabilities of the market (that is, market analysis) to inform the procurement plan. Special arrangements like direct contracting, use of state-owned enterprises, United Nations Agencies, third-party monitors, local NGOs, force accounts, use of civil servants, results-based arrangements, need for prequalification, if any, are considered and addressed.

9. UN agencies may be hired by the governments on a sole-source basis for contracts for which they offer their unique roles and qualifications in responding to emergency situations. Standard forms of agreement for UN agencies as acceptable to the Bank will be adopted. For those UN agencies, if such forms have not been agreed with the Bank, the Bank team will provide acceptable sample forms for use by the countries. For the UN agencies hired by the Government of Mali, certain quick-disbursing arrangements may be agreed upon to finance a positive list of imported or locally produced goods that are required for the Project, further subject to the Bank's prior agreement on the conditions for the release of the financial tranches and the required documentation and certifications, such as customs and tax certificates or invoices.

10. The recruitment of civil servants as individual consultants or as part of the team of consulting firms will abide by the provisions of paragraph 3.23 (d) of the Procurement Regulations.

11. *Procurement Plan.* The Recipient has prepared a detailed 18-month Procurement Plan, which has been agreed by the Government of Mali and the Bank on May 21, 2018. The Procurement Plan will be updated in agreement with the Bank Team annually or as required to reflect the actual project implementation needs and improvements in institutional capacity.

12. The UTGFS will carry out procurement to implement the Project, including procurement for the Ministries or entities involved in Project implementation, and explained below. It will procure goods, works, or services for the Project as included in the Procurement Plan and agreed with the Bank.

13. The scope of procurement is described in the Project Procurement Strategy for Development and the Procurement Plan agreed by the Bank, and summarized in the table below.

**Table A1.1: Summary of the Procurement Strategy for Development**

Contracts Title, Description and Category	Estimated cost (US\$) and risk rating	Bank Oversight	Procurement approach/ competition	Selection Method	Evaluation method
Acquisition of IT equipment for the local level, the RSU servers backup site (central servers, routers, inverters and machine room requirements) and for the system ladder	244 000/ Moderate risk	A posteriori	Call for Bid	National / Open	Qualification Criteria (the estimated Offer the Most Advantageous)
Acquisition of vehicles for PFS and UTGFS antennas	326 000 / Moderate risk	A posteriori	Call for Bid	National / Open	Qualification Criteria (the estimated Offer the Most Advantageous)
Acquisition of materials for the HIMO for Nara	59 836/ Low risk	A posteriori	Price quote	National / Restricted	Qualification Criteria (the estimated Offer the Most Advantageous)
Acquisition of materials for the HIMO for Niuro	119234 / Low risk	A posteriori	Call for Bid	National / Open	Qualification Criteria (the estimated Offer the Most Advantageous)
Acquisition of materials for the HIMO for Kita	108 620 / Low risk	A posteriori	Call for Bid	National / Open	Qualification Criteria (the estimated Offer the Most Advantageous)
Acquisition of materials for the HIMO for Diema	119500/ Low risk	A posteriori	Call for Bid	National / Open	Qualification Criteria (the estimated Offer the Most Advantageous)
Acquisition of materials the HIMO for Bamako	60 000/ Low risk	A posteriori	Price quote	National / Restricted	Qualification Criteria (the estimated Offer the Most Advantageous)
Acquisition of computer equipment for UTGFS and antennas	58 000/ Low risk	A posteriori	Price quote	National / Restricted	Qualification Criteria (the estimated Offer the Most Advantageous)
Acquisition of office equipment and furniture for antennas	34 000 / Low risk	A posteriori	Price quote	National / Restricted	Qualification Criteria (the estimated Offer the Most Advantageous)
Acquisition of cold equipment for antennas	6 000/ Low risk	A posteriori	Price quote	National / Restricted	Qualification Criteria (the estimated Offer the Most Advantageous)



