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Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 01-Oct-2025 | Report No: PIDIA00484

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BASIC INFORMATION

A. Basic Project Data

Project Beneficiary(ies)	Region	Operation ID	Operation Name
Congo, Republic of	WESTERN AND CENTRAL AFRICA	P179190	Strengthening Urban Resilience Project
Financing Instrument	**Estimated Appraisal Date**	**Estimated Approval Date**	**Practice Area (Lead)**
Investment Project Financing (IPF)	07-Jul-2025	30-Oct-2025	Urban, Resilience and Land
Borrower(s)	**Implementing Agency**		
Ministry of Economy, Planning, and Regional Integration (MEPIR)	Ministry of Territorial Development and Major Works, Ministry of Construction, Urbanism and Housing		

Proposed Development Objective(s)

To reduce flood and erosion risks and improve access to climate-resilient and sustainable infrastructure and services in selected areas in Brazzaville and Pointe-Noire.

Components

Strengthening Urban Resilience and Access to Infrastructure and Services
Policy Support, Institutional Strengthening and Capacity Building
Project Management and Coordination
Contingent Emergency Response Component
Unallocated

PROJECT FINANCING DATA (US$, Millions)

Maximizing Finance for Development

Is this an MFD-Enabling Project (MFD-EP)?	No
Is this project Private Capital Enabling (PCE)?	No

SUMMARY

Total Operation Cost	**60.00**
Total Financing	**60.00**

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of which IBRD/IDA	**60.00**
Financing Gap	**0.00**

DETAILS

World Bank Group Financing

International Bank for Reconstruction and Development (IBRD)	60.00

Environmental And Social Risk Classification

Substantial

Decision

The review did authorize the team to appraise and negotiate

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B. Introduction and Context

Country Context

1. **The Republic of Congo (RoC) faces rapid urbanization, unequal growth, environmental degradation, and rising exposure to climate risks, resulting in increased vulnerability in cities and urgent needs to minimize risks and adapt to various challenges.** The RoC grapples with an undiversified economy, weak institutions, and poor infrastructure. As one of the most urbanized countries in Africa, with 69 percent of the population residing in urban areas in 2023, it is ranked 13th in terms of being the most vulnerable and least ready to adapt to climate change globally. The RoC's return to growth in 2022 was preceded by several years of economic contraction, reversing previous progress on poverty reduction and rising unemployment. Social exclusion and fragility are exacerbated by rising poverty rates, which are concentrated in rural areas and urban slums (46.8 percent in 2023), along with an overall unemployment of 23 percent, where up to 60 percent of the unemployed experience long-term unemployment. The latest available Gini coefficient was 48.9 in 2011, and increased inequality is visible in spatial and population disparities, with women, youth, the disabled, and displaced people being the most vulnerable in accessing services.

2. **Significant infrastructure gaps and inadequate urban management in the RoC have contributed to environmental and land degradation and exposure to climate risks.** By the end of this century, extreme weather events are expected to be more frequent and intense, leading to increased flood and erosion risks. Without reforms to integrate climate resilience in urban infrastructure, economic losses could reach up to 17 percent of the Gross Domestic Product (GDP) by 2050. The country is a low carbon emitter contributing to only 0.06 percent of global GHG emissions. However, its rapid urbanization, coupled with its reliance on fossil fuels, will likely increase GHG emissions in the coming decades. Between 2015 and 2020, GHG emissions were estimated to have grown from 5.303 to 11.392 KtCO2e and are projected to reach approximately 15.279 KtCO2e by 2030. In addition to the needed adaptation measures to address the immediate and future impacts of climate change, mitigation efforts are key to reducing the country's vulnerability

to climate risks, enhancing livability by reducing pollution from reduced GHG emissions, and promoting low carbon urban development by improving land use planning, resource efficiency and enhancing green spaces.

Sectoral and Institutional Context

3. **Brazzaville and Pointe-Noire face recurrent major flooding, exacerbated by uncontrolled urban sprawl and inadequate infrastructure, affecting vulnerable regions and urban centers.** Rapid urbanization has led to significant environmental challenges, including land degradation, biodiversity loss, and deforestation, which intensify climate risks and contribute to flooding and erosion. The two cities require substantial investment in infrastructure and services, as current urban infrastructure and services lag behind growth, resulting in limited accessibility and outdated facilities. Poor stormwater management and solid waste management further hinder functionality, increasing exposure to health risks and environmental degradation. Addressing these issues requires comprehensive investment in resilient infrastructure, flood control, waste management, and integrated urban planning to mitigate risks, improve living conditions, and foster sustainable urbanization.

