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

Appraisal Stage | Date Prepared/Updated: 11-June-2023 | Report No: PIDISDSA36022



BASIC INFORMATION

A. Basic Project Data

Country Jordan	Project ID P180617	Project Name Municipal Services and Social Resilience Project 4th AF	Parent Project ID (if any) P147689
Parent Project Name Jordan- Municipal Services and Social Resilience	Region MIDDLE EAST AND NORTH AFRICA	Estimated Appraisal Date 26-May-2023	Estimated Board Date 15-Jun-2023
Practice Area (Lead) Urban, Resilience and Land	Financing Instrument Investment Project Financing	Borrower(s) Ministry of Planning and International Cooperation (MOPIC)	Implementing Agency Ministry of Local Administration

Proposed Development Objective(s) Parent

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

Components

Municipal Grants
Institutional Support and Project Management

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	4.70
Total Financing	4.70
of which IBRD/IDA	0.00
Financing Gap	0.00

DETAILS

Non-World Bank Group Financing

Trust Funds	4.70
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MNA VPU Free-standing Trust Funds	4.70
Environmental Assessment Category	
B-Partial Assessment	
'Have the Safeguards oversight and clearance function been transferred to the Practice Manager?' Yes	
Decision	

Other Decision (as needed)

B. Introduction and Context

Country Context

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

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

Sectoral and Institutional Context

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

Consistent with this shift in the overall approach to addressing the Syrian crisis, in February 2016, the Government of Jordan signed the ‘Jordan Compact’ which put forward a more holistic framework for addressing the crisis; an approach that (i) addresses the wellbeing of the Syrian refugees while responding to the

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immediate needs of the host communities; and (ii) supports Jordan's growth agenda and longer-term resilience and economic stability.

In response to the impacts of Syrian refugee crisis in Jordan, the World Bank approved financing for the Emergency Services and Social Resilience Project (ESSRP) through a Multi-Donor Trust Fund¹, with an aim to address the impact of the large influx of Syrian refugees on Jordanian host communities. Jordan is hosting nearly 1.3 million Syrian refugees, 80 percent of whom live in host communities². Syrian refugees account for 13 percent of Jordan's population. The numbers of refugees joining host communities in Jordan has significantly strained the country's systems and added pressure on basic service delivery in water, sanitation, electricity, solid waste management, health and education. In response, ESSRP, which was approved in October 2013, provided a grant of US\$52.7 million with the objective of helping Jordanian municipalities and host communities address the immediate service delivery impacts of Syrian refugee inflows and strengthening municipal capacity to support local economic development.

The Bank approved the following subsequent AFs to the parent project to scale up project activities: i) the First AF grant of US\$10.8 million in December 2016; ii) the Second AF grant of US\$30 million in December 2017; and, iii) Third AF grant of US\$8.8 million in August 2020. The following changes were made to the parent project at the Second AF: (i) the PDO was revised to *"support Jordanian municipalities affected by the influx of Syrian refugees in delivering services and employment opportunities for Jordanians and Syrians"*; (ii) the name of the parent project was changed from *"Emergency Services and Social Resilience Project"* (ESSRP) to *"Municipal Services and Social Resilience Project"* (MSSRP); (iii) the closing date was revised to December 31, 2020; and (iv) this second AF was financed through a new Multi-Donor Trust Fund, namely the Municipal Services and Social Resilience Project Trust Fund (TF072798)³. With the Third AF and restructuring, five additional municipalities were added to the existing 21 municipalities, US\$2.06 million was provided to support municipalities in battling the COVID-19 pandemic and the closing date was subsequently extended to June 30, 2023.

The proposed fourth AF will further help translate the commitments under the Jordan Compact, JRP and recently launched Economic Modernization Vision. The GOJ recently launched the Economic Modernization Vision for Jordan that aims at quality of life and economic growth and one of the key drivers for achieving the targets is through urban development. With better service delivery and job creation, the MSSRP and the fourth AF will contribute to these goals and targets. The donor community has also expressed its interest in sustaining the MDTF as a critical platform for providing coordinated financing and institutional support to municipalities and fill in the funding gap in the existing activities under MSSRP.

1 The Multi-Donor Trust Fund for ESSRP was funded by the Governments of the United Kingdom, Sweden, Canada, the Netherlands, and IBRD. It was administered by the World Bank

2 As per Jordan census records 2015.

3 The Multi-Donor Trust Fund for MSSRP is funded by the Governments of the United Kingdom, Canada, the Netherlands, and the United States Agency for International Development. It is administered by the World Bank.



