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

Appraisal Stage | Date Prepared/Updated: 27-Apr-2017 | Report No: PIDISDSA21505



BASIC INFORMATION

A. Basic Project Data

Country Liberia	Project ID P159961	Project Name Cheesemanburg Landfill and Urban Sanitation Project	Parent Project ID (if any)
Region AFRICA	Estimated Appraisal Date 03-Apr-2017	Estimated Board Date 15-Jun-2017	Practice Area (Lead) Social, Urban, Rural and Resilience Global Practice
Lending Instrument Investment Project Financing	Borrower(s) Ministry of Finance and Development Planning	Implementing Agency Project Implementation Unit (PIU) at Monrovia City Corporation (MCC)	

Proposed Development Objective(s)

The development objective of this operation is to provide increased access to solid waste management (SWM) services in Monrovia.

Components

Construction of the Cheesemanburg Regional Landfill and Partial Closure of the Whein Town Landfill
Waste Collection and Disposal
Institutional Capacity Development and Project Management

Financing (in USD Million)

Financing Source	Amount
Borrower	7.00
Liberia Reconstruction Trust Fund	10.50
Total Project Cost	17.50

Environmental Assessment Category

B - Partial Assessment

Have the Safeguards oversight and clearance functions been transferred to the Practice Manager? (Will not be disclosed)

No

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Decision

The review did authorize the preparation to continue

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Other Decision (as needed)

B. Introduction and Context

Country Context

Liberia has made considerable progress in the face of daunting challenges since the return to democratic governance in 2006. Fourteen years of civil conflict (1989-2003) destroyed key institutions, infrastructure and the economy. The return to multi-party democracy in 2006 created a favorable environment for long-term reconstruction led by a new President (the first female President of any nation on the African continent). A relatively peaceful election in 2011 provided a continuation to policies already started in 2006, with the same President at the helm. Liberia launched its Agenda for Transformation (AfT) as a first step towards its vision of achieving middle-income country status by 2030.

However, in 2014 the twin shocks of the Ebola crisis and the subsequent sharp fall in commodity prices had a severe negative impact on the Liberian economy. Real GDP growth was 8.7 percent in 2013, 0.7 percent in 2014 (initially projected at 6 percent), and zero percent in 2015. The longer than expected terms of trade shocks, which have been exacerbated by the draw-down of the UNMIL peacekeeping forces, pushed the economy to a contraction in 2016. The outbreak lasted nearly 16 months and resulted in approximately 4,000 deaths. Waste management was critical in helping to stem and end the spread of the disease.

The fiscal impact of the twin shocks remains acute. For FY16, total revenues and grants were 4 percent lower than forecast, reflecting stronger than expected impact of commodity price shock. The austerity measures taken by the Government have helped to contain the overall fiscal deficit to 4.2 percent of GDP in FY16. The fiscal pressures are higher in FY17 because of the sustained commodity price shock, additional fiscal costs related to elections and the security handover from UNMIL, in the face of a sharp drop (by more than 50 percent) in donor budget support because of the frontloading related to Ebola crisis. The GoL would continue to need support from development partners to help finance this abnormally large financing gap that could also persist into FY18. Such support will be crucial to maintain the delivery of key services, including solid waste management.

Sectoral and Institutional Context

The World Bank-supported Emergency Monrovia Urban Sanitation (EMUS) project (\$36.611 million US dollars), which closed in December 2016, provided support to Liberia to build the fundamentals of a solid waste management system in Monrovia. The project financed the construction of the first sanitary landfill in Whein Town to replace the Fiamah dumpsite, which had been a source of environmental nuisance and health hazard at the time. The EMUS project also enhanced the capacity of the MCC to manage the sector and supported project-initiated community-based enterprises (CBEs) to take charge of primary collection. Under the EMUS project, on average, solid waste collection reached 350 tons/day in 2016, approximately 45 percent of the waste generated in the Greater Monrovia area. The table below summarizes the quantities of solid waste collected under the EMUS project.



Waste Collected under the EMUS project				
Year	2014	2015	2016	Total
Tons of waste Collected	37,440	164,555	113,265	315,260

Table 1: Waste collection under the EMUS project

The Whein Town landfill site, completed in 2012 as an emergency and temporary facility, has almost reached its maximum capacity. The existing Whein Town landfill has a remaining life of 2 years and a replacement site must become available for waste disposal before that time to ensure continuous, safe waste collection and disposal in the city. The GoL and the MCC have acquired a 100-acre land situated near Cheesemanburg Township as a replacement for the Whein Town landfill. The Principals of the Liberia Reconstruction Trust Fund (LRTF) committed to making available an amount of approximately US\$10.5 million at its December 5, 2016 Oversight Committee meeting to support development of the new landfill.

