



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

Appraisal Stage | Date Prepared/Updated: 21-Apr-2020 | Report No: PIDISDSA27521



**BASIC INFORMATION**

**A. Basic Project Data**

Country Jordan	Project ID P171426	Project Name Third Municipal Services & Social Resilience AF	Parent Project ID (if any) P147689
Parent Project Name Jordan- Municipal Services and Social Resilience	Region MIDDLE EAST AND NORTH AFRICA	Estimated Appraisal Date 14-Apr-2020	Estimated Board Date 30-Apr-2020
Practice Area (Lead) Urban, Resilience and Land	Financing Instrument Investment Project Financing	Borrower(s) Ministry of Planning and International Cooperation (MOPIC)	Implementing Agency Ministry of Local Administration

Proposed Development Objective(s) Parent

The project development objective is to help Jordanian municipalities and host communities address the immediate service delivery impacts of Syrian refugee inflows and strengthen municipal capacity to support local economic development.

Components

Municipal Grants  
Institutional Support and Project Management

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

**SUMMARY**

<b>Total Project Cost</b>	8.80
<b>Total Financing</b>	8.80
<b>of which IBRD/IDA</b>	0.00
<b>Financing Gap</b>	0.00

**DETAILS**

**Non-World Bank Group Financing**

Trust Funds	8.80
MNA VPU Free-standing Trust Funds	8.80



Environmental Assessment Category

B-Partial Assessment

Decision

The review did authorize the team to appraise and negotiate

Other Decision (as needed)

## B. Introduction and Context

### Country Context

**The latest Jordan census records of 2016 indicate that Jordan is currently hosting nearly 1.3 million Syrian refugees, 80 percent of whom live in host communities.** This number represents about 13 percent of Jordan's population. During the first two years of the Syrian refugee crisis, the international community's response focused almost exclusively on providing humanitarian assistance to the refugees, including to those who fled to Jordan. As the numbers of Syrian Refugees infiltrating host communities in Jordan gradually increased, this increase significantly strained the country's systems and structures, adding pressure on basic service delivery in water, sanitation, electricity, solid waste management, and overstressing health and education systems. Gradually, the impact of the crisis on municipal infrastructure deepened, and the socioeconomic impact across Jordan and in particular within host communities worsened.

**The deepening of the Syrian crisis required an approach that recognized the protracted nature of the crisis and sought to address its impact on the development prospects of the country.** The longevity of the crisis will likely translate into mounting costs and ever-increasing challenges to the social and economic fabric of the country. One such challenge is related to mitigating social tensions and fostering social cohesion between refugees and host communities in non-camp, urban contexts.

### Sectoral and Institutional Context

**In response, The GOJ took the lead in preparing annual rolling Jordan Response Plans (JRPs) which identified the country's humanitarian and medium-term resilience needs in an integrated fashion.** The JRPs serve as a platform for coordinating donor support to the country's response plan to the crisis. Concurrently, the international community started shifting away from short-term assistance towards building resilience of host communities and mitigating the socio-economic impact on the country's population.

**Consistent with this shift in the overall approach to addressing the Syrian crisis, in February 2016, the Government of Jordan signed the 'Jordan Compact' which put forward a more holistic framework for addressing the crisis;** an approach that (i) addresses the wellbeing of the Syrian refugees while responding to the immediate needs of the host communities; and (ii) supports Jordan's growth agenda and longer-term resilience and economic stability.



**The World Bank approved financing for the Emergency Services and Social Resilience Project (ESSRP) to address the impact of the large influx of Syrian refugees on Jordanian host communities, as outlined in the first JRP.**

The project, approved in October 2013, provided a grant of US\$52.7 million with the objective of helping Jordanian municipalities and host communities address the immediate service delivery impacts of Syrian refugee inflows and strengthening municipal capacity to support local economic development. In December 2016, the Bank approved a first AF grant of US\$10.8 million to scale-up project activities. The parent grant as well as the first AF have been disbursed in full.

**The Bank approved a second AF grant of US\$30 million equivalent in December 2017.** The following changes were made to the parent project: (i) the PDO was revised to *“support Jordanian municipalities affected by the influx of Syrian refugees in delivering services and employment opportunities for Jordanians and Syrians”*; (ii) the name of the parent project was changed from *“Emergency Services and Social Resilience Project”* (ESSRP) to *“Municipal Services and Social Resilience Project”* (MSSRP); (iii) the closing date was revised to December 31, 2020; and (iv) this second AF was financed through a new Multi-Donor Trust Fund, namely the Municipal Services and Social Resilience Project Trust Fund (TF072798).