Contracts Title, Description and Category	Estimated cost (US\$) and risk rating	Bank Oversight	Procurement approach/ competition	Selection Method	Evaluation method
BMS-sa Contract for payment of cash transfers and cash allowances for committee members in Kayes	425,155/ Low Risk	No	Direct	Direct Selection	-
PA Contract for TM Payment Transactions and CC and CV Allowances for Koulikoro	326,504 / Low Risk	No	International/ Open	Quality and Cost Based Selection	Rated criteria
BNDA Contract for TM Payment Transactions and CC and CV Indemnities for Sikasso	512,152/ Low Risk	No	Direct	Direct Selection	-
BNDA Contract by ED for TM Payment Transactions and CC and CV Indemnities for Ségou	563,054/ Low Risk	No	Direct	Direct Selection	-
BMS-sa Contract by ED for TM Payment Transactions and CC and CV Indemnities for Mopti	325,023/ Low Risk	No	Direct	Direct Selection	-
STOP SAHEL Contract by ED for TM Payment Transactions and CC and CV Indemnities for Timbuktu	401,020/ Low Risk	No	Direct	Direct Selection	-
PA Contract for TM Payment Transactions and CC and CV Allowances for Gao	233,270/ Low Risk	No	National/Open	Consultant's Qualification Based Selection	Rated criteria
Consultant contract to lead RSU Communication Strategy and Plan	545,000/ Low Risk	No	National/Open	Quality and Cost Based Selection	Rated criteria
Consultant contract for the evaluation of the process of implementation of TM, MA, AGR, HIMO	181,818/ Low Risk	No	National/Open	Consultant's Qualification Based Selection	Rated criteria
Contract of the NGO STOP SAHEL for MA in the Kéniéba Circle 2019 - 2021	300,000/ Low Risk	No	Direct	Direct Selection	-
NGO ADG contract for MA for the Bafoulabé Circle TM 2019 -2021	300,000/ Low Risk	No	Direct	Direct Selection	-
Consortium contract CARD and RESERD for MA in the Kati Circle from 2019 -2021	300,000/ Low Risk	No	Direct	Direct Selection	-
CAES NGO contract for MA in the Kadiolo Circle 2019 -2021	300,000/ Low Risk	No	Direct	Direct Selection	-
Contract of NGO ADICO for MA in the Circle of Macina 2019 -2021	300,000/ Low Risk	No	Direct	Direct Selection	-



Contracts Title, Description and Category	Estimated cost (US\$) and risk rating	Bank Oversight	Procurement approach/ competition	Selection Method	Evaluation method
STOP SAHEL NGO contract for MA in the Goundam Circle 2020 - 2022	300,000/ Low Risk	No	Direct	Direct Selection	-
CERDEPE NGO contract for MA in the Circle of San 2019 -2021	300,000/ Low Risk	No	Direct	Direct Selection	-
NGO contract for MA in the Bourem Circle 2020 - 2022	300,000/ Low Risk	No	National/Open	Quality and Cost Based Selection	Rated criteria
NGO contract for MA in the Menaka Circle 2020 - 2022	300,000/ Low Risk	No	National/Open	Quality and Cost Based Selection	Rated criteria
NGO contract for MA in Kidal Circle 2020 -2022	300,000/ Low Risk	No	National/Open	Quality and Cost Based Selection	Rated criteria
Payment Agency Contract for TM Payment Transactions and CC and CV Allowances for KIDAL	86,767/ Low Risk	No	National/Open	Consultant's Qualification Based Selection	Rated criteria
Payment Agency Contract for TM Payment Transactions and CC and CV Indemnities for MENAKA	77,868/ Low Risk	No	National/Open	Consultant's Qualification Based Selection	Rated criteria
Consultant contract for RSU Complementary Developments	36,000/ Low Risk	No	National/Open	Consultant's Qualification Based Selection	Rated criteria
External audit for the first 3 FA2 exercises	30,000/ Low Risk	No	National/Open	Quality and Cost Based Selection	Rated criteria
Consultant contract to conduct Recipient Collection Surveys (4)	109,090/ Low Risk	No	National/Open	Consultant's Qualification Based Selection	Rated criteria
Contract of the NGO CAES for AGR and PNP in Koutiala in 2019 (one year)	100,000/ Low Risk	No	Direct	Direct Selection	-
Contract of CAES NGO for AGR and PNP in Yorosso in 2019 (one year)	100,000/ Low Risk	No	Direct	Direct Selection	-
Contract of the NGO STOP SAHEL for AGR, HIMO and PNP in Kita in 2019 - 2020 (2 years)	200,000/ Low Risk	No	Direct	Direct Selection	-
ADG NGO contract for IGA, HIMO and PNP in Niore du Sahel in 2019 - 2020 (2 years)	200,000/ Low Risk	No	Direct	Direct Selection	-
Direct Agreement with NGO Jiékataaniè for AGR and PNP in Kolondiéba in 2019 (one year)	100,000/ Low Risk	No	Direct	Direct Selection	-
Contract of the NGO STOP SAHEL for AGR,	200,000/ Low Risk	No	Direct	Direct Selection	-