Financial sustainability is a key challenge for the SWM sector in Monrovia. Decentralization has been pursued by the Government of Liberia for almost a decade now. However, like other countries, fiscal decentralization has yet to happen and thus the Monrovia City Council (MCC) lacks the financial tools for taxation and does not possess adequate, timely or reliable municipal revenue sources to support SWM operations. Therefore, in the last decade the sector has been dependent upon donor support. The GoL, starting with the 2015/16 budget, understands the critical need for this sector and has provided a line item for the support of SWM in the Capital, Monrovia. This project therefore will support revenue mobilization for SWM, as well as for broader urban governance and management. A study undertaken by an international firm in 2014 presented three options for reducing or recovering SWM costs, including service charges to households and businesses. Projections from this study indicated that SWM financial sustainability in Monrovia could be improved, through a combination of legal enablers, rate revisions, and improved collection administration. The implementation of these options were stalled by the outbreak of the Ebola Virus Pandemic and the deep level of overall poverty in the country but will be assessed as part of this operation.

A cadre of trained SWM technical staff now exists and have been carrying out SWM (collection, transportation and landfill operations) efficiently since December 2016 when the EMUS project closed. City-wide primary garbage collection (non-existent at the start of EMUS) was developed as a business and handed to CBEs who, after receiving training in business management, obtained concessions in some areas to collect garbage from households to designated points. By the end of 2016 when the EMUS project closed, over 40 CBEs were responsible for all primary waste collection in Monrovia. They charged their clients for services and paid yearly licensing fees to the MCC. From zero households receiving garbage collection services in 2009, the EMUS project ended in December 2016 with over 13,000 households connected to regular primary waste collection and disposal (more than 40% above the planned results in this area). In contrast, attempts under the EMUS project to engage the private sector to manage the waste transfer stations and transport waste to the landfill were ultimately unsuccessful. The appointed contractors had no equipment, and failed to achieve even 50% of their contractual obligations. There were also repeated instances of conflict between the private sector and communities neighboring the secondary transfer stations, especially at Fiamah. This resulted in poor press coverage of the SWM sector and complaints to the city, GoL, MCC and the donor community in Liberia. As a result, a pilot was started, with MCC staff using rented equipment to manage transfer waste from the city to the landfill. This pilot was successful and, at the close of the EMUS project, responsibility for SWM was handed over to the MCC.

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C. Proposed Development Objective(s)

Note to Task Teams: The PDO has been pre-populated from the datasheet for the first time for your convenience. Please keep it up to date whenever it is changed in the datasheet.

Development Objective(s) (From PAD)

The development objective of this operation is to provide increased access to solid waste management (SWM) services in Monrovia.

Key Results

The core results indicators which will be used to assess the success of achieving the PDO are two-fold: 1) Number of people in urban areas provided with access to regular solid waste collection under the project; and 2) Cheesemanburg landfill constructed and operational (ready and able to receive garbage and treat per plan).

D. Project Description

The Whein Town landfill is Monrovia's current safe waste disposal site. However, the site has nearly reached capacity and is expected to be full within two years. Technical studies for identifying and assessing a new site, were initiated during the EMUS Project. These preliminary studies comprised a site selection study, an environmental and social impact assessment (ESIA) and the development of an Abbreviated Resettlement Action Plan (ARAP). In order to provide a mean for continuous disposal of the city's solid waste, there is an urgent need to complete the technical studies, prepare the tender documents and construct the new landfill in a timely manner before the existing site reaches full capacity.

The existing landfill at Whein Town, which has in the past been vandalized and set alight, must be closed and secured safely so as to protect nearby residents and the environment from risks posed by landfill gas and leachate. The site will need to be capped with a permanent soil cover and secured with a perimeter wall to prevent unauthorized access and encroachments onto the site by nearby residents.