C. Proposed Development Objective(s)

Original PDO

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

Current PDO

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

Key Results

The project provided funding for basic service delivery and job creation in participating municipalities. It is estimated to have benefited over 2.8 million people directly, of whom 22 percent are Syrians and 45% are women. The impact of the project has been most visible in smaller municipalities, where project investments have had a relatively large impact. Project investments have provided 995,000 square meters of roads; 1,200 streetlights; 4,100 square meters of public buildings; and around 12,000 square meters of public leisure spaces. In addition, the project provided approximately 45,000 person-days of employment to Jordanians and Syrians through labor intensive public works (LIPW) and aims to achieve a target of more than 110,000 person-days. The visible improvements in living conditions are expected to have helped restore trust between communities and municipalities. Almost 66% of the beneficiaries are satisfied with the project's investments.

The progress towards achievement of the PDO and overall Implementation Progress (IP) have both been consistently rated by the Bank as 'Moderately Satisfactory (MS)' in last year. Ninety seven percent of the entire grant of US\$102.31 million has been disbursed as of June 15, 2023. The project is in compliance with all legal covenants, as well as the Bank safeguards and fiduciary policies⁴. There are no overdue Interim Un-audited Financial Reports (IFRs). The audited financial statements of the project for the year ended December 31, 2021 were submitted and the auditor issued a clean audit opinion and did not report any significant weaknesses in the project's internal controls.

D. Project Description

Component 1: Municipal Grants, comprises two parts: Block grants to municipalities in two cycles; and an Innovation Fund (IF) that provides grants to municipalities on a competitive basis. The first cycle of municipal grants (41 sub-projects) has been completed and the second cycle (31 sub-projects) is on-going. The sub-projects under Municipal Grants are selected based on extensive community consultations and tend to fund municipal infrastructure, such as parks, playgrounds, public and green spaces, roads and street pavements, , drainage and flood protection systems, energy efficiency measures (e.g., LED streetlights and solar cells), and the

⁴ MSSRP was under partial suspension of disbursements between mid-February 2021 and mid-November 2021 due to the failure of the Recipient to maintain a Project Management Unit (PMU) that was functioning satisfactorily. The Recipient has appointed a qualified Director of the PMU and the PMU's functioning has improved and project progress is now in order.



provision of equipment and goods for solid waste management and other services. Many of these sub-projects also contribute to climate change co-benefits (paragraph 15), particularly sub-projects to enhance energy efficiency through the use of alternative energy sources and for reducing congestion through the construction of roads and sidewalks. The first cycle (MG Cycle 1) commenced in September 2018 with an allocation of US\$14 million and a total of 39 sub-projects in 21 municipalities have been completed. For MG Cycle 2, the stakeholder engagement plan was revised aiming to introduce measures to strengthen the participation of vulnerable groups in the sub-projects prioritization process, and a gender and social inclusion assessment was carried out to guide the processes, including consultations and project implementation. After community consultations, a total of 31 sub-projects have been approved: out of which 22 are already under implementation, including 4 sub-projects at the final hand-over stage, and remaining are in final stages of preparation.

The project has successfully advanced the Innovation Fund (IF) activities under Component 1 and a total of 9 sub-projects have been approved. This fund encouraged municipalities to compete for receiving grants for sub-projects based on criteria which includes labor-intensiveness of works, the share of women and youth as direct beneficiaries, economic and financial feasibility, as well as collaboration across municipalities and stakeholders. Project selection under the IF followed a two-stage process: a concept note stage, followed by a full proposal stage. Of the 30 proposals submitted by 25 municipalities at the concept stage, 12 qualified for the second full proposal stage; nine of these have since been approved. These include, among others, sub-projects with social and economic benefits, such as a sewing factory, a produce market, tourist area development, parks and community centers. Out of 9 sub-projects approved, one sub-project is under implementation and the remaining sub-projects are in advanced stages of design (including safeguards instrument finalization) process.

Under Component 2: Institutional Support and Project Management, the capacities of the Project Management Unit (PMU) and the participating municipalities have been enhanced. This component has been instrumental in facilitating the PMU with hiring of experts to support the PMU functioning in key areas, including project planning, safeguards, fiduciary, gender, community outreach, and communications. It has also supported provision of training to the participating municipalities on various topics. In addition, this component also funds a contract with the International Labor Organization (ILO) to help institutionalize labor intensive approaches in municipal service provision. Under this contract, the ILO has developed tools, policies, and guidelines for labor intensive public works (LIPW), and provided training and support to the PMU, municipalities, and contractors in implementing and monitoring LIPW for sub-projects.