**The proposed third additional financing will further help translate the commitments under the Jordan Compact and JRP.** The donor community has also expressed its interest in sustaining the MDTF as a critical platform for providing coordinated financing and institutional support to municipalities affected by the crisis.

### C. Proposed Development Objective(s)

#### Original PDO

The project development objective is to help Jordanian municipalities and host communities address the immediate service delivery impacts of Syrian refugee inflows and strengthen municipal capacity to support local economic development.

#### Current PDO

The objective of the MSSRP is to support Jordanian municipalities affected by the influx of Syrian refugees in delivering services and employment opportunities for Jordanians and Syrians.

#### Key Results

**The project is estimated to have impacted over two million direct beneficiaries<sup>1</sup>, of whom one-fifth are Syrians.**

The project provided a critical injection of funds to help close a significant funding gap that undermined the ability of municipalities to deliver basic services when the bulk of donor funding was tailored to humanitarian assistance. The visible improvements in living conditions as a result of the project have helped restore trust between communities and municipalities. The impact of the project has been most visible in smaller municipalities, where project investments have had a relatively large impact.

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<sup>1</sup> As of June 2019.



**Under the project's Component 1: Municipal Grants, over 400 sub-projects have been completed in 21 municipalities.** Subprojects were prioritized based on extensive community consultations and support critical community priorities in service delivery and local economic development. They include funding for municipal infrastructure such as parks, playgrounds, public and green spaces, street pavements, solid waste management, drainage and flood protection systems, energy efficiency measures (e.g., street lights and solar farms), and the provision of service delivery equipment for solid waste and other services. Many of these subprojects contribute to climate change co-benefits, particularly subprojects aimed at enhancing energy efficiency through the use of alternative energy sources and reducing congestion through the construction of roads and sidewalks.

**The project has successfully launched an Innovation Fund (IF) under Component 1, that encourages municipalities to apply for competitive grants for subprojects** based on criteria such as labor-intensive works and high share of women and youth as direct beneficiaries, as well as collaboration across municipalities and with other stakeholders. The first of a two-stage screening process for proposals has been concluded and 12 concept notes (of the 30 proposals submitted at concept stage from 25 municipalities) qualified for the second, full proposal stage. The municipalities were able to propose subprojects in partnership with the private sector, civil society and other municipalities; some of these are likely to contribute to maximizing finance for development.

**Under Component 2: Institutional Support and Project Management, the capacity of the Project Management Unit (PMU) and participating municipalities have been enhanced.** This component has been instrumental in the hiring of experts in key areas, including community outreach and communications, who work with the PMU to strengthen these aspects of the project. It has also provided training to the participating municipalities on various topics. The PMU is also coordinating with other development partner led municipal capacity building programs to identify synergies, leverage collaboration and avoid duplication.

**The introduction of the provision of competitive funding to municipalities through the Innovation Fund is a first-of-a-kind experience for Jordanian municipalities.** The introduction of the incentive-based system and competition for funding has encouraged municipalities to think outside the box and propose innovative solutions for municipal service delivery. In addition to physical improvements in infrastructure, these proposals also aim at better social and economic outcomes by integrating job creation through labor intensive works, benefiting women and youth. The current allocation of US\$5 million to the Innovation Fund will not be sufficient to fund the 12 concept notes that have been approved to go to the full proposal stage. The proposed additional allocation of US\$2 million to the Innovation Fund will enable the funding of more sub-projects under the Fund and contribute to achieving greater development impact. Similarly, the additional funding will also enable project to fund more sub-projects under the second cycle of municipal grant.

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

**The proposed AF aims to scale up activities to continue supporting municipal service delivery in the communities that are hosting large numbers of Syrian refugees.** It will provide an additional funding of US \$ 8.8 million: of which, US\$ 8.3 million will be allocated to Component 1: Municipal Grants (for both MG Cycle 2 and IF) and US\$ 0.5 million will be allocated to Component 2: Institutional Support and Project Management. Addition Financing will allow for additional number of sub-projects under component 1 and continuation of capacity building activities, partnership with ILO and functioning of PMU under component 2.



In addition to increased funding for Component 1 and Component 2, the project will also be restructured to extend the closing date by 12-months and accordingly the revised closing date of the project will be December 31, 2021. Based on the current status of implementation and the remaining significant work to be done to complete the preparation and subsequent implementation of the scaled-up IF and MG Cycle 2 with the proposed additional financing, the current closing date of December 2020 will need to be extended by 12 months. This extension will enable: activities under the IF and MG 2 to be completed; completion of impact evaluation; documentation of lessons learned; and dissemination of the results, particularly on stakeholder engagement, gender mainstreaming, job creation, and municipal service delivery.