MCC currently has insufficient revenues and funds to cover the operational costs of the city's SWM service (see Financial Appraisal for further details). Achieving financial sustainability will be challenging but it is essential for the city to provide an effective SWM service in the long term. The project will help address this challenge by: 1) providing some financial support for MCC's operational costs so that MCC can to continue to provide a consistent standard of solid waste services; and 2) providing technical assistance to MCC to strengthen its ability to mobilize its own revenue potential for funding SWM services. The technical assistance component will also include support to: 1) help MCC optimize its waste collection operations, thus reducing costs and increasing efficiencies; 2) assess the potential for waste recovery and valorization in order to beneficially divert materials from landfill; 3) to develop a long term waste management strategy for the city to ensure that appropriate plans and initiatives are identified and implemented so as to provide sustainable SWM for the city in the long term; and 4) deliver public engagement initiatives so as to raise awareness of SWM issues amongst Monroviaans.

E. Implementation



Institutional and Implementation Arrangements

The implementation of this project will be carried out by the Project Implementation Unit (PIU) within MCC. This PIU had implemented the EMUS project and has considerable experience in project management as well as the solid waste sector and will be able to successfully implement the new operation. Fiduciary arrangements will be carried out by the project financial management unit (PFMU) in the MFDP, which provides financial management and procurement support to all donor-funded projects in the country.

This implementation arrangement has been successfully used for the second and third additional financing of the EMUS project, which covers the Greater Monrovia. Since January 2017, without any donor support, the PIU was kept in the MCC and is in charge of solid waste management in the city. In order to leverage the experience and lessons acquired through the EMUS project, this project will use the same PIU for implementation.

The PIU team comprises a project manager, an accounts officer and a procurement officer. A solid waste engineer, safeguards officer and community liaison officer will be hired prior to project effectiveness to oversee the various aspects related to engineering design, environment and social safeguards, and community engagement respectively.

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

The landfill site is located in Cheesemanburg Township, Montserrado County. The site is an agricultural site but probably had been reserved over the years on shifting cultivation basis and predominantly covered by secondary vegetation. The Po River and the Dima Creek run along the eastern and southern boundaries of the site, respectively. The construction and operation of the landfill may have minimal negative impact on these water bodies as they are not located within the immediate environs of the site. There are several communities in the surrounding areas of the site but not in the immediate vicinity of the site to trigger a relocation. However, agricultural lands acquired for the construction of the landfill site will reduce the area of agricultural land available for affected families or households in the area.

G. Environmental and Social Safeguards Specialists on the Team

Gloria Malia Mahama, Sekou Abou Kamara

SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	OP/BP 4.01 has been triggered because the landfill construction will involve several civil work and waste



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management activities that have the potential to adversely impact the biophysical environment as well as the health and safety of the public in the surrounding areas and those involved directly involved with the project activities. Given the nature of this project, potential adverse impacts may arise during all stages of the project including construction, operation and post-closure phases. A detailed ESIA which includes a detailed ESMP has been developed to ensure that all associated environmental and social impacts are clearly identified with defined mitigation measures and monitoring activities provided. Operation of existing transfer stations and waste collection points also have potential for environmental pollution and public health risks. The ESIA has been cleared and disclosed in-country and through Infoshop.

The project activities will not have any impacts on natural habitats. The site has been used for farming for decades and is predominantly covered by secondary vegetation. No sensitive ecosystems will be affected by the project.

The project activities will not involve investment in forest or protected areas or related forestry activities that have the potential to adversely impact forests, or restrict people access to or use of forest resources.

The project activities do not involve procurement, transportation or storage of pesticides or pesticide application equipment.

There are no recognized physical cultural resources in the project area. However, OP/BP 4.11 has been triggered for precautionary reason since the construction of the landfill includes activities that involve large excavation activities such as construction of leachate pond and drainage system, excavation of landfill cells/trenches and construction of access roads. The ESIA includes a chance find procedure that outlines the steps to be followed in case of chance finds.

This is not applicable to the project area and to Liberia at large.

The project has acquired 100 acres of land for the construction of landfill site and buffer zones in the township of Cheesemanburg. Additional land was



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acquired for construction of a 4 km access road to the proposed landfill site. The land was acquired from 4 families by MCC. The proposed site is free from physical relocation or loss of crop as the site is an agricultural land but probably reserved for some years now on shifting cultivation basis. The acquisition will however reduce the amount of land that is currently being held (or owned) by these 4 families and may restrict their access to land resources during and after the anticipated construction. An Abbreviated Resettlement Action Plan (ARAP) has been prepared by the client and contains safeguard measures aimed at addressing the adverse impacts of land acquisition. This ARAP was approved by the World Bank and disclosed in-country and through Infoshop.

