



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

Appraisal Stage | Date Prepared/Updated: 14 Aug-2016 | Report No: PIDISDSA19514



BASIC INFORMATION

A. Basic Project Data

Country Afghanistan	Project ID P160567	Project Name Citizens' Charter Elements Project	Parent Project ID (if any)
Region SOUTH ASIA	Estimated Appraisal Date 31-Aug-2016	Estimated Board Date 27-Oct-2016	Practice Area (Lead) Social, Urban, Rural and Resilience Global Practice
Lending Instrument Investment Project Financing	Borrower(s) MINISTRY OF FINANCE	Implementing Agency Ministry of Rural Rehabilitation and Development	

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Financing (in USD Million)

Financing Source	Amount
Afghanistan Reconstruction Trust Fund	400.00
Borrower	128.00
IDA Grant	100.00
Total Project Cost	628.00

Environmental Assessment Category

B - Partial Assessment

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

No

Decision

Track II-The review did authorize the preparation to continue

Other Decision (as needed)

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B. Introduction and Context

Country Context

1. **Following the fall of the Taliban government in 2001, Afghanistan has been the focus of a large-scale reconstruction effort that has gone through a number of phases.** The peace and reconstruction agreements reached in Bonn produced a national constitution, a restructured executive branch headed by a strong presidency, and an elected national parliament, nearly a third of which consists of women representatives. This first phase of reconstruction launched quickly, with donors using the World Bank-managed Afghan Reconstruction Trust Fund to pool funding in support of a core set of national governance and service delivery programs.

2. **From 2008 onwards reforms began slowing, coinciding unfortunately, with a return of the Taliban insurgency and an increase in cross-border attacks.** The heavily criticized 2009 election was followed by a period of confrontation between the Karzai government and the US-led support coalition. During this period corruption increasingly spun out of control, reforms tapered off, and popular disillusionment with the government led to rising support for the insurgency. At the same time, the international coalition announced its plans to withdraw over 100,000 troops by 2014, with a target of full withdrawal and handover to the Afghan government by 2016. To help smooth that transition, an International Conference held in Tokyo in late 2012 committed development assistance for the next ten years at levels that were intended to allow the country to maintain a slow glide down from the unrealistically high levels of international aid to more sustainable levels of aid that would complement rather than replace national revenue and expenditure.

3. **Unfortunately, many of the initial assumptions that supported this scenario did not prove to be realistic.** Attacks by the Taliban and other groups rose significantly, forcing the government and donor partners to maintain high levels of security expenditure. The contested election of 2014, which brought the current National Unity Government to power, led to long delays in naming key government appointments, which not only prevented the new government from following through on policies but also deterred Afghan and outside investors from marshalling private sector resources into the Afghan economy, where they could create jobs. And both donors and the new government were surprised by the size of the fiscal gap inherited from the outgoing administration, which was filled only when donors agreed to move outer year pledges forward.

4. **Despite the political and security upheavals over the past 15 years, some notable economic and social progress on post-conflict reconstruction was achieved.** From 2003 – 2012, economic growth averaged 9.4 percent annually driven primarily by aid and security spending. This positive economic growth helped raise GDP per capita from \$186 in 2002 to \$688 in 2012. Key human development indicators including school enrollment, life expectancy, and access to water also improved markedly. School enrollment increased from one million in 2001 to 9.2 million in 2011. Today, girls account for over one-third of school children compared to nearly none in 2001. In the health sector, primary health care coverage expanded significantly and infant and maternal mortality rates declined. Major infrastructure investments have led to gains in access to water, sanitation, electricity, and road connectivity. From 2007-08 to 2013-14, the share of population with access to safe drinking



water increased from 27 to 65 percent; and the share of population with access to electricity increased on average from 41.7 to almost 90 percent nationally.¹ Afghanistan has held five national elections since 2001, established a more open environment for the media and civil society, and drastically increased women's participation in government, business, and public life.

5. **Major security threats and resource constraints however pose formidable challenges to continuing socio-economic progress.** The foremost constraint facing Afghanistan's development prospects is the ongoing conflict and its broader implications for the economy and society. Nearly four decades of protracted conflict have resulted in weakened government institutions and severe social and ethnic cleavages. The three most relevant sociological fracture lines concern ethnic and tribal identity; rural versus urban divides; and varying beliefs in the changing role of women in political and economic life. Fragility and conflict continue to be critical threats to personal safety, public service delivery, and private investments. According to the United Nations, civilian casualties are on the increase, with 2015 recording the highest level on record of conflict-related civilian deaths and injuries. The lack of security affects Afghan citizens on a daily basis and makes the government's delivery of services across the country's 34 provinces extremely difficult.

