

INTEGRATED SAFEGUARDS DATA SHEET CONCEPT STAGE

Report No.: ISDSC18032

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I. BASIC INFORMATION

A. Basic Project Data

Country:	Afghanistan	Project ID:	P155497
Project Name:	Citizens Charter Elements (P155497)		
Task Team Leader(s):	Susan Wong		
Estimated Appraisal Date:	10-Jun-2016	Estimated Board Date:	15-Sep-2016
Managing Unit:	GSU06	Lending Instrument:	Investment Project Financing
Sector(s):	Irrigation and drainage (20%), General water, sanitation and flood protection sector (20%), Sub-national government administration (20%), General education sector (20%), Health (20%)		
Theme(s):	Participation and civic engagement (60%), Rural services and infrastructure (20%), Other public sector governance (20%)		
Financing (In USD Million)			
Total Project Cost:	490.00	Total Bank Financing:	0.00
Financing Gap:	0.00		
Financing Source			Amount
Borrower			0.00
Afghanistan Reconstruction Trust Fund			490.00
Total			490.00
Environmental Category:	B - Partial Assessment		
Is this a Repeater project?	No		

B. Project Objectives

6. The proposed Project Development Objective is to improve service delivery through strengthened Community Development Councils and Clusters. This objective will contribute to the Government's long-term goals of reducing poverty, breaking the cycle of fragility and violence, and

deepening the legitimacy of the state. The Citizen's Charter will work through CDCs to promote inclusive development and ensure the rights of vulnerable persons such as women and the poor.

C. Project Description

8. The Citizen's Charter National Priority Program (CCNPP) is a compact between the population and the government. CCNPP will set a threshold of core infrastructure and services that the government will provide to all communities over the next ten years. Some of the critical services include: basic education and health services; safe drinking water; access to roads, irrigation, and energy/electricity. It builds upon the community platform already developed with CDCs throughout the country to improve service delivery and monitoring. The Charter is not only about the delivery of services but the standards of service delivery citizens can expect. Over time, as capacity develops, other services such as disaster relief, refugee integration and local-level dispute resolution can be brought into the Citizen's Charter umbrella. Furthermore, the CCNPP will coordinate closely with the government's National Priority program for Economic Empowerment of Women to ensure that assistance is coordinated and reaching poor women. The exact service standards will be finalized during pre-appraisal with an eye towards budget realism, implementation feasibility, and clarity in communicating standards to citizens.

9. The CCNPP is an evolution of the National Solidarity Program (NSP), aiming to work more closely with other ministries to deliver services more effectively to citizens. Begun in 2003, NSP has been a massive effort by the government to reach rural communities across Afghanistan and address their needs using participatory approaches. NSP has funded some 88,000 subprojects to improve access to transport, water supply and sanitation, irrigation, electricity and schools in 35,000 communities in all 34 provinces. Over one-third of CDC members are women. Given decreasing financial resources and the need to gain efficiencies in service delivery across the government however, NSP needs to evolve to allow CDCs to have a broader mandate and be responsible for whole-of-government development and governance in their communities. This transition means that CDCs will focus much more in the future on monitoring and leveraging services from the various line ministry programs and other national priority programs. In the past under NSP, there has been some incremental progress in using CDCs to coordinate service delivery across various sectors, especially given the difficulties of line ministries' reach down to communities. Past studies highlight the advantages of working through CDCs for geographical and social outreach (to remote and insecure areas as well as to the most vulnerable groups). However those efforts have been ad hoc and non-systematic. Thus, the Citizen's Charter builds upon the community platform created through NSP over the past 13 years, and strengthens the partnership between government and communities. CDCs/Councils will be the means by which citizens can demand services, hold line agencies accountable, and ensure that the poorest and most vulnerable can access services.

10. The core features of the Citizen's Charter Program include:

- The Citizen's Charter will provide a framework for local service delivery, using a programmatic, multi-sectoral approach. This will be the first inter-ministerial National Priority program, where Ministries will collaborate on a single program.
- The CCNPP will strengthen CDCs to represent the community and ensure service delivery and inclusive development at the community level.
- CDCs/Clusters will become the central body for community development overseeing sectoral shuras as subcommittees; and,
- CDCs will monitor and report upon service delivery at the community level from government and NGOs (e.g. monitoring teacher attendance, textbook delivery, health clinic hours,

provision of water points, etc). Citizens will monitor and report upon services that communities should be receiving under existing programs.