**Project Development Objective.** The MSSRP PDO will remain unchanged, i.e., “to Support Jordanian municipalities affected by the influx of Syrian refugees in delivering services and employment opportunities for Jordanians and Syrians.”

**Project Beneficiaries.** The number of beneficiaries is not expected to change as a result of the proposed AF: the total number of beneficiaries will be around three million, including more than half a million Syrians; these represent over 70 percent of the Syrians living in host communities outside the Greater Amman Municipality.

**Project Components and Costs.** The MSSRP components will remain unchanged under the proposed AF. The table below shows the evolution of project costs, including under the proposed TF.

	ESSRP (Parent Project)	ESSRP First AF	MSSRP <sup>2</sup> Second AF	MSSRP Third AF (Proposed)	Total
<b>Component 1: Municipal Grant</b>	<b>52.20</b>	<b>9.00</b>	<b>27.00</b>	<b>8.3</b>	<b>96.50</b>
Municipal Grant	52.20	9.00	22.00	6.3	89.50
Innovation Fund <sup>3</sup>	0.00	0.00	5.00	2.0	7.00
<b>Component 2: Institutional Support and Project Management</b>	<b>0.50</b>	<b>1.80</b>	<b>3.00</b>	<b>0.5</b>	<b>5.80</b>
<b>Total</b>	<b>52.71</b>	<b>10.80</b>	<b>30.00<sup>4</sup></b>	<b>8.8</b>	<b>102.3</b>

**Component 1: Municipal Grants (US \$ 8.3 million)**

The AF will provide an additional US\$ 8.3 million to Component 1: Municipal Grants to increase the allocation for the municipal grants from US\$ 22 million to US\$ 28.3 million and Innovation Fund pilot from US\$5 million to US\$7 million. This proposed increase of the total amount US\$ 8.3 million will result into more or bigger sub-projects under MG Cycle 2; and, 2-3 additional proposals under IF sub-component. An intermediate-level indicator will be introduced in the proposed AF to measure the extent to which the scale up was successful in leveraging a larger number of completed IF activities than originally envisaged. The processes for the selection and implementation

<sup>2</sup> The title of the project and the PDO was changed (from ESSRP to MSSRP), as presented in the project paper of the Second AF.

<sup>3</sup> Innovation Fund sub-component was introduced, under Component 1: Municipal Grants from Second AF onwards.

<sup>4</sup> Please note that against the approved amount of US\$30 million for the second AF (MSSRP), a grant agreement of US\$ 21.12 million was signed between the World Bank and GOJ and upon receipt of second and third tranches of agreed donor contribution from Government of Canada and contribution from USAID, a grant amendment reflecting the remainder amount US\$ 8.88 million is was signed with GOJ on August 27, 2019.



of subprojects from the proposals, including the nature of subprojects and the targeted communities, will remain unchanged.

## **Component 2: Institutional Support and Project Management (US \$ 0.5 million)**

The AF will provide an additional US\$ 0.5 million to Component 2. The increased budget under this component will be allocated to expanding capacity building activities including documentation and dissemination of lessons learned, continuation of partnership with ILO and functioning of PMU.

### **E. Implementation**

#### Institutional and Implementation Arrangements

The existing implementation arrangement will remain the same and Ministry of Local Administration (MoLA) will be responsible for overall coordination, implementation and monitoring of the project. CVDB will manage the FM and disbursement functions, and the PMs will manage fiduciary aspects related to its Municipal Grants and innovative funds. Following Report-based disbursement arrangements, grant funds will be transferred to municipalities in different phases subject to complying to the disbursement conditions.

