

INTEGRATED SAFEGUARDS DATA SHEET CONCEPT STAGE

Report No.: ISDSC12732

Date ISDS Prepared/Updated: 18-Nov-2015

Date ISDS Approved/Disclosed: 24-Nov-2015

I. BASIC INFORMATION

A. Basic Project Data

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| Country: | Indonesia | Project ID: | P154782 |
| Project Name: | Indonesia National Urban Slum Upgrading Program (P154782) | | |
| Task Team Leader(s): | George Soraya | | |
| Estimated Appraisal Date: | 04-Dec-2015 | Estimated Board Date: | 31-Mar-2016 |
| Managing Unit: | GSU08 | Lending Instrument: | Investment Project Financing |
| Sector(s): | Other social services (50%), Housing construction (25%), Solid waste management (25%) | | |
| Theme(s): | Other social development (25%), Urban services and housing for the poor (25%), Urban planning and housing policy (25%), Other urban development (25%) | | |
| Financing (In USD Million) | | | |
| Total Project Cost: | 1200.00 | Total Bank Financing: | 400.00 |
| Financing Gap: | 0.00 | | |
| Financing Source | | | Amount |
| Borrower | | | 800.00 |
| International Bank for Reconstruction and Development | | | 400.00 |
| Total | | | 1200.00 |
| Environmental Category: | A - Full Assessment | | |
| Is this a Repeater project? | No | | |

B. Project Objectives

The overall project development objective is to improve access to urban infrastructure and services in targeted slums in Indonesia.

C. Project Description

1. **Project scope.** The new National Urban Slum Upgrading Program (2015-2019) will focus on meeting the Government of Indonesia's target of alleviating 38,431 hectares of slum areas across 393 cities and 3,600 urban wards by 2019, while also working towards preventing slums in another 8,700 urban wards. The Bank will support part of this a nation-wide GoI program. This program will be based on institutional and implementation arrangements established under the Bank-supported PNPM Urban program, with some modifications to support the integrated provision of urban services and infrastructure at all levels. Learning from previous experiences, there will be a substantial focus on empowering local governments to take a lead in the program, and on resolving land and tenure issues that may restrict the development of informal settlements.

2. The project would assist the Government in setting up and running institutional, monitoring and evaluation and training systems for the whole program. It would finance capacity building and program facilitation in approximately 200 cities and will directly fund the cost of infrastructure, housing improvement and livelihood initiatives in approximately 50 of these cities. The selection of these 200 cities will be done in consultation with the Ministry of Public Works and Housing (MPWH) as well as other donors including the Asian Development Bank (ADB) and the Islamic Development Bank (IDB). The selection of the subset of 50 cities will be done following the criteria mentioned in Component 3.

3. **Project Cost.** The estimated project size is US\$ 1 billion, of which US\$ 200 million (20%) will be financed under the loan. The remaining costs will be financed by counterpart funds (national and local government budgets, as well as community contributions). The project will follow a five-year funding cycle.

4. Preliminary project components identified during the concept stage are as follows:

Component 1: Institutional Development and Policy Reform (Loan US\$5 million)

This component supports the National Government in:

- (a) setting up an institutional framework at national and city level that will ensure effective support and coordination of the program;
- (b) setting up general guidelines on comprehensive plans for slum upgrading, slum prevention and housing resettlement;
- (c) integrating and synchronizing slum data and definitions used by the MPWH and the National Statistics Agency;
- (d) reforming land and settlements development policy, mobilizing regulations to operationalize such legislation and pushing forward a land reform agenda at the local government level.

This component would finance, inter alia, the recruitment of consultants as well as workshops and training sessions.

Component 2: Integrated Planning Support and Capacity Building for Local Government and Communities (Loan US\$50 million)

This component would support:

- (a) local governments and communities through the provision of urban planners and community facilitators to assist with (i) the preparation of Slum Improvement Action Plans (SIAPs) at city level and Community Settlement Plans (CSPs) at community level (including slum mapping, capital investment design, programming and budgeting), as well as their effective integration, (ii) building an institutional set-up and coordinating stakeholders at the city level, and (iii) developing slum prevention initiatives involving livelihoods support and community behavior change; Slum mapping

will include information or data on social-economic conditions of households, access to basic services, housing conditions, land ownerships, etc.