Safety of Dams OP/BP 4.37	No	Project activities do not involve construction of new dam or renovation of existing dams.
Projects on International Waterways OP/BP 7.50	No	The project activities will have no impact on international waterways.
Projects in Disputed Areas OP/BP 7.60	No	Project activities are not within disputed areas.

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:

The project involves the development of a new landfill to replace the Whein Town landfill, the only sanitary landfill in Liberia, which is expected to reach its useful end of life shortly, and the operation of existing transfer stations and waste collection points. So the overall environmental and public health impact of this project will be positive in that it will reduce the amount of solid waste that is not collected and properly disposed of in Monrovia. There are no large-scale or irreversible impacts. The proposed project site is relatively unused. It may have been reserved for farming on shifting cultivation basis which is the main farming practice of the community as such there is no need for physical relocation or destruction of crops or property. However, land acquisition will displace right to use land for establishing farms, hence impacting the size of arable land for the affected families. The operation of the proposed Cheesemanburg Landfill as well as the existing transfer stations may also have potential adverse impacts on groundwater and on the surrounding communities as well as those directly involved in the waste collection and disposal activities.

2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:

The main source of potential long-term impact is the proposed landfill. It is expected that the acquired site will be used for at least 50 years. During operation and post-closure phases, the site may not be used for other purposes in the medium to long term. The site will need to be closed, and properly capped and fenced in once the site has reached



its end of useful life. Post-closure monitoring requirements are provided in the ESIA and will need to be strictly followed by the MCC to ensure that potential long-term impacts are mitigated. Siting a landfill site may also reduce the land value of surrounding areas. The project has included rehabilitation of the community feeder road and other assistance to represent appropriate compensation measure. These were identified by the community as main motivation for the release of land and have been incorporated into the project activities.

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

The ESIA for the project had considered several options for solid waste management, including the “do nothing” scenario. Options explored included landfilling, incineration, sorting and recycling, aerobic and anaerobic digesting and “do nothing” scenario. Whilst sorting and recycling diverts a significant portion of the waste stream into useful by-products, this option alone does not solve the waste problem, since all the wastes generated cannot be recycled. This option has to be considered in the context of an integrated waste management program with the objective of reducing the amount of waste to be landfilled. Aerobic and anaerobic digesting also require other waste management options such as recycling, sorting and landfilling in order to be complete and to meet the project objectives. Several sites were also considered in order to minimize the environmental, social and public health impacts of the project. The MCC in 2014 hired a consultant who provided technical support for the selection of the landfill site. Five candidate sites were considered for the development of the landfill. Several criteria, including public acceptance, topography, geology, hydrology, biodiversity (flora and fauna), socio-economic impacts, resettlement etc were considered before settling for the current Cheesemanburg site. After considering all these factors, the Cheesemanburg site was found to be the best site.

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.

Safeguards policies triggered by this project include OP 4.01, OP 4.12 and OP 4.11. The MCC hired an independent environmental consultancy firm to conduct an Environmental and Social Impact Assessment (ESIA) of the project. The ESIA was conducted in line with the Environmental Impact Assessment requirements of the Environmental Protection and Management Law of Liberia. No standalone document has been developed to address OP 4.11. The OP has been triggered as matter of precaution. Even though there are no recognized physical cultural resources in the project area, some project activities involve large excavation. The ESIA thus includes a Chance Find Procedure that outlines steps to be followed in case of chance finds. The project required the acquisition of land for the development of the landfill. The MCC has acquired 100 acres of land for this purpose. The MCC has prepared an Abbreviated Resettlement Action Plan (ARAP) in compliance with OP4.12.to document the social and economic risks associated with the land acquisition and the mitigation measures. The ARAP and the ESIA have been disclosed in country and in the the Bank’s InfoShop.

The Project Implementation Unit (PIU) will have overall responsibility for implementing the ESMP and the ARAP. However, a safeguards implementation capacity assessment of the MCC and the current PIU reveals that neither of these entities has the capacity to implement the safeguards instruments (ESIA and ARAP) developed for this project. The PIU does not have a safeguards specialist. The MCC has an Environmental Health Unit. The capacity of the unit is however very low, with no experience in safeguards implementation for World Bank financed project. The Unit is mainly involved with inspection of illegal dumpsites, public and private latrines, and restaurants. The staff are predominantly high school graduates with no formal training or qualification in safeguards related disciplines. Therefore, the PIU will be required to hire a Safeguards Officer to oversee the implementation of the safeguards instruments developed for the project. The safeguards officer to be hired will also be responsible for mentoring designated MCC staff as part of the capacity building initiative of the MCC.