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

The municipal block grants will be provided to 21 participating municipalities in the Governorates of Mafraq, Irbid, Maʿān, Zarqa, Madaba, Ajlun, and Amman annually, with predictable financing over three years. The objective is to provide funding to municipalities for service delivery in an efficient, responsive and sustainable manner that promotes longer-term resilience and mitigates risks to social cohesion at local levels, while filling critical service delivery gaps. Out of the participating municipalities (PMs), 14 PMs are already part of ESSRP. It is therefore expected that the total number of beneficiaries will reach around 3 million including more than 500,000 Syrians who represent more than 70 per cent of Syrians living, in host communities other than the Greater Amman Municipality (or 44% of Syrians living across the country). In addition to participating municipalities, the Innovation Fund will be open to municipalities in Jordan who are also municipal centers and, therefore, project investments will also be implemented in the Governorates of Karak, Tafleeh, Jerash. Main characteristics of the project areas are as follows: a) climate: more than 80% of Jordan is arid and receives less than 200mm annual rainfall. The climate varies from dry sub-humid Mediterranean in the north-west of the country to desert conditions. The rainy season is between October and May with 80% of the annual rainfall occurring between December and March. The temperature ranges from 12 Celsius (with January as the coldest month) to about 38 Celsius during the summer months, which may range from mid-May to end of September; b) the geology includes basement complex rocks, sandstones, limestones, chalks and various Pleistocene and Holocene deposits. Water resources consist of surface and ground water with reclaimed wastewater being used at an increasing scale for irrigation. Most of the soils are acidic with high carbonate content and low organic matter. Soils with good quality cover small parts of the country and have been altered; c) Plant diversity in Jordan has declined dramatically and



some have become extinct totally from the wild. This has been due to habitat encroachment by urban and agricultural development, deforestation, and deterioration of rangelands by over-grazing and soil erosion.

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

Amer Abdulwahab Ali Al-Ghorbany, Environmental Specialist  
Deborah Beth Berger, Social Specialist

**SAFEGUARD POLICIES THAT MIGHT APPLY**

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

**KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT**

**A. Summary of Key Safeguard Issues**

1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

In accordance with the World Bank’s Operational Policy OP 4.01, the MSSRP environmental category is considered to be Category B. This category is justified as the list of eligible subprojects would include small scale interventions that would cause minor, temporary and localized, potential negative environmental impact, which can be mitigated





through the implementation of the mitigation measures which are suggested in the ESMF. The Environmental and Social Management Framework (ESMF) is implemented satisfactorily, with adequate application of subprojects' screening, categorization, assessment and monitoring. Like the parent project, subprojects which are expected to be financed would consist of rehabilitation and maintenance of roads and basic infrastructure, minor rehabilitation of public buildings and town centers, cleaning, painting, rehabilitation of parks, public libraries, cleaning campaigns in vegetable markets, upgrading of water drainage systems, pavements and sidewalks, minor improvements to public facilities including school playgrounds and sanitary units, community centers, covers and shades for public yards and playgrounds. Some new construction might also be supported such as multi-purpose halls or office buildings. The project will also apply a labor-intensive methodology to financed public sector works with technical support from the International Labor Organization (ILO) which would help ensuring proper management of labor, provision of decent work conditions and enhance the implementation of occupational health and safety (OHS) measures. The project is not expected to cause any large scale, significant and/or irreversible impacts.

Stakeholder engagement is an integral part of the parent project and will continue under the additional financing (AF). Sub-projects that receive municipal grants are selected through community consultations with various sub-groups including women, youth, Jordanians, and Syrian refugees. Consultations for Round 1 Municipal Grants were conducted in 2017. Sub-projects for Innovation Fund financing will also be subject to consultations. Stakeholder engagement plans for both municipal grants and innovation fund sub-components, are being prepared under the parent project. These plans will apply to the parent and AF activities. As part of the implementation of the parent project, a gender assessment and action plan is also currently being prepared, and will include AF activities, which are the same as those under the parent project.

The subprojects of this AF are likely to result in a number of positive environmental and socio-economic impacts. Nevertheless, to ensure that the project will support interventions that do not have any significant impacts, an environmental and social safeguards screening tool is included in the ESMF with provisions for rejecting any subprojects that would have significant negative environmental or social impact. The existing, well established mechanisms and procedures that MOMA/CVDB developed under the parent project at municipality and central levels will be used for implementing the ESMF. After screening each subproject and based on the subproject's type, the proper environmental assessment tool would be applied and in accordance with OP. Under the parent project and considering the small to medium scale and low to moderate risk level of subprojects, contractual clauses and simplified site-specific ESMPs are prepared for managing the environmental and social impacts of most subprojects, this is basically as most of the impacts were related to simple rehabilitation and upgrade activities that are commonly implemented and managed by contractors. Only one subproject – i.e Ramtha Governmental Complex – required preparing detailed ESIA. Nonetheless, as the sub-projects continue under the parent project, some new constructions such as multi-purpose halls and office buildings are anticipated and it is expected that more full-fledged ESMP/ESIA will be required. MOMA/CVDB focal points at municipal level will continue to be tasked with the on-site monitoring and reporting supported by the PMU at central level to ensure proper implementation of the mitigation measures required by the ESMF.