4. **The Republic of Congo's decentralization process has been slow, with limited impact on infrastructure and services management at the municipal level**. Despite the 2015 constitution establishing the RoC as a decentralized state, municipalities have limited involvement in decision-making due to fragmented governance and lack of resources. Local government revenues are low, and capital expenditures are insufficient for maintenance. The operationalization of local government mandates depends on increased transfers and revenue mobilization. Efforts to improve urban planning and regulation in Brazzaville and Pointe-Noire have been hampered by resource constraints and lack of implementing regulations. Urban planning is primarily led by the Ministry of Urban Planning, Construction, and Housing, which faces similar resource challenges. Earlier World Bank projects supported urban sector legislation and masterplan development, but delays in operationalizing these plans have limited their effectiveness. Local urban plans, finalized in 2022 and adopted in 2024, recommend further studies and plans for drainage, waste management, and urban mobility.

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C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

The Project Development Objective is to reduce flood and erosion risks and improve access to climate-resilient and sustainable infrastructure and services in selected areas in Brazzaville and Pointe-Noire.

Key Results

The PDO indicators include the following:

a) People with reduced flood and erosion risks through investment under the project (disaggregated by gender)
b) Landscapes under enhanced conservation and/or sustainable management (terrestrial and inland water areas)
c) People benefiting from climate resilient and sustainable infrastructure (disaggregated by gender and youth)

D. Project Description

5. The project will directly benefit an estimated total of 850,000 people living in rapidly urbanizing areas in Brazzaville and Pointe-Noire. The beneficiaries will include populations affected by flooding and erosion risks and vulnerable groups including IDPs, women, and youth. They will be provided with better access to climate-resilient and sustainable infrastructure and services. The project is also expected to create more than 500,000 person-days of temporary employment and help reduce losses due to transport disruptions and job inaccessibility caused by flood impacts. In

addition, central and local government officials will benefit from enhancing their capacity for sustainable urban development, including through knowledge exchange activities.

6. The project aims to strengthen climate resilience and sustainability in key urban areas by integrating investments in infrastructure and services and improved urban and environmental management. It promotes systems-based solutions for sustainable, inclusive, and climate-resilient urban development.

7. The project consists of four main components:

8. **Component 1: Strengthening Urban Resilience and Access to Infrastructure and Services (US$53.0 million).** This component is designed to address critical challenges related to flood and erosion risks, and access to infrastructure and services in priority vulnerable areas. It also aims to establish a basis for follow-on operations. The component will finance urgent investments to reduce erosion and flood risks and improve access to urban services.

9. **Subcomponent 1.1: Investments for Increasing Flood and Erosion Resilience (US$23.4 million) will support scalable civil works targeting flood and erosion hotspots in Brazzaville and Pointe-Noire.** The focus will be on the Itsali/Ngambio site in the Mfilou watershed in Brazzaville and the sites of Ngouamboussi and Tchiloulou in the Tchitekolo watershed in Pointe-Noire. The works will primarily consist of no-regret solutions to mitigate ongoing erosion and land degradation, including gully and ravine reduction works and nature-based solutions (NBS) such as re-profiling, revegetation, stabilization of embankments with gabions and reinforced collectors. Investments under this subcomponent will be prioritized based on the following sections: (a) areas that are currently undergoing major impacts from erosion and flooding, threatening populations vulnerable to floods and other climate-related risks, housing and infrastructure in flood-prone areas; and (b) erosion and flood risk assessments and investment plans at the municipal level. Consultations with citizens, including youth and women, will be conducted to ensure that their specific needs and interests are reflected in the design of specific investments. The subcomponent will finance strategic and technical studies for flood and erosion management in the two cities. These studies for each city will include the update/development of the: (i) drainage master plan; (ii) flood risk management plan; and (iii) decennial investment plans for flood and erosion reduction and other technical studies. Technical design studies will be prepared for prioritized investments but also for future potential investments.

10. **Subcomponent 1.2: Infrastructure Upgrading and Improved Access to Urban Services in Vulnerable Neighborhoods (US$23.7 million)** will finance climate-resilient, low-carbon upgrading and development of critical infrastructure and services in selected areas in Brazzaville and Pointe-Noire. The subcomponent aims to improve connectivity and integration of vulnerable neighborhoods within selected districts (*arrondissements*)[1] and to enhance access to infrastructure, services and jobs in targeted neighborhoods[2], while addressing climate change[3], improving the broader living environment, promoting inclusiveness, conserving biodiversity and ecosystem services, and complementing activities under subcomponent 1.1. The planned investments will be guided by urban plans and technical studies, integrating climate change and environmental considerations. The types of investments will include: (i) *urban mobility infrastructure*: construction and rehabilitation of roads to enhance accessibility and resilience; (ii) *socioeconomic infrastructure*: construction and rehabilitation of facilities like health centers and schools; and (iii) *public green spaces*: development of parks, gardens and other public open spaces.