With respect to environmental and social safeguards, the project will be delivered in three main phases including design and construction, operation, and post-closure. These phases, except the post-closure phase, will be managed by independent contractors. The ESIA has identified potential environmental and social impacts that are associated with each phase, and the mitigation measures required to manage these impacts. The MCC will ensure that these responsibilities are included in the contracts of the various contractors. To ensure that these responsibilities are contractually enforceable and that resources are allocated for their implementation by the contractors, the ESIA will be a part of the bidding package for the design and construction contract as well as the landfill operation (including the transfer stations) contract. Prior to the start of construction and operation of the landfill and its ancillary structures, the contracting entity will be required to develop a Contractor Environmental, Social, Health and Safety Management Plan to be approved by the PIU.

The Plans should incorporate the mitigation measures provided in the ESMP. In case the MCC hires an Owner’s Engineer (OE), which is highly recommended given the low capacity of the MCC to monitor and ensure that construction works are undertaken according to specifications, the OE would be delegated the responsibility to supervise the construction contractor’s implementation of the project approved environmental and social safeguards instruments, including those of the contractors’ own Environmental, Social, Health and Safety Management Plan.

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 are the people of Monrovia and Cheesemanburg, especially those communities around the landfill in Cheesemanburg and the transfer stations in Fiamah and Stockton Creek areas. A subgroup of people who were extensively consulted was the families from which the land was acquired. The MCC has already established ongoing communications with the community at Cheesemanburg, and several community consultations have been held. As part of the ESIA process, the ESIA Consultant, Earthtime Inc., conducted public consultations twice - during the scoping stage and after the final draft of the ESIA was prepared. In addition to the Safeguards Officer who will be recruited, a Cheesemanburg Community Liaison Officer will also be recruited who be a key facilitator of the project Grievance Redress Mechanism. MCC will further pursue consultation throughout the project cycle. To that effect, a framework for community consultation and participation has been developed covering the project phases as part of the ARAP. There will be a community monitoring team who will participate in all studies and jointly monitor project interventions.

Existing ESMPs for the Fiamah and Stockton Creek Transfer Stations will be re-disclosed for this project. All disclosures will occur prior to commencement of any activities with potential adverse impacts. No civil work activities will start prior to the disclosure of these safeguards instrument.

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 April 27, 2017	Date of submission to InfoShop May 19, 2017	For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors
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May 16, 2017

Resettlement Action Plan/Framework/Policy Process

Date of receipt by the Bank

May 5, 2017

Date of submission to InfoShop

June 5, 2017

"In country" Disclosure

June 5, 2017

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)

OP/BP/GP 4.01 - Environment Assessment

Does the project require a stand-alone EA (including EMP) report? Yes

If yes, then did the Regional Environment Unit or Practice Manager (PM) review and approve the EA report? Yes

Are the cost and the accountabilities for the EMP incorporated in the credit/loan? Yes

OP/BP 4.11 - Physical Cultural Resources

Does the EA include adequate measures related to cultural property? Yes

Does the credit/loan incorporate mechanisms to mitigate the potential adverse impacts on cultural property? Yes

OP/BP 4.12 - Involuntary Resettlement

Has a resettlement plan/abbreviated plan/policy framework/process framework (as appropriate) been prepared? Yes

If yes, then did the Regional unit responsible for safeguards or Practice Manager review the plan? Yes

Is physical displacement/relocation expected? No

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Is economic displacement expected? (loss of assets or access to assets that leads to loss of income sources or other means of livelihoods) Yes

The World Bank Policy on Disclosure of Information

Have relevant safeguard policies documents been sent to the World Bank's Infoshop? Yes

Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs? Yes

All Safeguard Policies

Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies? Yes

Have costs related to safeguard policy measures been included in the project cost? Yes

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies? No. However the safeguard measures will be closely monitored by the safeguard officer at the PIU.

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents? Yes

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CONTACT POINT

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Borrower/Client/Recipient

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APPROVAL

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Approved By

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