Contracts Title, Description and Category	Estimated cost (US\$) and risk rating	Bank Oversight	Procurement approach/ competition	Selection Method	Evaluation method
HIMO and PNP in Diéma in 2019 - 2020 (2 years)					
Consortium contract ADAC OMAFES GAE SAHEL for AGR and PNP in Dioila in 2019 (one year)	100,000/ Low Risk	No	Direct	Direct Selection	-
CSPEEDA contract for IGA, HIMO and PNP in Nara in 2019 (one year)	150,000/ Low Risk	No	Direct	Direct Selection	-
CARRES Consortium contract for IGA, HIMO and PNP in Kolokani in 2019 (one year)	150,000/ Low Risk	No	Direct	Direct Selection	-
OMAES contract for AGR, HIMO and PNP in Baraoueli in 2019 (one year)	150,000/ Low Risk	No	Direct	Direct Selection	-
ADICO contract for AGR in Bla in 2019 (one year)	80,000/ Low Risk	No	Direct	Direct Selection	-
CERDEPE contract for AGR and PNP at Tominian in 2019 (one year)	100,000/ Low Risk	No	Direct	Direct Selection	-
Contract of the NGO Jièkataaniè for the HIMO in Niono in 2019 (one year)	80,000/ Low Risk	No	Direct	Direct Selection	-
Contract of NGO RESERD for AGR, HIMO and PNP at Bankass in 2019 (one year)	150,000/ Low Risk	No	Direct	Direct Selection	-
Contract of the Consortium ADICO - GAAS MALI for the HIMO and AGR in Koro in 2019 (one year)	120,000/ Low Risk	No	Direct	Direct Selection	-
Consortium contract ADAC OMAFES GAE SAHEL for HIMO, AGR and PNP in Youwarou in 2019 (one year)	150,000/ Low Risk	No	Direct	Direct Selection	-

14. *Training, Workshops, Study Tours, and Conferences.* Training activities would comprise workshops and training, based on individual needs, as well as group requirements, on-the-job training, and hiring consultants for developing training materials and conducting training. Selection of consultants for training services follows the requirements for selection of consultants above. All training and workshop activities (other than consulting services) would be carried out on the basis of approved Annual Work Plans/Training Plans that would identify the general framework of training activities for the year, including (a) the type of training or workshop; (b) the personnel to be trained; (c) the institutions that would conduct the training and reason for selection of this particular institution; (d) the justification for the training, that is, how it would lead to effective performance and implementation of the Project and or sector; (e) the duration of

the proposed training; and (f) the cost estimate of the training. Report by the trainee(s), including completion certificate/diploma upon completion of training, shall be provided to the Project Coordinator and will be kept as parts of the records, and will be shared with the Bank if required.