6. **And despite earlier accomplishments, Afghanistan remains one of the least developed countries in the world.** Poverty rates stand at 39.1 percent as of 2013-14, with signs of growing inequality. Gaps in access to services between the poor and non-poor are sizeable. Economic growth fell sharply to 1.5-2 percent in 2014 and 2015 respectively. Donor plans to reduce foreign aid is another major challenge. Afghanistan is highly dependent upon foreign aid, which amounted to 45 percent of GDP in 2013. Security expenditures are remarkably high (with on-budget and off-budget security spending about 25 percent of GDP in 2014), thus limiting fiscal space for much needed civilian operating and development spending. Furthermore, the country's demographic trends make poverty reduction challenging. Afghanistan faces high population growth and a youth bulge, with 400,000 entrants into the labor force each year. The proportion of the population aged 15 or below is 51.3 percent, making Afghanistan one of the youngest countries in Asia with extremely high dependency ratios. These demographic pressures are in the future likely to be exacerbated by significant numbers of returning refugees and internally displaced persons (IDPs). Lastly, vulnerability to weather-related shocks and natural disasters is high in Afghanistan especially among poorer households.

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Sectoral and Institutional Context

7. **In 2003, and in response to the severe deficit of basic services and trust in central government's abilities, the newly installed government of President Karzai established the National Solidarity Program (NSP).** NSP is one of the earliest World Bank-funded initiatives that has used a community-driven development approach to reach some 35,000 communities over the past 14

¹ Central Statistics Organization of Afghanistan (2015). "Afghanistan Living Conditions Survey 2013-2014." Kabul: Central Statistics Organization of Afghanistan; World Bank Afghanistan Systematic Country Diagnostic (February 2016).



years. NSP is an on-budget program implemented by the Ministry of Rural Rehabilitation and Development (MRRD) that provides block grants to communities so that they can invest on the basis of community development plans formulated with the help of Facilitating Partners (usually NGOs) hired and managed by the government. The Facilitating Partners help the government hold elections for representative (but non-juridical) Community Development Councils, provide training in participatory planning and sound fiduciary practices, and engineering oversight and review for community infrastructure projects. NSP has helped establish CDCs across all provinces of Afghanistan. Half of all council seats are allocated to women, giving them the opportunity to participate in decision-making at the village level and a forum to voice their opinions. NSP has worked through CDCs to identify and implement over 81,000 small-scale reconstruction and development activities, providing over 13 million Afghans with access to improved water supply and sanitation, rural roads, irrigation, power supply, health, and education services. The program has generated 47.8 million days of work for skilled and unskilled workers, injecting much needed short-term wage transfers into poor rural communities throughout Afghanistan. NSP's recent Maintenance Cash Grant program helps to ensure that the employment generated would also provide an estimated two to three months of food security to participating households.

8. **From the perspective of the national government, while NSP has been a major success story, it also operates under a number of constraints.** First, the NSP model was never adopted by Afghan cities, even though several of the same NGOs that execute NSP have been running small but successful projects of their own in urban areas. Second, despite many efforts by the Ministry of Rural Rehabilitation and Development and the World Bank, other line ministries have been reluctant to work through CDCs, viewing them as project committees of MRRD and NSP only. This approach has resulted in fragmentation and parallel channels of service delivery. And third, NSP block grant sizes are too large for the government to sustain over the long term given the fiscal scenario for the country. At \$200 per family and an average block grant size of approximately \$38,000, national coverage – which would require at least 50 percent of the Government's development budget² – would be unsustainable. Gaps in service delivery for the poor would in the future need to be filled in a more harmonized and coordinated manner working across multiple ministries.

9. **In response to these and other clear development challenges, in December 2014, the new Unity Government declared its commitment to reform and recovery through its paper “Realizing Self-Reliance: Commitments to Reforms and Renewed Partnership.”** That paper, presented at the London Conference, outlined a reform agenda aimed at helping the country move towards peace, recovery, and growth.³ The Government prioritized seven programmatic areas of critical importance for reform: (i) improving security and political stability; (ii) tackling the underlying drivers of corruption; (iii) building better governance; (iv) restoring fiscal sustainability; (v) reforming development planning and management; (vi) bolstering private sector confidence and creating jobs; and (vii) ensuring citizens' development and securing human rights.