(b) capacity building training and workshops, including the preparation of project guidelines and training materials on slum upgrading for the whole program; and

(c) knowledge exchange and peer-to-peer learning activities to facilitate the transfer of experiences and expertise between cities.

Component 3: Urban Infrastructure and Services in Selected Cities (Loan US\$125 million)

This component would directly support infrastructure provision in slum areas in selected cities. The selection of cities would be agreed with the MPWH and will depend on (1) the commitment of a local government to slum upgrading in its jurisdiction, (2) the number of people living in slum areas within a city and (3) the potential for a city to serve as a model for the rest of the program. Where resettlement is required, funding can be used for the development of sites-and-services and the construction new housing. The two main sub-components include:

Sub-component 3.1: Support for Tertiary Infrastructure Upgrading and Basic House Upgrading for the Poorest

The project would finance a multi-sector package of tertiary infrastructure and service improvements in identified slums. This would include, inter alia, water supply, drainage, sanitation, widening of alleys for emergency vehicles, paving of alleys and roads, electricity, etc. In addition, continuing the well-established activity under Neighborhood Development (ND) and PNPM Urban, housing rehabilitation for the poorest would be included if identified as a priority by communities in their CSPs through a Community Demand-Driven (CDD) approach.

Sub-component 3.2: Support for Primary and Secondary Infrastructure and Resettlement

The effectiveness of the community level investment depends on whether or not the investment is properly linked to the rest of the city networks and the existing infrastructure is able to absorb additional new capacity. These investments would mainly consist of improvements in large-scale sanitation, water and drainage systems (together with strengthening their connection to the tertiary and household systems), as well as strategic connecting roads. Where slums exist in disaster-risk areas and there is no alternative, this component would fund basic infrastructure costs for the resettlement of slum communities.

Component 4: Implementation Support and Technical Assistance (Loan US\$20 million)

This component would finance: (a) the hiring of National Management Consultants (NMCs) and Oversight Consultants (OCs) to strengthen the capacity of the Project Management Unit (PMU) to oversee the overall implementation of the program at national, provincial and city level; (b) monitoring and evaluation activities to strengthen project implementation and receive timely feedback on project progress.

D. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

5. The program will focus on meeting the Government of Indonesia's target of alleviating 38,431 hectares of slum areas across 393 cities and 3,600 urban wards by 2019 (a list of cities is available at www.p2kp.org; this list will be finalized during appraisal), while also working towards preventing slums in another 8,700 urban wards. The project will directly fund the cost of infrastructure, housing rehabilitation for the poorest and livelihood initiatives in approximately 50 of these cities. The cities covered under this project will be selected by the MPWH in consultations with ADB and IDB, and they will not overlap with cities supported by these two donors. Government budgets (Central and

Local) that support the same slum areas in a particular city with those of supported by the project will be considered as part of the overall Bank's supported project, and if this is the case, the project's environmental and social safeguards requirements and procedures as specified in the framework and guidelines approved by the Bank apply. In terms of infrastructure provision plans that would be relevant to a safeguards analysis, the project will finance investment at the community level as well as at the city level:

- At the community level and through a CDD approach, the project will support tertiary infrastructure upgrading, including among others, water supply, drainage, sanitation, widening of alleys for emergency vehicles, paving of alleys and roads, electricity, etc., as well as basic house upgrading for the poorest.

- At the city level, the project would finance investments comprising of improvements in large-scale sanitation, water and drainage systems (together with strengthening connections to tertiary and household systems), as well as strategic connecting roads, that would complement the infrastructure improvement in the slum areas. In the case where slums are located in disaster-prone areas and there is no alternative, the project would fund costs associated with the resettlement of slum communities. Relevant to the social and environmental safeguards analysis, investment in infrastructure at both community and city levels will be supported by Integrated Planning Support and Capacity Building for Local Government and Communities (Component 2) and Institutional Development and Policy Reform at the National Level (Component 1).

There has been and ongoing discussions with the GOI mainly with the MPWH on the confirmation of the 50 targeted cities that will be getting the project's support. However, specific slum areas and what exactly would be the upgrading approaches in these targeted cities will be defined based on the detail mapping of the areas and on the discussions and agreements between the community and the local government, which will be done in the first year of project implementation. The identification of targeted slum areas and their improvement schemes can be only identified when the Slum Improvement Action Plans (SIAPs) at the city level and slum detail mapping as well as Community Settlement Plans (CSPs) at community level are completed.