15. Detailed training and workshop terms of reference providing the nature of training/workshop, number of trainees/participants, duration, staff months, timing, and estimated cost will be submitted to IDA for review and approval prior to initiating the process. The selection methods will derive from the activity requirement, schedule, and circumstance. After the training, the beneficiaries will be requested to submit a brief report indicating what skill or skills have been acquired and how these skills will contribute to enhancing their performance and attaining the project objective.

16. *Operational Cost.* Operational costs financed by the Project would be incremental expenses, including office supplies, vehicles operation and maintenance costs, maintenance of equipment, communication costs, rental expenses, utility expenses, consumables, transport and accommodation, per diem, supervision costs, and salaries of locally contracted support staff. Such service needs will be procured using the procurement procedures specified in the Project Implementation Manual (PIM) accepted and approved by the Bank.

17. *Procurement Manual.* Procurement arrangements, roles and responsibilities, methods, and requirements for carrying out procurement shall be elaborated in detail in the Procurement Manual, which will be a section of the PIM. The PIM shall be prepared by the Recipient and agreed with the Bank not later than three months from the effectiveness date.

18. *Procurement methods.* The Recipient will use the procurement methods and market approach in accordance with the Procurement Regulations.

19. Open National Market Approach is a competitive bidding procedure normally used for public procurement in the country of the Recipient and may be used to procure goods, works, or non-consultant services provided it meets the requirements of paragraphs 5.3 to 5.6 of the Procurement Regulations (see Table A1.2).

Table A1.2 Requirements and actions for national open competitive procurement

N°	Requirements	Actions
1	Open advertising of the procurement opportunity at the national level.	The advertising must be extended to all contracts through the inclusion of all contracts in the Procurement Plan and its publication.
2	The procurement is open to eligible firms from any country.	None.
3	The request for bids/request for proposals will require that Bidders/Proposers submitting Bids/Proposals present signed acceptance at the time of bidding to be incorporated in any resulting contracts, confirming application of, and compliance with, the Bank's Anti-Corruption Guidelines, including without limitation the Bank's right to sanction and the Bank's inspection and audit.	Reinforce the related provisions (Public Procurement Code art. 29 / Code of ethics and professional conduct in Public Procurement [art. 8, 11, 12, 13, 28, 38, 39, 40, 41, 42, 44, and 47]) by taking into account the aspects related to the Bank's Anti-Corruption Guidelines (including without limitation the Bank's right to sanction and the Bank's inspection and audit rights). Introducing a template of this acceptance in the bidding documents. A World Bank-approved template will be provided.

N°	Requirements	Actions
4	Contracts with appropriate allocation of responsibilities, risks, and liabilities.	Update and take into account the required new elements (in particular, to strengthen environmental and social performance, health, and safety).
5	Publication of contract award information.	The advertising must be extended to all contracts (the field of application of the public procurement code).
6	Rights for the Bank to review procurement documents and activities.	The requirement must be included in the bidding documents in order to grant rights to the Bank to review procurement documentation and activities. The legal agreement may also allow this provision.
7	An effective complaints mechanism.	None.
8	Maintenance of records of the Procurement Process.	The requirement must be included in the bidding documents and in the legal agreement. The PCU must spell out the practical modalities and the appropriate documentation to archive in the procurement manual of procedures.

20. The thresholds for particular market approaches and procurement methods and the Bank's prior review requirements are also provided in table A3.