² Calculations based upon analysis from report of Sean Bradley, Robert Wrobel, Makiko Watanabe, Naila Ahmed, Richard Spencer Hogg (2015). “Technical Assistance Paper on the National Solidarity Program of the Islamic Republic of Afghanistan.” Washington DC: World Bank.

³ Government of Afghanistan. (December 2014). “Realizing Self-Reliance: Commitments to Reform and Renewed Partnerships,” London Conference on Afghanistan.



10. **Within the last pillar, the Government promised to develop a Citizens' Charter that will set a threshold of core services to be provided to all communities and help make CDCs inclusive and representative bodies.** Consequently, in September 2015, the Government announced its intention to launch the Citizens' Charter National Priority Program ("Citizens' Charter") as one of twelve national priority programs meant to implement the reform agenda.

11. **In line with the country's reform plans, the Afghanistan Country Partnership Framework (CPF) is currently being prepared and is expected to be completed by the end of CY2016.** It covers the four year period from FY2017 to FY2020 and contains three broad pillars: (i) building strong and accountable institutions; (ii) inclusive growth; and (iii) social inclusion. The Citizens' Charter will be a major contributor to the first pillar of building strong and accountable institutions especially by strengthening the capacity of Community Development Councils (CDCs) to plan and monitor local service delivery and hold government and service providers better to account. By helping to improve services, especially for the poor and most vulnerable, the Citizens' Charter will also contribute to the third CPF pillar of Social Inclusion.

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C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

12. The Citizens' Charter Elements Project (CCEP) is one slice of the larger, ten-year Citizens' Charter National Priority Program that will be supported through the government budget, the Afghanistan Reconstruction Trust Fund (ARTF) and the World Bank/IDA. CCEP will support the first four-year phase of the Citizens' Charter.

13. The Project Development Objective for the Citizens' Charter Elements Project is to improve the delivery of core infrastructure and social services to participating communities through strengthened Community Development Councils (CDCs). These services are part of a minimum service standard package that the Government is committed to delivering to the citizens of Afghanistan.

Key Results

14. The key results indicators for the PDO are:

- (a) Minimum of 8.5 million direct and indirect beneficiaries reached by CCEP;
- (b) Min. of 35 percent of direct and indirect beneficiaries will be women;
- (c) Min. of 11,500 communities⁴ in rural and urban areas receiving the stated minimum service standards; and

⁴ Minimum target is estimated at 11,500 communities (11,000 rural and 500 urban) due to high risks of insecurity. However, overall coverage target is planned for 12,600 total communities (12,000 rural and 600 urban communities).



- (d) Min. of 11,500 CDCs/clusters/*gozars* able to plan, implement, monitor and coordinate development activities as measured by an institutional maturity index.⁵

D. Project Description

15. **The Citizens' Charter Elements Project will seek to address key limitations of line agency efforts and NSP to date, and respond to financial constraints to national development investments.** First, it will bring together under one umbrella program the rural and urban community level work. Afghan cities are growing at a rapid rate, caused partially by an influx of returning refugees and internally displaced. The population of Afghan cities is expected to double within the next 15 years and by 2060, one in every two Afghans will be living in cities.⁶ Informal settlements in major cities are growing while the number of poor – an estimated 29 percent of the urban population – do not have access to basic services and are living in slum-like conditions. As urban areas have spread over the years, NSP and other projects have formed some 1,800 peri-urban and urban CDCs to increase community participation, give voice to urban residents, and provide some vital services. The Citizens' Charter will build upon the work already being done in urban communities.

16. **Second, consolidating service delivery under the Citizens' Charter brings many advantages to Afghanistan's development planning.** First and foremost, it will streamline the various parallel service delivery mechanisms amongst ministries and focus on key basic services needed by communities. Afghanistan's poor need to have access to a basic level of services in order to participate productively in the country's economic development. The Charter aims to fill these needs and focus investments exclusively on critical services. Second, by strengthening citizen engagement and monitoring in the delivery of services such as clean drinking water, education and health, it increases the chances of those services actually being delivered. Third, by transferring resources and responsibilities for local level infrastructure to communities, it frees up technical line agencies to focus upon larger, more technically sophisticated infrastructure. As evidenced during the past 14 years of NSP, communities feel more ownership of their infrastructure. Despite their high rates of poverty, Afghan communities contribute approximately 13 percent on average to NSP's construction costs, (30 percent on average in urban areas) and they can build infrastructure more cost effectively using local labor. The use of community force account and local labor injects valuable liquidity and short-term employment into poor rural areas. And lastly, community programs have had the best track record in Afghanistan for involving women in local decision-making.