The ongoing PNPM Urban program indicated that there are IPs communities present in 11 urban wards in 8 districts/cities (districts of Aceh Tenggara, Pidie, Tanah Laut, Malinau, and Toli-toli, as well as Kotas Gorontalo, Manokwari, and Palopo). However, during the implementation of the ongoing PNPM Urban and ND, there was no report that IPs communities were affected or benefited from the projects. For this project, once the participating cities and targeted slum areas are identified, screening on the presence of IPs will be carried out by the project in reference to the World Bank IPs Screening Study (2010), IPs criteria based on OP 4.10 and "Masyarakat Hukum Adat" criteria summarized from various Indonesian regulations.

E. Borrowers Institutional Capacity for Safeguard Policies

6. The Ministry of Public Works and Housing (MPWH) will be the Executing Agency for this project. The MPWH, previously the MPW, has gained substantial experience in executing PNPM Urban and UPP and has shown a strong commitment to slum upgrading. In particular, it has significant experience in social and environmental management for PNPM Urban and PNPM-ND (Neighborhood Development). The project will utilize the well-established implementation arrangements set up under the PNPM Urban program, with some modifications to strengthen the set-up. In addition, the MPWH, has extensive experiences and capacity in managing higher safeguards risks such as series of the Integrated Urban Infrastructure Development Projects, Urban Sector

Development Reform Project, road, flood management, and irrigation projects. The project will revise the current Environmental Guidelines into ESMF (Environmental and Social Management Framework) that will also include LARPF (Land Acquisition and Resettlement Policy Framework) and the IPP Framework to manage risks as a Category A project. The new ESMF including LARPF and IPPF will be prepared based on the experiences and lessons learned from the ongoing PNPM Urban (particularly for the voluntary land donation) and comprehensive review and assessment of other World Bank's supported project on land acquisition and resettlement beyond PNPM Urban project.

7. As is the case with PNPM Urban, a Project Management Unit (PMU), with experienced personnel from PNPM Urban, will be established under the Directorate General of Human Settlements (DGHS) under MPWH. The PMU will manage the contracts for consultants and facilitators to assist in capacity-building and project implementation. A ministerial steering committee will be established to provide guidance and oversee the program. It will include high-level officials from Bappenas, the Ministry of Finance, the Ministry of Agrarian and Spatial Planning, the Ministry of Health, and the National Statistics Agency (BPS).

8. Technical assistance will be provided through National Management Consultants (NMCs) - which include environmental and social safeguards experts - at the central level, and Oversight Consultant (OC) teams at the provincial level, with OC offices in participating provincial and city governments, and facilitators at the urban ward level. Facilitators will work with Community Board of Trustees (BKMs) to manage slum upgrading activities on the ground and facilitate and organize community participation. Staff from relevant agencies of participating cities in charge of environmental, land acquisition and resettlement as well as IPs communities will be trained.

9. During project preparation, as part of the plan to implement Component 2, the project will discuss and prepare the capacity building plan for the project management staff at all levels including consultants and facilitators to strengthen the current capacity of environmental and social safeguards management.

F. Environmental and Social Safeguards Specialists on the Team

Indira Dharmapatni (GSURR)

Krisnan Pitradjaja Isomartana (GENDR)

II. SAFEGUARD POLICIES THAT MIGHT APPLY

| Safeguard Policies | Triggered? | Explanation (Optional) |
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| Environmental Assessment OP/BP 4.01 | Yes | The project will assist the Government in setting up and running institutional, monitoring evaluation and training systems for the National Urban Slum Upgrading Program. It will also directly fund the cost of infrastructure, housing improvement and livelihood initiatives in approximately 50 cities to improve the physical environmental conditions of the slum area. Physical improvement will include renovations, urban redevelopment and infrastructure provisions |