[1] Selected districts are Mfilou (no. 7) and Djiri (no. 9) in Brazzaville and Loandjili (no. 4) and Mongo-Mpoukou (no. 5) in Pointe-Noire.
[2] Targeted neighborhoods in Brazzaville include Ngambio (CQ704) and Jacques Opangault (CQ902) in Mfilou and Djiri respectively, while targeted neighborhoods in Pointe-Noire include Tchiniambi 2 (CQ405) and Tchiniambi Eloi (CQ512) in Loandjili and Mongo-Mpoukou respectively.
[3] This would include structural measures such as green spaces, pavement, drainage, rainwater harvesting and storage systems as well as preventive maintenance.

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11. **Subcomponent 1.3: Supporting Community Development and Resettlement Management (US$5.9 million).** The subcomponent will streamline and formalize consultation mechanisms and grievance redress to support a bottom-up approach to citizen engagement. Particular attention will be given to specific groups that can benefit from the project, particularly women and youth as well as vulnerable groups. The project will particularly leverage the Community Management and Development Committees (CGDCs) in targeted neighborhoods, to channel community participation in the planning, selection, design and maintenance of infrastructure and services, supported by community facilitators. This subcomponent will thus finance: (i) Community facilitation and engagement including training workshops and focused discussions; (ii) community development initiatives which are small scale community projects, may include, inter alia, maintenance of built and/or rehabilitated local infrastructure, refurbishment of playgrounds, improvement of local services (e.g., pre-collection of solid waste), clean-up of public spaces; small scall water supply systems. Community-based associations will be empowered to develop, refine, and implement micro-projects in coordination with CGDCs. Lastly the subcomponent will finance the preparation and implementation of RAPs, in conformity with the Resettlement Policy Framework (RPF), including resettlement compensation and assistance to project-affected people for infrastructure investments. The Project will leverage the latest electronic resettlement tools (Census and Valuation eTool, eFeedback Management, etc.) developed by the Bank to prepare and implement the RAPs.

12. **Component 2: Policy Support, Institutional Strengthening and Capacity Building (US$4.3 million).** This component aims to support developing resilient urban policies, action-oriented plans, and operational tools, and to enhance institutional capacity, at both central and local levels, to address persistent issues affecting urban development. At the central level, it will support developing sectoral urban/DRM policies and formulating the national urban development program. At the local level, it will finance the development and updating of operational plans and instruments and strengthen urban management in Brazzaville and Pointe-Noire by enhancing capacities for local finances, investment planning, and integrating environmental and climate considerations into urban projects. The effective implementation of this component will necessitate and eventually foster intragovernmental collaboration (between several ministries and with the active participation of the two municipalities).

13. **Subcomponent 2.1: Support to Urban Policy, Programming and Planning for Resilient and Sustainable Development (US$2.6 million).** This subcomponent focuses on policy development, technical support, and capacity building for sustainable urban development at both central and local levels. At the central level, it supports the Ministry of Construction, Urbanism, and Habitat in preparing a sectoral policy and formulating a national urban development program. At the municipal level, it continues the DURQuaP efforts by financing operational plans for climate resilience and environmental benefits in Brazzaville and Pointe-Noire. Additionally, it includes specialized training, promoting inclusion and gender integration and leveraging existing platforms for knowledge exchange and partnerships to address urban challenges and reduce environmental pressures.

14. **Subcomponent 2.2: Strengthening Institutions and Capacities for Sustainable and Resilient Urban Management (US$1.7 million).** This subcomponent aims to enhance the urban management capacity of the municipalities of Brazzaville and Pointe-Noire and to strengthen the key national institutions managing climate and disaster risks. At the municipal level, the project will focus on strengthening the local financing capacity of Brazzaville and Pointe-Noire for sustainable and resilient urban management. It will thus finance technical assistance to design and implement a strategy to improve the local finances and municipal own-source revenues, including training on budgeting, financial management and revenue mobilization. At the national level, this subcomponent will support joint interministerial efforts to prepare a disaster risk management strategy, develop a disaster recovery framework and contribute to strengthening Early Warning systems (EWS). These efforts should pay attention to the role of cities in disaster risk reduction and preparedness as well as in disaster response and recovery.