11. The Citizen's Charter Elements Program (CCEP) is one slice of the larger national priority program, CCNPP, to be supported through the Afghanistan Reconstruction Trust Fund (ARTF) and the World Bank. Under its first four-year phase, the CCEP aims to cover all provinces and one-third of districts in each province, albeit coverage will be highly dependent upon security considerations. Criteria for district selection will include security accessibility considerations, poverty and service delivery indicators, commitment of provincial and district governors, and presence of other development programs. CCEP will have the following program components:

Component One: Block Grants. CDCs/Clusters are the linchpin of the Citizen's Charter strategy. This component will support two types of block grants to CDCs:

(i) Rural Areas Service Delivery Grants - Funds are set aside for MRRD to provide water supply, and a choice of basic road access, basic electricity (only in areas that cannot be reached by the grid) and small-scale irrigation. In addition, this window will include service delivery grants which will be transferred from line ministries for CDCs to implement community-level or cluster-level infrastructure projects, as agreed upon through MOUs. For example, should the Ministries of Education or Health wish to provide funds to CDCs to build schools or clinics, they will transfer funds to these accounts.

(ii) Urban Areas Service Delivery Grants – Through NSP and other programs, approximately 1,800 peri-urban and urban CDCs have been formed. To be phased in over time, this sub-component supports grants to several urban CDCs in a select number of major cities (Kabul, Herat, Mazar, Jalalabad) to fund small infrastructure works in urban settings. These include: green space parks, street lighting, water and sanitation; and waste management. This urban sub-component, to be implemented through the Independent Directorate of Local Governance (IDLG) will support service delivery linkages between the CDC, Cluster/Gozar, urban district and municipal levels. Rural-urban linkages for local economic development will also be explored.

Component 2: Institution Building – This component will support capacity building and facilitation of CDCs & CCDCs; the out-sourcing of private sector/ facilitating partner contracts; and support to the local government structure in rural and urban areas to monitor and support CDCs.

Component 3: Monitoring and Knowledge Learning – This component includes learning activities from village to national levels and will support thematic studies and evaluations. For example, the program will work on the basis of continuous learning and fund learning pilots, gender analyses, community report cards for service delivery, studies on social inclusion and social accountability, and technical quality audits. The Project will also explore the possibility of an evaluation to examine the nexus between quality of service delivery and social cohesion, an under-researched area in the global conflict literature. Lastly, this component will support ways to strengthen a coordinated approach across line ministries' monitoring and evaluation mechanisms including at the community level, within government and with third party monitors.

Component 4: Project Implementation and Management. This component will support the management and oversight structure of CCEP at the central, provincial and district levels. The management structure will carry out the following functions: policy and operational planning; operations manual development; capacity building; management information and reporting systems;

grievance redress mechanisms, human resource management; communications; donor and field coordination, quality assurance on financial management; procurement and safeguards; as well as engineering support.

Should the Government raise additional fund for the CCNPP, those funds can be used to expand the program geographically, provide recurrent and maintenance grants to sustain CDCs in other parts of the country, and/or deepen the core service delivery package. During the first phase however, the emphasis will be upon optimizing existing funding and coordinating with other national priority programs.

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

The project will be implemented throughout Afghanistan in a phased approach, which will cover both rural and urban areas in various sectors such as education, health, agriculture etc. A wide range of sub-projects will be supported including basic road access, health and education service delivery, micro-hydro, water and sanitation facilities and agricultural support.

The environmental and social adverse impacts will be insignificant, minor and reversible in nature. While both environmental and social safeguards issues will be managed through a framework approach, the framework will be further spelled out with additional safeguards tools which will be used throughout the project life.

E. Borrowers Institutional Capacity for Safeguard Policies

The Ministry of Rural Rehabilitation and Development (MRRD) and other sectoral ministries including the Ministry of Public Health, Ministry of Education, and Ministry of Agriculture, Irrigation and Livestock (MAIL) have over the years implemented World Bank-funded projects and gained considerable experience with an improved capacity in managing, implementing, supervising and monitoring of environmental and social safeguards frameworks and other instruments as well as citizen engagement components. While MRRD and MAIL have shown a moderately satisfactory to satisfactory compliance with the World Bank's safeguards policies, there is a need for both MoE and MoPH to build their capacity in the areas of environmental and social safeguards and citizen engagement in the development process. All the above mentioned Ministries have been implementing several World Bank funded projects such as NSP III, System Enhancement for Health Access in Transition (SEHAT), Afghanistan Rural Access Project (ARAP), National Horticulture and Livestock Project (NHLP), Education Quality Improvement Program II (EQUIP II), and On-Farm Water Management Project (OFWMP) to name a few. Most of these Government agencies have demonstrated improved capacity to address social and environmental safeguards issues as well as citizen engagement during the implementation of their respective projects. It is important to mention that even though MRRD will take the leading role in developing the ESMF for the CCEP, priority will need to be given to ensuring that other ministries will collaborate in the process of preparing the ESMF, which will ultimately lead to greater ownership and smooth implementation of the framework.