E. Implementation

Institutional and Implementation Arrangements

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



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

The municipal block grants will be provided to 26 participating municipalities in the Governorates of Mafraq, Irbid, Maan, Zarqa, Madaba, Ajlun, Amman, Aqaba and Karak. The objective is to provide funding to municipalities for service delivery in an efficient, responsive and sustainable manner that promotes longer-term resilience and mitigates risks to social cohesion at local levels, while filling critical service delivery gaps. Out of the 26 participating municipalities (PMs), 14 PMs were already part of ESSRP, 7 municipalities were added at the time of second AF and subsequently 5 additional municipalities were added at the third AF. It is expected that the total number of beneficiaries will reach around 3 million including more than 500,000 Syrians who represent more than 70 per cent of Syrians living, in host communities other than the Greater Amman Municipality (or 44% of Syrians living across the country). In addition to participating municipalities, the Innovation Fund window was open to municipalities in Jordan who are also administrative centers (Category A municipalities). With this, The total participating municipalities under MSSRP are 28. The nine IF sub-projects are located in Zaatari and Al Manshiyeh, Hosha, Jerash, Karak, Serhan, Maan, Madaba, Ajloun and Garb Irbid municipalities.

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G. Environmental and Social Safeguards Specialists on the Team

Zeyad Abu-Hassanein, Environmental Specialist
Ghada Abdel Rahman Shaqour, Social Specialist
Deborah Beth Berger, Social Specialist

SAFEGUARD POLICIES THAT MIGHT APPLY

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



KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT

A. Summary of Key Safeguard Issues

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

In accordance with the World Bank’s Operational Policy OP 4.01, the Municipal Services and Social Resilience Project (MSSRP) environmental category is considered to be Category B. This category is justified as the list of eligible sub-projects would include small to moderate-scale interventions that would cause minor or moderate-scale, temporary and localized, potential negative environmental and social impacts. Such impacts can be mitigated through the implementation of the mitigation measures which are suggested in the Project’s Environmental and Social Management Framework (ESMF).

The fourth Additional Financing (AF4) is designed to bridge the funding gap, which will facilitate completion of already agreed sub-projects and activities. The sub-projects under the second round of Municipal Grants (MG2) and the Innovation Fund (IF) have already been selected and screened under the ESMF. The nature of the sub-projects to be supported under the proposed AF4 are the same as those under the parent and previous additional financings. They would consist of rehabilitation and repaving of existing roads and basic infrastructure, minor rehabilitation of public buildings and town centers, cleaning, painting, rehabilitation of parks, public libraries, upgrading of water drainage systems, pavements and sidewalks, minor improvements to public facilities including school playgrounds and sanitary units, construction and rehabilitation of community centers, covers and shades for public yards and playgrounds. Some MG2 and IF sub-projects entail moderate-scale new construction, including: multi-purpose community buildings, public markets, parks, tourist and commercial facilities, sewing factories, and a small-scale hydroponics sub-project. The project is not expected to cause any large-scale, significant and/or irreversible impacts.

The ESMF was prepared, cleared and disclosed under the parent project in 2017, and was updated in 2020 to reflect experience to date. The ESMF was also updated in June 2023 to include requirements for reporting on serious incidents, and disclosed in country. The ESMF includes a screening tool for ensuring that sub-projects with any significant adverse environmental and social impacts are excluded. The ESMF further provides guidance on avoiding, minimizing and mitigating environmental and social impacts of sub-projects. After screening each sub-project and based on the sub-project type and risks, the commensurate environmental and social assessment instrument is developed, and in accordance with the applicable OP.

The parent project is compliant with its OP 4.01 requirements. The review and clearance of safeguards instruments for MG2 and IF sub-projects are progressing, with clearance and public disclosure already completed for some of the sub-projects. Environmental and Social Impact Assessments (ESIAs) or Environmental and Social Management Plans (ESMPs) have been prepared for all 9 IF Sub-Projects and for 6 MG2 Sub-Projects. The following Environmental and Social Assessments and Management Plans (proportionate to the risks and impacts as agreed with the World Bank) have been approved and disclosed on the World Bank and project Website: Al Sarhan, Ajloun, and Madaba. The Jerash IF sub-project is being redesigned to consider the findings of a hydrology study and to further enhance the biodiversity conservation at the proposed site. Accordingly, a revised ESIA will be prepared and submitted to the World Bank for review and clearance. All other sub-projects are subject to standard contractual requirements that include Supplementary Environmental and Social Specifications jointly

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developed with the International Labor Organization (ILO), and cover environment, labor and working conditions, and worker and community health and safety.