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15. **Component 3: Project Management and Coordination (US$2.7 million).** This component will finance the costs associated with project coordination, implementation, supervision, financial management, audits, communication and outreach, procurement, project monitoring and evaluation, and environmental and social management (including supervision of the Environmental and Social Commitment Plan (ESCP)s and environmental and social instruments). It will also finance the costs associated with the day-to-day project management, including the purchase of equipment, the provision of technical assistance and technical advisory services, and the operation of the Project Implementation Unit (PIU) including the financing of its Training and Operating Costs.

16. **Component 4: Contingent Emergency Response Component (CERC) (US$0 million).** A CERC is included in the project in accordance with the Investment Project Financing (IPF) Policy, paragraphs 12 and 13, for Situations of Urgent Need of Assistance and Capacity Constraints. This will allow for rapid reallocation of uncommitted loan funds in the event of an eligible emergency. To meet CERC activation requirements, the Government will prepare a CERC Manual, submit an Emergency Action Plan (EAP) for each specific eligible event, and meet the environmental and social requirements as agreed in the EAP and ESCP.

Legal Operational Policies	Triggered?
Projects on International Waterways OP 7.50	Yes
Projects in Disputed Area OP 7.60	No

Summary of Screening of Environmental and Social Risks and Impacts

17. **The Policy OP/BP 7.50 applies because some of the proposed investments may impact tributaries of the Congo River which is an international waterway.** In accordance with the Policy, other riparian countries were notified, and no concerns or objectiopns were received by the 30-day deadline for responding. Based on the outcome of the notification process and the assessment that the Project will not cause appreciable harm, the Regional Vice President gave their approval to finalize Project preparation on September 10, 2025.

18. **The Environmental and social risks for this project are rated as substantial.** While the project is expected to yield positive impacts, particularly in terms of preventing flooding and erosions and improving access to services, it might still result in potential environmental and social risks. Due to the fact the project will be implemented in densely populated urban areas and to the anticipated physical footprint of project, activities involving construction and rehabilitation in the project areas under component one might result in potential economic and physical displacement due to civil works along with the risk of exclusion and discrimination against vulnerable and marginalized groups. It is also possible that project activities would result in labor risks due to labor influx, difficulty in conducting significant and inclusive stakeholder consultations in certain project areas, potential gender-based violence (GBV) risks and/or sexual exploitation and abuse (SEA), social conflicts between host communities, refugees and IDPs, etc. Some project activities might occur in areas where Indigenous Peoples are present, careful considerations are therefore needed to ensure they are fully included in project activities, and that the activities themselves will not have adverse impacts on those communities and their access to natural resources.

19. **To mitigate the abovementioned risks, the Project will develop the following instruments:** (a) an Environmental and Social Commitment Plan (ESCP); (b) an Environmental and Social Management Framework (ESMF) and site-specific

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Environmental and Social Impact Assessments/Notices (ESIAs/ESINs) with Environmental and Social Management Plans (ESMPs); (c) a Resettlement Policy Framework (RPF), a resettlement cost estimation exercise based on two prioritized draft RAPs, and additional site-specific RAPs for remaining subprojects, as well as Livelihood Restoration Plans (LRPs) where required; (d) an Access Restrictions Mitigation Plan (ARMP) if needed; (e) a resettlement-specific grievance mechanism and independent third-party monitoring of RAP implementation; (f) a Stakeholder Engagement Plan (SEP) and a project grievance mechanism; (g) a Labor Management Procedures (LMP) and an Occupational Health and Safety (OHS) Management Plan; and (h) a SEA/SH Action Plan. The ESMF, SEP, and RPF have been disclosed by appraisal. All other instruments will be prepared, consulted upon, disclosed, and implemented within the timelines set out in the ESCP.

20. For the various road rehabilitation works and the construction of social and community infrastructure, environmental and social impact assessment (ESIA) or ESMP will be carried out prior to the works and the project will ensure that budgetary provisions are made for the implementation of specific environmental and social management plans (s-ESMP) associated with these ESIA. As part of the prospective studies for the new town of Brazzaville, the project will conduct a strategic environmental and social impact study.

21. Further information on Environmental and Social Risks and Impacts can be found in the Appraisal Stage ESRS.

E. Implementation

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Institutional and Implementation Arrangements

22. Two guiding committees will be created at strategic and operational levels. A high-level Project Steering Committee (PSC) will provide overall oversight and interagency coordination for project implementation, and the Project Technical Committee (PTC) will provide technical guidance at operational level as detailed in the following paragraphs.