17. **This transition means that there will be increased emphasis on linking CDCs with local government institutions and ministries following a systems-based rather than project-based approach.** 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 for all line ministries to reach communities. For example, the Ministry of Agriculture has worked closely with CDCs in several areas to deliver agricultural extension services

⁵ Under NSP, a CDC Maturity Index was developed to assess the organizational and management capabilities of CDCs. This Maturity Index will be enhanced for use under the Citizens' Charter.

⁶ State of Cities Report, UN-Habitat (2015).



to communities; in other areas, the Provincial Education departments have worked hand-in-hand with CDCs in remote areas to construct schools and add facilities. 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).⁷ However, those efforts have been ad-hoc and non-systematic. Moving forward, the Citizens' Charter will build upon the community platform created through NSP over the past 14 years and strengthen the partnership between government and communities. CDCs 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.

18. **To provide improved services, the Citizens' Charter will set a threshold of core infrastructure and services that the government will provide to all accessible communities over the next ten years.** The critical services include: basic education and health services; clean drinking water; and other rural infrastructure as explained below. The Charter is not only about the delivery of services but also about the standards of service delivery citizens can expect.

19. **The Citizens' Charter will be the first inter-ministerial program where Ministries collaborate on a single program in both rural and urban areas.** The Ministry of Finance (MoF) chairs the government's working group on Citizens' Charter with the Ministry of Rural Rehabilitation and Development and the Independent Directorate of Local Governance (IDLG) as lead implementing agencies for the rural and urban components respectively. The working group also consists of the Ministry of Education (MoE), Ministry of Public Health (MoPH), and Ministry of Agriculture, Irrigation and Livestock (MAIL).

20. **Core design features of the Citizens' Charter include:**

- (a) **CDCs/Clusters are the linchpin of the Citizens' Charter strategy.** They will become the central body for community development overseeing sectoral associations or *shuras* as subcommittees. Education, health and agricultural *shuras* will work more closely with CDCs/clusters to deliver the minimum package of services.
- (b) **Social inclusion will be much more heavily emphasized under the Charter.** As seen in recent years, Afghanistan can experience rapid economic growth, however that growth may not be shared. The project will be putting a much greater emphasis upon social inclusion of vulnerable groups including women, refugee returnees, IDPs and others. This will be done through enhanced community mapping and wealth ranking exercises, needs identification and gap analysis, more intensive training of all staff and CDCs, clusters, and *Gozar* Assemblies, and monitoring and evaluation of poverty targeting and inclusion. The Project will be developing a more robust monitoring and reporting system to track whether women, the poor and vulnerable groups such as returnees/IDPs are participating.

⁷ See Sean Bradley, Robert Wrobel, Makiko Watanabe, Naila Ahmed, Richard Spencer Hogg (2015). "Technical Assistance Paper on the National Solidarity Program of the Islamic Republic of Afghanistan." Washington DC: World Bank.



- (c) **In addition to overseeing implementation of infrastructure projects, CDCs will monitor and report upon service delivery from other line ministries at the community level** (e.g. monitoring teacher attendance, health clinic hours and services, etc). Citizens will monitor and report upon services that communities *should be receiving* under existing programs.
- (d) **The project will strengthen the service delivery capabilities and accountability of sub-national government, including provincial, district and municipality levels.** These entities will help select project locations, provide technical assistance and oversight to communities, and help resolve problems and grievances.
- (e) **Improved disaster risk prevention, mitigation and management measures will be included.** While NSP implemented some disaster risk management measures, they were ad hoc and not program-wide. The Citizens' Charter will strengthen disaster risk management aspects.

21. **The service standards of the Citizens' Charter and CCEP are:**

In Rural Areas

Approximately 12,000 rural communities across 34 provinces will receive:

- (a) **Universal access to clean drinking water:** one water point per 25 families, providing 25 liters of water per person per day.
- (b) **Rural Infrastructure:** communities will have at least one of the following services (depending on gap analysis, community prioritization and accessibility):
 - **Basic electricity:** 100W per household through solar, micro hydro, biogas or wind (only in areas that cannot be reached by the grid)
 - **Basic road access:** within two kilometers walking distance from nearest accessible rural road (accessible areas only)
 - **Small-scale irrigation infrastructure:** this includes: intakes (for secondary/tertiary canals); water divider; water control gates; siphon; water reservoir up to 10,000 M3 capacity; rehabilitation or construction of small irrigation canal; protection wall; gabion wall; aqueducts; super passage.
- (c) **Quality education in government schools** as part of MoE's existing education standards:
 - Teachers will have at least grade 12 education
 - Students will have 24 hours per week of education in grade 1-3, 30 hours of education in grade 4-6 and 36 hours of education in grade 7-12.