Table A1.3: Thresholds for procurement methods, and prior review

N°	Expenditure Category	Contract (C) Value Threshold* [eq. US\$]	Procurement Method	Contracts Subject to Prior Review / [eq. US\$]
1	Goods, IT, and non-consulting services	$C \geq 3,000,000$	Open Competition International Market Approach and Direct Contracting	$\geq 4,000,000$
		$100,000 < C < 3,000,000$	Open Competition National Market Approach	All contracts at or above US\$3 million are subject to international advertising and use of the bidding documents agreed with the Bank
		$C \leq 100,000$	Request for Quotation	None
2	National shortlist for selection of consultant firms	$C < 200,000$	For Consulting Services	None
		$C \leq 400,000$	For Engineering and Construction Supervision	None
3	International shortlist for selection of consultant firms	$C \geq 200,000$	For Consulting Services	$\geq 2,000,000$
		$C > 400,000$	For Engineering and Construction Supervision	$\geq 2,000,000$
4	Selection of Individual consultants	All values	All Approaches	$\geq 400,000$
5	Direct contracting	All values		As agreed in the Procurement Plan
6	Training, workshops, study tours	All values	Based on approved Annual Work Plan & Budgets (AWPB)	

Note: *These thresholds are for the purposes of the initial procurement plan for the first 18 months. The thresholds will be revised periodically based on reassessment of risks. All contracts not subject to prior review will be post-reviewed.

21. *Procurement Risk Rating.* The project procurement risk prior to the mitigation measures is **Substantial**. The risk can be reduced to a residual rating of **Moderate** upon consideration of successful implementation of the mitigation measures contained in the action plan for strengthening procurement capacity provided in table A1.4.

Table A1.4: Action plan for strengthening procurement capacity

No.	Key Risks	Mitigation actions	By whom	By when
1	Lack of a procurement procedures manual based on “World Bank Procurement Regulations for IPF Borrowers” dated July 2016	Develop a Project Implementation Manual (PIM) of procedures with a section on procurement detailing all applicable procedures, instructions, and guidance for handling procurement, the standard bidding documents, and other standard procurement documents to be used. The PIM will outline the interaction between the project stakeholders responsible for procurement.	UTGFS	No later than 3 months after Grant effectiveness
2	The procurement team and technical staff involved in procurement processes have not mastered the World Bank’s new Procurement Framework and its tools	Train the Procurement Specialist and the technical experts, and the tender committee members on the Bank’s Procurement Regulations.	UTGFS/IDA	No later than 3 months after Grant effectiveness
3	Time spent in the implementation of some activities, mainly evaluation committee management and awarding of contracts	Closely monitor and exercise quality/control of all aspects of the procurement process, including evaluation, selection, and contract award in line with the provisions of the procurement manual.	UTGFS	Throughout project implementation
4	The officer responsible for the archiving room management is not trained in data management	Train the officer responsible for the archiving room management in data management (filing and archiving procurement documents)	UTGFS	No later than 6 months after the beginning of project implementation

Note: UTGFS = “Unité Technique de Gestion des Filets Sociaux”

22. *Procurement supervision.* In addition to the prior review and implementation support mission carried out by the World Bank, it is recommended that at least two missions be carried out each year, with one visit to the field to carry out post-review of procurement actions.

23. *Post-review procurement.* Post-reviews can be done either by World Bank staff or consultants hired by the World Bank. They may also be carried out by third parties such as supreme audit institutions, procurement regulatory authorities, consultancy firms, NGOs, and others, according to procedures acceptable to the World Bank to ascertain compliance with procurement procedures as defined in the legal documents. The procurement post-reviews should cover at least 10 percent of contracts across the World Bank portfolio that have not been prior reviewed in a financial year. The sampling is risk based and considers (a) the project procurement risk rating, with the riskier projects having a larger sample; and (b) the contract risk rating, to ensure that riskier contracts constitute a higher proportion of the sample. Post-reviews contribute to the overall procurement performance rating of the Project based on the rating of the post-procurement review and provide a basis for updating the project procurement risk and the risk mitigation plan.



24. *Oversight and monitoring arrangements for procurement.* The PIM will define the Project's internal organization and its implementation procedures. It will include, among other things, all relevant procedures for calling for bids, selecting consultants, and awarding contracts. The project monitoring arrangements for procurement will be specified. Detailed procurement documentation (namely, the Project Procurement Strategy for Development) may be referenced as such and retained in the project files. The detailed 18-month Procurement Plan was approved by negotiations and is uploaded to the World Bank website.