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| | <p>for water, sanitation, drainage and road systems, as well as improvement of sub-standard houses.</p> <p>Major potential environmental and social impacts from the improvement scheme are likely from physical construction activities related to urban area redevelopment and/or resettlement.</p> <p>During project preparation, the locations of targeted cities and the specific targeted slum areas are still being discussed with the Executing Agency in consultations with the districts/cities local government.</p> <p>During first year of implementation, the project will do the mapping of the slum area, identification and prioritization of the slum areas and what exactly would be the upgrading approaches in the targeted slum area. Planning and site identification would be the main activities at the first year with possibility of small scale on site improvement at the end of the first year.</p> <p>On the second year, the exact improvement schemes that are larger in scale and complexity will be determined when the Slum Improvement Action Plans (SIAPs) at the city level and Community Settlement Plans (CSPs) at community level, are completed. This will take place during project implementation. Thus, the ESMF is proposed to be the safeguards instrument for this project because specific environmental and social impacts and their magnitude in the possible construction sites at specific targeted slum areas cannot be determined prior to appraisal as subprojects are only identified during implementation. Environmental assessments for subprojects will take place during project implementation based upon the ESMF.</p> <p>The project will adopt the current Technical Safeguards Guidelines of PNPM-Urban and upgraded the same into the ESMF to manage the increased risk as compared to a generic PNPM Urban project.</p> <p>The ESMF will be developed to ensure that the following aspects are covered:</p> |
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| | <p>(i) screening process to cover the different categories and types of activities/sub-projects to be supported under the project;</p> <p>(ii) screening and assessment of ancillary facilities and potentially linked activities;</p> <p>(iii) gap analysis and gap filling measures between Indonesia's AMDAL System and Bank's EA policy;</p> <p>(iv) screening and assessment of cumulative impacts following established methodology such as the IFC Good Practice Hand Book on Cumulative Impact Assessment;</p> <p>(v) WBG Environmental Health and Safety Guidelines (Environmental Health and Safety being a pervasive issue in the Indonesia portfolio);</p> <p>(vi) Social impact assessment and social management plan.</p> <p>(vii) LARPF and IPPF</p> <p>(viii) Physical Cultural Resources (PCRs) Management Plan</p> <p>As Components 1 and 2 include policy developments affecting capacity to manage both environmental and social impacts of investments, the ESMF will include arrangements to screen, identify and manage any potential gaps or conflicts between TA policy products and Bank safeguard policies. The Guidelines should also refer to the Bank's Interim Guidelines on the Application of Bank Safeguard Policies for TA and TFs for Component 1 and 2 activities.</p> <p>At this concept stage, the project is proposed to be Category A, as the potential environmental and social impacts from possible primary infrastructure construction and resettlement are complex, large, significant and irreversible, particularly if it is at the city scale. The project may require land acquisition and resettlement, also some physical works at the river or coastal area.</p> <p>However, the scale, budget and staging/timing of infrastructure interventions for slum upgrading will be determined during preparation and the result might affect the project categorization. The Government is preparing the Ministerial Decree about the criteria for slum area identification and its upgrading options. During project preparation, the</p> |
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| | | <p>decree would be enacted and will be assessed to determine the project's scope and scale.</p> <p>Given the larger scale of sub-projects in urban settings compared to typical PNPM project, cumulative impacts might be an important impact under the project. In addition, the potential social impacts of the project covered by OP 4.01 other than land acquisition and resettlement, health and safety issues are also important given its urban setting and potential impacts of ancillary facilities such as disposal sites, etc. Specifically, social assessment might be conducted during the community self-mapping to better understanding of community needs, especially to prevent adverse impact for the poor and vulnerable people (including gender aspect) and to also prevent elite capture and community tension from sub projects selection. Means to improve livelihood and better community participation shall also be covered in the assessment.</p> <p>Potential impacts can be managed by good engineering design and construction practices. Observations in some PNPM Urban projects suggest that environment-related issues mainly arise due to inadequate guidance, monitoring and supervision by the facilitators and OCs during the planning and implementation stages, or due to an absence of environmental considerations in the contract document with the local contractor. Mitigation and prevention methods proposed include proper training (on specific technical measures) and monitoring of the supervising field engineers, improved contract management and improved maintenance of the facilities.</p> <p>An agreement will be reached with the Executing Agency to have a robust plan for capacity building and institutional strengthening for the consultants, community facilitators and participating local governments.</p> |
| Natural Habitats OP/BP 4.04 | TBD | <p>The project will support the upgrading of slums located in urban and peri-urban areas. Based on experiences from PNPM-Urban and PNPM ND (Neighborhood Development), infrastructure development usually takes place on already-</p> |