23. The PSC will oversee the project implementation and coordinate its activities. It will provide strategic direction and guidance for project implementation, facilitate inter-agency and multi-stakeholder coordination given the multi-sectoral nature of the project, monitor project progress on a regular basis, and ensure the project's integration with other urban development initiatives. The PSC will approve annual work plans and budgets, review annual reports and audits, and make key decisions on necessary project adjustments based on monitoring and evaluation results. The PSC will be chaired by the Ministry of Economy, Planning and Regional Integration (MEPIR) to ensure the highest level of coordination and political support and will comprise representatives from key relevant ministries including, *inter alia*, the Ministry of Territorial Development and Major Works (MATGT), Ministry of Construction, Urbanism and Housing (MCUH), Ministry of Environment, Sustainable Development and the Congo Basin (MEDDBC), Ministry of Finance, Budget and Public Portfolio (MFBPP), Ministry of the Interior and Decentralization (MID), Ministry of Social Affairs, Solidarity and Humanitarian Action (MASSAH), Ministry of Energy and Hydraulics (MEH), and Ministry of Urban Sanitation, Local Development and Road Maintenance (MAUDLER), as well as the mayors of the beneficiary municipalities. The PSC will meet twice a year and on an ad hoc basis when required.

24. The PTC will be responsible for providing technical advice and guidance and helping resolve technical issues and implementation challenges. The PTC (also called "COTECH") will include representatives of key government stakeholders and implementing partners with the qualifications and experience required to provide expert inputs and contribute to technical reviews. Within the PTC, the MATGT and the MCUH will be responsible for taking the lead on and coordinating technical inputs, such as terms of reference and procurement documents, as well as quality assurance, including

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monitoring and validation, on the technical aspects of project activities under their respective components, as explained below, in partnership with the other PTC members.

Component 1: As MATGT's core mission is the development and construction of public infrastructure, it will be responsible for directing and coordinating within the PTC the technical implementation of component 1, which is the infrastructural component of the project.

Component 2: As MCUH is responsible for formulating and implementing national policies of urban development, construction and housing, it will guide and coordinate within the PTC the technical implementation of component 2, which focuses on elaborating urban development policies, strategies and programs.

25. As the main beneficiaries of the project investments, the municipalities of Brazzaville and Pointe-Noire have to be involved in all project design and implementation stages. As such, they will contribute to the key strategic decisions made by the PSC. Moreover, from an operational point of view, they will be part of the PTC to provide technical guidance and make decisions about aspects related to their prerogatives. In particular, municipalities are expected to play an important role in the implementation of the project, and its components, including through: (i) validating, along with other key stakeholders, the project outputs; (ii) supporting the community engagement activities; (iii) fostering the sense of ownership of investments to ensure their sustainability; and (iv) building the capacities of local civil servants and entities. More generally, the role of implementing partners will include, but not be limited to: (a) taking part in the PSC and PTC meetings; (b) providing technical inputs for implementation of their respective project activities; (c) providing regular activity reports to the PIU, and as needed, on an ad hoc basis; and (d) actively participating in technical reviews, supervision missions and organized field visits.

26. **The PIU will be hosted at MATGT.** The project will be implemented under the overall responsibility and coordination of MATGT, which has experience in implementing World Bank-financed projects, namely the Urban Development and Poor Neighborhood Upgrading Project (*Projet de Développement Urbain et de Restructuration des Quartiers Précaires*, DURQuaP, P146933). The PIU will be in charge of day-to-day management and overall project implementation, including ensuring synergies between activities, coordinating with the implementing partners and key stakeholders, as well as reporting to the World Bank and liaising with development partners. The PIU has fiduciary responsibility for all project activities, notably financial management and procurement. It will be responsible for preparing and implementing annual work plans and budgets; managing project funds with appropriate financial records, internal control, and regular external audits (in collaboration with the Audit Authority in the country); and preparing procurement plans and managing procurement processes. The PIU will also be entrusted with overall contract management; quality assurance and control for all the project activities and outputs; environmental/OHS and social management; stakeholder engagement; communications; monitoring and evaluation (M&E) including preparing quarterly, semi-annual and M&E reports; progress and results reporting; and addressing implementation challenges in a timely manner, including through consulting frequently with the implementing partners. The PIU will provide regular technical assistance to the implementing partners, regularly share documents produced under the PRRU, and involve them in any necessary training or capacity building. Conventions will be signed between the PIU/MATGT and the implementing partners to clearly define the collaboration framework. Furthermore, the PIU will serve as the secretariat for the PSC and the PTC. It will be responsible for: (1) organizing all the PSC and PTC meetings and (2) providing all necessary information on project performance and monitoring to the PSC, the PTC, and the World Bank, as needed.

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