A Resettlement Policy Framework (RPF) for the parent project is also in effect and will apply to the AF. The RPF ensures that screening of sub projects includes confirmation of any land acquisition or economic displacement impacts that might occur because of civil works. These impacts are not expected to be common, since most sub-projects are foreseen to be situated on municipal lands, or lands swapped from other government departments. However, wherever impacts occur, World Bank OP 4.12 (Involuntary Resettlement) applies, over and above Jordanian requirements. The current performance of the parent project in applying the RPF is considered moderately satisfactory owing to one sub-project case of non-compliance, that has now been fully remedied. Namely, during the



implementation of the parent project, remedial measures were applied for economic displacement of affected people when one business was destroyed during construction of an office complex, without prior consultation and compensation. A remedial resettlement action plan was prepared, cleared by the bank, disclosed, and fully implemented including compensation for lost assets and livelihood restoration measures. The PMU has increased efforts to train participating municipalities on OP 4.12 and a Root Cause Analysis was also prepared to prevent recurrence.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area: Since the types of activities financed will be similar to those under the parent project ESSRP, the anticipated direct impacts are the following:

- \* Worker health and safety;
- \* Dust, noise and odor due to small-scale rehabilitation;
- \* Disposal of construction wastes;
- \* Pedestrian and/or vehicular traffic diversions and/or limited accessibility of public spaces of short duration;
- \* Water (wastewater, surface water discharge, storm water) during construction and operation;
- \* Remote possibility of a "chance- find" with respect to cultural heritage assets.

With regards to indirect and/or long term impacts however, only positive impacts are envisaged. Based on the outcomes of the parent project, the likely subproject will strengthen social cohesion and improve services in communities of the participating municipalities. The new component on labor-intensive works managed by ILO will also improve livelihoods of participating community members and their families.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.

This AF is building on the implementation experience under the parent project which focused on small scale municipal service improvements (e.g. rehabilitation, expansion, and/or limited new construction), with the labor-intensive works. Reflecting the request of beneficiaries during consultations, the AF will focus less on small scale infrastructure and more on improving living conditions and jobs which is likely to further minimize potential adverse impacts. It is mentionable that the AF will not introduce any new type of interventions/activities other than those supported under the existing project.

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

The management of environmental and social risks and impacts has significantly improved over the past implementation period owing to the improved capacity of the client and to the support provided by CVDB branches to the municipalities. The borrower has already prepared and disclosed project-specific ESMF and RPF which identify potential environmental and social risks and impacts and recommend adequate mitigation measures to be applied during the implementation of interventions. As the additional financing will be to scale up intervention similar to those supported under the parent project, and the AF will not support any new type of interventions/activities, the ESMF and RPF remain valid and will continue to be applied under the AF to address any potential risks and impact that might be caused by the AF. Nonetheless, and based on the experience gained under the MSSRP, the environmental and social screening checklist will be revised to ensure proper identification of environmental and social risks and comprehensively capture potential impacts considering the diversity of subprojects' type and scale. On the other hand, and while the current ESMF requires site-specific Environmental and Social Management Plan (ESMP) to be prepared for a subproject with multiple impacts, nonetheless, the ESMF does not provide for preparing detailed



assessments -such as an Environmental and Social Impact Assessment (ESIA). Therefore, the ESMF has been revised to include the revised screening checklist and introduce the requirement for preparation of ESIA.

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

The key stakeholders of the project include mayors, municipal council members, municipal LDUs (Local Development Units), women, youth, private sector and Syrian refugees. Representatives of these groups from the municipalities of Irbid, New Ramtha, Greater Mafraq, Al Sarhan, Sahel Horan, Al Wasateyeh, Greater Ajloun, Maan, Zaatari & Mansheyeh, Zarqa, New Hosha, Sabha & Dafyaneh, Sahab, Adhleil, Greater Madaba, Azraq, Um Al Jmal, Al Jneid, West Irbid, and Deir Abi Saaid participated in a consultation workshop on March 9, 2017. At the workshop the project design was presented, safeguards policies presented, and feedback was provided by participants. The ESMF has been updated to incorporate implementation experience and the revised version has been disclosed by the borrower prior to date of negotiations of the AF, on March 26, 2020 .

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

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

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

**Resettlement Action Plan/Framework/Policy Process**

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

**Pest Management Plan**

Was the document disclosed prior to appraisal?	Date of receipt by the Bank	Date of submission for disclosure
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"In country" Disclosure

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

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**APPROVAL**

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