- (d) **Delivery of Basic Package of Health Services**, as part of the MoPH's existing health package:
- Health facilities will comply with required opening hours (8am to 4pm), required staffing requirements, and provide mandated services:
 - **Health Post:** Awareness on malaria, diarrhea, and acute respiratory infections, referral to health facilities and health education.
 - **Health Sub-Centre:** Treatment of pneumonia, diarrhea, and malaria, antenatal care, family planning, tuberculosis case detection and referral and immunization services.
 - **Basic Health Centre:** outpatient care, immunizations and maternal and newborn care, nutrition interventions.
 - **Comprehensive Health Centre:** Antenatal, delivery, postpartum and newborn care, routine immunization, nutrition interventions.

In Urban Areas

22. **Urban areas require a different set of criteria and operating procedures because of the complex structure of community representation and population density, as well as different infrastructure needs.** Also, the urban areas have not had the years of experience with NSP as in rural areas. Lastly, urban infrastructure needs to be part of an overall municipal development plan with linkages to trunk infrastructure.

23. **CCEP will cover 600 CDCs and 120 Gozars (composed of five CDCs or up to 1,000 – 1,250 households) in the four major provincial capitals.** Each urban CDC will receive a grant of \$70,000 over the course of four years. Based upon the needs and priorities of the community and the Community Development/Action Plan, the community can choose one or more services from the list below:

- (a) **Street upgrading and drainage:** includes concreting streets, sidewalks, drainage and tree planting along streets;
- (b) **Solid waste management:** solid waste management from the household level, which includes awareness raising, linked to existing municipal waste collection mechanisms;
- (c) **Provision of potable water:** can include extension of existing municipal water network, small water supply scheme or hand pump installation;
- (d) **Household numbering;**
- (e) **Lighting/Electricity:** can include extension of electrical grip, including installation of electrical transformers. Additionally households will be encouraged to install lights outside their homes.



24. Each *Gozar* will receive a total grant of \$200,000 over the course of four years. Based on the needs and priorities of the community and the Community Action Plan, the community can choose one or more services from the menu below:

- (a) **Secondary Road upgrading and readjustment:** includes concreting streets, sidewalks, drainage, and tree planting along streets;
- (b) **Provision of potable water network:** extension of existing municipal water network;
- (c) **Park/recreation area/playground** for children and women;
- (d) **Solid waste management:** linkage for transfer of waste from designated waste site to dump site, facilitated by municipality;
- (e) **Livelihood projects for women:** a percentage of the *Gozar* grant will be designated for women’s projects, particularly women’s economic empowerment, with linkage to relevant urban market demands in the area and prioritization of women;
- (f) **Lighting/Electricity:** can include extension of electrical grip, including installation of electrical transformers. Additionally, lights will be installed on secondary streets.

Table 1: Citizens’ Charter Service Standards

Rural Areas	Urban Areas
Access to Clean Drinking Water Access to Rural Infrastructure. Choice of: <ul style="list-style-type: none"> ▪ Road Access ▪ Electricity (in areas not reached by grid) ▪ Small-Scale Irrigation 	Access to Urban Infrastructure. Choice of: <ul style="list-style-type: none"> ▪ Potable Water ▪ Street upgrading and drainage ▪ Lighting, Electricity ▪ Park, recreation area ▪ Solid Waste Management ▪ Household numbering ▪ Livelihood projects for women
MoPH Health Standards <ul style="list-style-type: none"> ▪ Health facilities complying with required open hours, staffing, and mandated health services ▪ In urban areas, pharmacies will be registered and meet basic MoPH requirements 	
MoE Education Standards <ul style="list-style-type: none"> ▪ Teachers with a least grade 12 education ▪ Students will have 24 – 36 hrs per week of education 	

25. All infrastructure investments at the community and *Gozar* level will be validated by Municipal authorities to ensure that they are consistent with municipal development plans. Under

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the current urban community projects, it is standard practice to have municipalities validate these plans so that there is no duplication and to improve linkages with trunk infrastructure.