There are separate safeguards units established in almost all ministries for World Bank-funded projects, which consist of qualified social and environment safeguards specialists. Ministry and project staff have been trained to manage the environmental and social concerns from both the managerial and technical perspectives. To some extent, there is coordination between the environmental and social safeguards staff of the ministries. However, this coordination and collaboration needs to be strengthened as the CCEP moves forward. Continued efforts will be needed to further enhance the capacity of the environmental and social safeguards teams in the line ministries to enable them to handle the environmental and social issues more efficiently and

effectively. The project will prepare an Environmental and Social Management Framework (ESMF) and Resettlement Policy Framework (RPF).

The project will be an Environmental Category B, and the Environmental Assessment (OP 4.01) and Involuntary Resettlement (OP 4.12) will be triggered

F. Environmental and Social Safeguards Specialists on the Team

II. SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	Environmental Assessment OP/BP 4.01 is triggered. The service delivery grants under component one may cause adverse environmental and social impacts including occupational health and safety issues. A framework approach will be adopted as the specific location of activities will only be determined by the Borrower during project implementation. The Environmental and Social Management Framework (ESMF) prescribes guidelines and procedures that would avoid, mitigate, or minimize adverse environmental and social impacts as well as spell out the policy, guidelines and procedures to minimize and mitigate the likelihood of the any negative impacts. The ESMF and the required mitigation plans for sub-project under CCEP, identified during first year of implementation will be prepared, cleared and disclosed accordingly.
Natural Habitats OP/BP 4.04	TBD	At this concept stage it is not known if the policy needs to be triggered or not. Discussions on OP/BP 4.04 will continue as the project moves forward to the next stages until the list of the intervention areas are finalized.
Forests OP/BP 4.36	TBD	At this concept stage it is not known if the policy needs to be triggered or not. Discussions on OP/BP 4.36 will continue as the project determines the list of the intervention areas.
Pest Management OP 4.09	No	OP 4.09 (Pest Management) policy is not triggered because Project activities will not involve purchase, use or storage of pesticides, nor will it support the procurement, or use of, or lead to the increased use of other agricultural chemicals.
Physical Cultural Resources OP/BP 4.11	TBD	At this concept stage it is not known if the policy needs to be triggered or not. Discussions on OP/BP 4.11 will continue as the project moves forward to the next stages until the list of the intervention areas

		<p>are finalized. The probability of triggering this policy is considered to be high given that some of the villages in the intervention area will likely have historical or cultural resources. If potential impacts are identified, the associated ESMF will include screening provisions for evaluating potential impacts and provide specific guidance.</p> <p>The ESMF will also comprise guidelines for Chance Find Procedures according to national laws.</p>
Indigenous Peoples OP/BP 4.10	No	This policy is not triggered as there are no Indigenous Peoples that meet the criteria of OP/BP 4.10 within the project area that could potentially benefit or be adversely affected by the Project's activities.
Involuntary Resettlement OP/BP 4.12	Yes	<p>No involuntary land acquisition is expected under the CCEP. However, the World Bank's operational policy on Involuntary Resettlement (OP 4.12) is triggered since the project will support irrigation, road, water supply, green space parks, water and sanitation and waste management sub-projects. In case the requirement for land is unavoidable, all land transactions will be based on willing buyer-willing seller, voluntary land donation provided that there are no structures or assets on the land and the livelihood impact of the donation on the owner is less than 10 percent of an individual's holdings. The voluntary nature of the land donation and ownership of the land shall be fully documented and independently verified. The sub-projects shall also be screened for land and water disputes in order to avoid situations where investments on such projects would fuel the disputes. In exceptional cases, minor land acquisition may occur in certain sub-projects. Since final site identification for CCEP activities cannot be identified before project appraisal, a framework approach will be used. An ESMF and a Resettlement Policy Framework will be prepared to guide preparation of RAP (where needed). The RPF will be in compliance with OP 4.12 and will be applied to all project components where it is not feasible to avoid land acquisition. A satisfactory settlement of the land acquisition issues is a precondition for sub-project implementation and any form of land acquisition must be fully documented.</p>
Safety of Dams OP/BP 4.37	No	The Project does not have any activity involving dams.

Projects on International Waterways OP/BP 7.50	No	The Project does not have any activity involving international waterways.
Projects in Disputed Areas OP/BP 7.60	No	The Project does not involve any activity in any know disputed area.

III. SAFEGUARD PREPARATION PLAN

A. Tentative target date for preparing the PAD Stage ISDS: 10-Jun-2016

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:

No additional safeguards related studies are sought at concept stage, the project ESMF will contain measures to avoid, minimize and/or mitigate any environmental and/ or social adverse impact due to sub-project implementation.

IV. APPROVALS

Task Team Leader(s):	Name: Susan Wong	
<i>Approved By:</i>		
Safeguards Advisor:	Name: Maged Mahmoud Hamed (SA)	Date: 18-May-2016
Practice Manager/ Manager:	Name: David Seth Warren (PMGR)	Date: 24-May-2016

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.