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| | | <p>developed land rather than on sensitive or protected land. The current Environmental Guidelines of PNPM Urban regulates that the project will not finance activities that involve significant conversion or degradation of critical natural habitats or natural habitats as defined under the policy. The proposed ESMF will still continue to adopt the same principles.</p> <p>However, the policy is TBD as all investments and 50 participating cities have not yet been identified. Also, the policy could also be triggered when there are opportunity for improving natural habitats such as river systems from the improved sewerage connection, drainage etc. Determination whether to trigger this policy or not will be made during project preparation.</p> |
| Forests OP/BP 4.36 | No | The project will not finance activities that involve significant conversion or degradation of critical forest areas or natural forests as defined under the policy. The project is not intended for commercial plantation and there is no project component to improve the forest function. |
| Pest Management OP 4.09 | No | The project will not supply any pesticide or support activities that may lead to a significant increase in the use of pesticide. |
| Physical Cultural Resources OP/BP 4.11 | Yes | The existing Environmental Guidelines of PNPM Urban have covered the requirements for the preparation of PCR Management Plans (PMPs). During the preparation of PNPM Urban IV, the task team triggered this policy. Some possible urban slum improvement areas might also be in the location of PCR sites. PMPs along with the Community Settlement Plans (CSPs) will be prepared by community groups for those sub-projects which are geared towards supporting the management or conservation of cultural heritage assets. The proposed ESMF will also include the PMPs preparation as part of the ESIA. |
| Indigenous Peoples OP/BP 4.10 | Yes | The project will support slum upgrading in urban areas. At this point, the list of participating cities is still yet to be confirmed. The ongoing PNPM Urban program indicated that there are IPs communities present in 11 urban wards in 8 districts/cities (districts of Aceh Tenggara, Pidie, Tanah Laut, Malinau, and Toli-toli, as well as Kotas Gorontalo, |

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| | | <p>Manokwari, and Palopo). If these districts/cities are part of the project, it is likely that the project covers urban areas where IPs communities are present. As of to date, ongoing PNPM-Urban has not involved or affected IPs communities. Screening of the IP presence in project areas will be carried out once the list of the targeted districts/cities is confirmed during implementation. The screening will be done in accordance with the requirements of OP 4.10, and in reference to the World Bank IPs Screening Study (2010) as well as additional information gathered from the respective local governments, as well as criteria for determining the presence of “Masyarakat Hukum Adat” (MHA) summarized from various Indonesian regulations. The project will continue to adopt the IPP Framework (including the guideline to prepare an SA for urban areas where IPs communities are present and affected by the project) for PNPM Urban (will be under updated ESMF, to be completed prior to appraisal) with necessary adjustments to manage risks due to the anticipated interventions in more complex slum areas. In the case that the project affect IPs community, the District/City local government will have to prepare an IPP for city level secondary and primary infrastructure, and the representative group for the slum area will prepare an IPP as part of the CSP for tertiary infrastructure built in the slum area.</p> |
| Involuntary Resettlement OP/ BP 4.12 | Yes | <p>- Component 1 constitutes Institutional Development and Policy Reform and Component 2 covers Integrated Planning Support and Capacity Building for Local Government and Communities. The ESMF will include arrangements to screen, identify and manage any potential gaps between the TA policy products or downstream activities due to the policy and capacity building products and Bank safeguards policies. The TORs for the training and consultancy works under both Component 1 and 2 will be shared with the Bank for review and approval.</p> <p>- As participating cities have not been confirmed and hence, targeted slum areas have not been identified at this point, learning from the past experiences in PNPM-Urban and other projects, some scenarios could take place that relates to land. Subprojects may range from small scale to large scale, and therefore land needed would vary from small size (such as for</p> |