26. **At the Gozar level, communities will monitor to ensure:**

- (a) **Quality education in government schools** (same as in rural areas, noted above);
- (b) **Delivery of basic package of health services** (same as in rural areas, noted above);
- (c) **Private health facilities will provide health services according to agreed standards with MoPH.** All facilities must: be appropriately staffed; meet hygiene requirements, including disposal of medical waste; provide adequate space and privacy, particularly for female patients; and keep patient records; and
- (d) **Pharmacies will be registered and meet basic requirements stipulated by MoPH.** All pharmacies must: have a license that is visibly displayed, with licensed pharmacists on duty; and clearly state and stamp the price of medication.

27. For **agriculture**, during project preparation, it was determined that it would be difficult to specify a service standard which would be applicable and meaningful across all 34 provinces given the diverse agricultural climates and needs in the country. And unlike education and health, the existing agricultural projects are not national in scope. As with NSP, however, the Ministry of Agriculture, Irrigation and Livestock (MAIL) will work closely with CDCs in specific areas of the country to provide extension services, train farmers, and assist with farm to market linkages and agricultural process as part of existing MAIL projects.

28. ***Strengthening the Sectoral Response and Supply Side of Service Delivery.*** Attaining the minimum service standards as described above will require strong commitment and enhanced coordination between communities and line ministries at the various levels. To make the “supply-meets-demand” cycle work, the Project will: (i) build a strong monitoring and reporting mechanism into the operation. CDCs, assisted by Facilitating Partners, will complete simple scorecards on the achievement of the standards and these scorecards will be discussed with local service providers (schools, health clinics, district line ministries) and reported back to the district and provincial levels where results will be reviewed at a forum chaired by the Governor. The quarterly reports will also be sent to the Office of the President, Ministry of Finance, and Citizens’ Charter national working group to monitor progress, remove obstacles, and re-allocate resources if needed. The Charter will be tied to MoF’s current performance-based budgeting reforms; (ii) the project will strengthen the presence of engineers and management units at the provincial, municipality and some district levels to provide technical assistance to CDCs, address grievances, and resolve issues; and (iii) new training modules are being developed to build the capacity of CDCs and provincial and local governments to provide services.

29. ***Selection of Project Locations for Phase One.*** For equity reasons, CCEP will start in all 34 provinces of the country and the four major city hubs (except for Kabul). Approximately one-third of districts were chosen in each province based upon two criteria: (i) security and accessibility of communities; and (ii) those communities that have not recently received a second round grants from



NSP or other donor funding for similar activities. Using the aforementioned criteria, the President's Office, line ministries, and provincial governors and mayors have selected the districts. The other two-thirds of the country will be covered in subsequent phases, funding permitting. As for the urban municipalities, Kabul is not part of the first phase of the CCEP because Kabul already has several urban projects funded through separate sources. It is expected that Kabul will be included in future phases assuming funding becomes available.

Project Components

30. **Component 1: Service Standards Grants.** This component will support two types of grants to CDCs:

- (a) **Rural Areas Service Standards Grants.** This rural sub-component will support the minimum service standards related to rural infrastructure (see earlier description). Allocations will be based upon an initial gap and needs assessment to determine the current status of the minimum service standards in each community/cluster. This includes water supply and a choice of basic road access, electricity, and small-scale irrigation to approximately 12,000 rural communities (or some eight million residents) under CCEP. The average cost for all types of subprojects is expected to be \$28,000. CDCs will implement most of these projects with technical assistance from MRRD and Facilitating Partners.
- (b) **Urban Areas Block Grants.** This sub-component supports grants to 600 urban CDCs and 120 Gozars in four major cities (Herat, Mazar-i-Sharif, Kandahar, and Jalalabad) to fund small infrastructure works in urban settings. These four major cities are home to some 945,000 urban dwellers. The menu of options includes street upgrading, parks, lighting, provision of potable water, solid waste management arrangements, and women's economic activities. Urban CDCs will receive \$70,000 and Gozars will receive \$200,000 over the course of four years. This urban sub-component, to be implemented through IDLG and the mayors, will support service delivery linkages between the CDC, Cluster/*Gozar*, urban district and municipal levels. All urban CDC and *Gozar* development/action plans will be validated and be consistent with overall municipality plans. Municipality authorities will participate in meetings regarding the CDC & GA plans to ensure proper linkages for more comprehensive urban development.

Component One is designed flexibly and budgeted to accommodate emergency needs in case for example, of significant returnee/IDP inflows or disasters.