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| | <p>tertiary community infrastructure) to large size (such as secondary and primary infrastructure at the city level). The need to prepare an SA at the city level due to the land taking will be defined during project implementation, once participating cities have defined the targeted slum areas in the SIAP. As an integrated slum upgrading project, it will likely involve land acquisition and resettlement, mainly to accommodate new city-level secondary and primary infrastructure for water, sanitation, drainage and road systems. Land consolidation or land readjustment in slum areas may need to take place for in-situ redevelopment/ rearrangement. The project may also require slum dweller relocation to new sites or to new public housing complexes. In the case of ongoing PNPM Urban and PNPM ND, new tertiary infrastructure was usually built on land voluntarily donated by the beneficiaries. This scheme would likely continue to take place in the proposed project as the land needed for the tertiary subprojects, which are community-based, is usually small in size and provides direct benefit for the land owners.</p> <p>- The project will revise the current PNPM-Urban Environmental Guidelines into ESMF, Land Acquisition and Resettlement Policy Framework (LARPF) and the IPP Framework for PNPM Urban. The new ESMF including LARPF will be prepared based on the experiences and lessons learned from the ongoing PNPM Urban (particularly for the voluntary land donation) and comprehensive review and assessment of other World Bank's supported project on land acquisition and resettlement beyond PNPM Urban project. The substance and structure of the LARPF will follow the OP 4.12, and entitlement matrix and GRM will be part of it. The LARPF will also adopt the GoI's law and regulations pertaining Land Acquisition for the Development for Public Purpose.</p> <p>- The LARPF (in the ESMF) will also include a set of guidelines for implementing land consolidation which will be developed in compliance with OP/BP 4.12 and the GOI's regulations on land consolidation. Resettlement Action Plans (RAPs) will be developed by cities for the secondary and primary infrastructure as well as for tertiary</p> |
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| | <p>infrastructure for slum upgrading, in the case that provision of this infrastructure involves land acquisition and involuntary resettlement under the eminent domain principle. In the case that slum upgrading involves land consolidation, RAPs should include land consolidation implementation plans (LCIPs). When voluntary land donations are required to facilitate the provision of tertiary infrastructure, this should be included in the CSP.</p> <ul style="list-style-type: none">- The current VLD protocol covering principles, procedures and documentation for voluntary land donations under PNPM Urban will be updated and adopted by the upcoming project for community infrastructure. The update of the protocol will include the follow-up on the legal status of the remaining land that should be processed by the local government. Furthermore, the VLD protocol will be part of the LARPF.- For the time being, the list of participating cities still needs to be confirmed and the list of targeted slum areas are still being discussed by the Executing Agency in consultation with district/city governments. However, specific slum areas and what exactly would be the upgrading approaches in the targeted cities will be defined based on the detail mapping of the areas and on the discussions and agreements between the community and the local government, which will be done in the first year of project implementation. Therefore, slum upgrading schemes (on-site redevelopment, on-site upgrading, land consolidation, relocation, etc.) in districts/cities as well as their targeted sites cannot be identified at this stage. Similarly, the size and the sites of city-level secondary and primary infrastructure cannot be defined at this stage.- The identification of targeted slum areas and their improvement schemes can be only identified when the Slum Improvement Action Plans (SIAPs) at the city level and slum detail mapping as well as Community Settlement Plans (CSPs) at community level, are completed. This will take place during project implementation.- The project will not finance the purchase of land, |
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| | | however, it would finance basic infrastructure in the relocation sites. |
| Safety of Dams OP/BP 4.37 | No | The Project will not finance construction or rehabilitation of dam. |
| Projects on International Waterways OP/BP 7.50 | No | The Project will not finance construction or rehabilitation of dam. |
| Projects in Disputed Areas OP/BP 7.60 | No | The Project is not located in any known disputed areas as defined under the policy. |

III. SAFEGUARD PREPARATION PLAN

A. Tentative target date for preparing the PAD Stage ISDS: 30-Nov-2015

B. Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing¹ should be specified in the PAD-stage ISDS:

November 30, 2015

IV. APPROVALS

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| Task Team Leader(s): | Name: George Soraya | |
| <i>Approved By:</i> | | |
| Safeguards Advisor: | Name: Peter Leonard (SA) | Date: 24-Nov-2015 |
| Practice Manager/ Manager: | Name: Abhas Kumar Jha (PMGR) | Date: 24-Nov-2015 |

¹ Reminder: The Bank's Disclosure Policy requires that safeguard-related documents be disclosed before appraisal (i) at the InfoShop and (ii) in country, at publicly accessible locations and in a form and language that are accessible to potentially affected persons.