31. **Component 2: Institution Building.** CCEP aims to build strong Afghan institutions from national to local levels, capable of planning and managing their own development. This component will support: capacity building and facilitation of CDCs, CDC Clusters and in urban areas, *Gozar* Assemblies, Facilitating Partners and oversight consultant contracts; and capacity building support to the local government structure in rural and urban areas to respond to community demand, monitor and support CDCs.



32. **Component 3: Monitoring and Knowledge Learning.** This component includes learning activities from village to national levels, exchange visits across communities, especially for women, and support for thematic studies and evaluations.

- (a) **Citizens' monitoring and scorecard.** A core part of the CCEP will be to strengthen citizens' monitoring and their ability to report problems. The project will develop simple citizens' scorecards to be completed by CDCs and social monitors to report upon the minimum service standards. CCEP will also track more closely the participation of women, the poor and vulnerable groups such as returnees/IDPs throughout the project cycle. Furthermore, taking advantage of technology and high mobile access coverage in the country, CCEP will explore mobile applications for reporting and grievance redress. Second, the project will innovate and use the satellite imagery of the existing ARTF third party monitoring activity to validate infrastructure gaps and service delivery outputs. For example, the presence of schools and irrigation canals in a sample number of areas will be validated through satellite imagery against community monitoring reports. Lastly, this component will support ways to strengthen a coordinated approach across line ministries' monitoring and evaluation mechanisms including at the community, district and provincial levels within government and with third party monitors. As part of the Government's strong commitment to making the Citizens' Charter operate effectively, the Office of the President and the Ministry of Finance will receive quarterly progress reports on the achievement of the service standards so they can closely monitor progress, assist with removing bottlenecks in service delivery, and allocate budgetary resources as needed.
- (b) **Studies and evaluations.** Several studies are planned related to service delivery, CDC institution strengthening, social inclusion, 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.

33. **Component 4: Project Implementation and Management.** This component will support the management and oversight of CCEP at the national, provincial and district levels in rural areas and in the urban areas, the municipal management units in the four regional hub cities. The management teams 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.



Component Name:

1. Service Standards Grants

Comments (optional)

Government will be providing an additional \$128 million for service standards grants

Component Name:

2. Institution Building

Comments (optional)

Component Name:

3. M&E, Knowledge Learning

Comments (optional)

Component Name:

4. Project Implementation and Management

Comments (optional)

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

F. Environmental and Social Safeguards Specialists on the Team

IMPLEMENTATION

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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 as the service delivery grants under Component 1 may



cause adverse environmental impacts, including occupational health and safety issues. The ESMF will address issues regarding the environmental impacts as well as spelling out the policy, guidelines and procedures to minimize and mitigate the likelihood of the any negative impacts. It is anticipated that the proposed upgrading of small infrastructure works under Component 1 will have minimal adverse impact on the environment. Such impacts are expected to be small, localized and temporary and thus effectively managed with tangible and easily applied mitigation measures to be included in Environmental and Social Management Plans. An assessment of the negative impacts can be classified into pre-construction, construction and post-construction phases. Typical potential minor environmental impacts during rehabilitation and construction include, but are not limited to, soil and land degradation, increased dust/air pollution, noise level increase, water pollution and construction debris.

In compliance with World Bank's safeguards policies, Afghanistan Environmental Law and Evaluating Environmental Impact Regulation, sub-projects with significant adverse impact should go for Environmental Clearance (EC) by NEPA. CCEP sub-projects are small-scaled and community demand driven therefore, it is expected to have very limited adverse impacts. However, the safeguards instruments will thoroughly investigate to ensure avoiding of Category A type of interventions. Based on the scale and scope of the sub-projects, it is anticipated that EC will be taken for a number of identical sample sub-projects from NEPA per province, as was the agreement from the NSP (Annex 12).

Natural Habitats OP/BP 4.04	No	This policy is not triggered, because the project components are not expected to be implemented in the area of any natural habitat or will not have any impact on it.
Forests OP/BP 4.36	No	The project activities do not impact forests in any way, as defined by the policy.
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.



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Physical Cultural Resources OP/BP 4.11	Yes	<p>Physical Cultural Resources WB OP 4.11 is triggered because it is possible that proposed investments might be located in areas and locations that may negatively impact local cultural properties and/or historical sites. Such possibilities are considered remote because of the small size of any sub-investments, none of which involve excavation. Procedures for dealing with chance finds of historical or cultural artifacts are set out in Annex 4 of the ESMF. Cultural and Historical Management Plans will be prepared as required.</p> <p>Consultations on an advanced draft of the ESMF were held with a range of stakeholders in Kabul on June 29 2016. The minutes from those consultations are attached as an annex to the final draft of the ESMF. The final draft of the ESMF has been disclosed on MRRD and IDLG websites in Pashto and Dari.</p> <p>Gender will be mainstreamed in all components of the CCEP. Building on the NSP's achievements in this regard and lessons learned, the CCEP will take proactive measures to ensure women's active participation throughout the project cycle, including quotas for female participation in CDCs; female staffing; provision of gender-related trainings; involving women in community planning, decision-making, and monitoring processes; and sensitizing the communities on the role of gender in development. See Annex 6: Gender Plan for Citizens' Charter Elements Project for more details.</p>
Indigenous Peoples OP/BP 4.10	No	<p>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.</p>
Involuntary Resettlement OP/BP 4.12	Yes	<p>Involuntary Resettlement OP/BP 4.12 is triggered due to potential land acquisition. Although no resettlement, major land acquisition and/or asset loss is expected, very small areas of land may be bought outright (willing buyer - willing seller) or acquired against community compensation to facilitate new or rehabilitation of small-scale infrastructure work under Component 1. In regard to the Government land transferred by the authorities to the project, documentation must be free of encroachments,</p>



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squatters, competing claims or other encumbrances. In exceptional cases, minor voluntary land donation may occur in certain areas but only if there are no structures or assets on the land and the impact of the donation on the livelihood of the landowner is not significant (less than 10 percent). The voluntary nature of the donation will be fully documented and independently verified. The voluntary nature of the donation will be fully documented and independently verified. A separate Resettlement Policy Framework (RPF) has been developed to guide the preparation of Resettlement Action Plan (RAP) and Abbreviated RAP as needed. The RPF provide the guidance on the process of resettlement and land acquisition issues.

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.

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:

OP/BP 4.01: Environmental Assessment is triggered as the service delivery grants under Component 1 may cause adverse environmental impacts, including occupational health and safety issues. The ESMF will address issues regarding the environmental impacts as well as spelling out the policy, guidelines and procedures to minimize and mitigate the likelihood of the any negative impacts. It is anticipated that the proposed upgrading of small infrastructure works under Component 1 will have minimal adverse impact on the environment.

WB OP 4.11: Physical Cultural Resources is triggered because it is possible that proposed investments might be located in areas and locations that may negatively impact local cultural properties and/or historical sites. Such possibilities are considered remote because of the small size of any sub-investments, none of which involve excavation. Procedures for dealing with chance finds of historical or cultural artifacts are set out in Annex 4 of the ESMF. Cultural and Historical Management Plans will be prepared as required.

OP/BP 4.12: Involuntary Resettlement is triggered due to potential land acquisition. Although no resettlement, major land acquisition and/or asset loss is expected, very small areas of land may be bought outright (willing buyer - willing seller) or acquired against community compensation to facilitate new or rehabilitation of small-scale infrastructure work under Component 1.

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



There will be no indirect/or long term impacts.

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

Not relevant.

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 Government has prepared an Environment and Social Management Framework to address safeguard policy issues. MRRD has 14 years of addressing safeguards issues through the National Solidarity Project. Independent audits and third party monitoring have uncovered no violations of safeguards policies. For IDLG, they will be guided by the same ESMF and Operations Manual as MRRD and will be provided training on safeguards.

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

Consultations on an advanced draft of the ESMF were held with a range of stakeholders in Kabul on June 29 2016. The minutes from those consultations are attached as an annex to the final draft of the ESMF. The final draft of the ESMF has been disclosed on MRRD and IDLG websites in Pashto and Dari.

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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 to InfoShop	For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors
18-Jul-2016	10-Aug-2016	

"In country" Disclosure

Afghanistan
10-Aug-2016

Comments

This is an ESMF

Resettlement Action Plan/Framework/Policy Process

Date of receipt by the Bank	Date of submission to InfoShop
18-Jul-2016	10-Aug-2016

"In country" Disclosure

Afghanistan
10-Aug-2016

Comments



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?

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

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

OP/BP 4.11 - Physical Cultural Resources

Does the EA include adequate measures related to cultural property?

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

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OP/BP 4.12 - Involuntary Resettlement

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

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

Is physical displacement/relocation expected?

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

The World Bank Policy on Disclosure of Information

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

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?

All Safeguard Policies



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

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

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?

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

CONTACT POINT

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APPROVAL

Task Team Leader(s):	Susan Wong
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Approved By

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Country Director:	Robert J. Saum	31-Aug-2016

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