A Resettlement Policy Framework (RPF) for the parent project is also in effect and will apply to the proposed AF4. The RPF ensures that screening of sub-projects includes confirmation of any land acquisition or economic displacement impacts that might occur because of civil works. These impacts are not common, since all sub-projects are situated on municipal lands, or lands allocated from other government departments. However, wherever impacts occur, World Bank OP 4.12 (Involuntary Resettlement) applies, over and above Jordanian requirements. All sub-projects have been screened for land acquisition in accordance with the RPF. One Abbreviate Resettlement Action Plan (ARAP) has been prepared, cleared and disclosed for Madaba Linear Park sub-project affecting physical assets (fences and trees) only, of 5 households, and is currently being implemented. An ARAP Completion Report will be prepared and provided to the World Bank.

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

Since the types of activities financed are similar to those under the parent project, the anticipated direct impacts are the following:

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

The sub-projects supported under the proposed AF4 are also likely to result in a number of positive environmental and socio-economic impacts including improved service delivery in participating municipalities, jobs and economic empowerment, as well as social cohesion.

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

The proposed AF4 will support continuation of sub-projects and activities agreed under the parent project and will focus on small to moderate scale municipal service improvements (e.g. rehabilitation and improvements to existing infrastructure, and/or limited new construction), with the labor-intensive public works. The Sub-Projects are all located on municipal land (or land allocated from other government departments) and must meet criteria for job creation and benefits for women and youth. The proposed AF4 will not introduce any new type of interventions/activities other than those supported under the existing project.

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

The parent project has an integrated, qualified, fully resourced and coordinated system for safeguards implementation that will continue to be in place through the proposed AF4. The Project Management Unit (PMU) environmental and social staffing is complete and includes: two full-time Environmental and Social Specialists (Senior Safeguards Advisor and Safeguards Coordinator) with overall responsibility for environmental and social safeguards compliance of the project, supported by two junior Safeguards Engineers; a contract with the Royal Society for the Conservation of Nature (RSCN) to perform supplemental environmental and social monitoring of

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geographically and temporally dispersed MG2 and IF sub-projects (the safeguards monitoring firm); a Community Outreach Specialist, responsible for the project's grievance mechanism and stakeholder engagement; and a Gender Specialist who coordinates gender mainstreaming and social inclusion across all functions and activities.

The Environmental and Social Safeguards Specialists of the PMU are also supported by PMU Engineers, and Municipal and/or Supervision Engineers who provide overall construction oversight and receive safeguards training.

The project also applies a labor-intensive public works methodology to sub-projects with technical support from the ILO, which helps ensuring proper management of labor, provision of decent work conditions and enhancement of the implementation of occupational health and safety (OHS) measures. ILO, in collaboration with the PMU, provides contractor orientation and training sessions in each Participating Municipality, that cover safeguards aspects including the supplementary Environmental and Social specifications.

The PMU continues to build capacity of Participating Municipalities through safeguards training, and through engagement in activities such as consultation sessions.

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

The key stakeholders of the project include residents of Participating Municipalities and workers who are affected by construction-related environmental and social impacts. Vulnerable groups include women and girls; Syrian refugees or migrant workers; the elderly, disabled persons; and youth, who may face barriers in accessing mainstream stakeholder engagement activities or may experience disproportionate environmental and social impacts. Other stakeholders include mayors, municipal council members, staff of the municipal Local Development Units, the private sector, and civil society.

All sub-projects under MSSRP have been developed in consultation with communities. Over the course of project implementation, MSSRP has evolved and deepened its capacity and approach to stakeholder engagement. In 2020, the project prepared and disclosed a Stakeholder Engagement Framework (SEF), building on lessons learned from previous project phases and guiding community consultations for sub-project selection, consulting on environmental and social assessments of sub-projects, engaging civil society, outreach and other citizen engagement processes under the MSSRP and will continue under the proposed AF4.

Sub-projects that are receiving municipal grants under MG2 were selected through community digital surveys during COVID-19 when in-person consultations were not possible. The surveys captured feedback from various sub-groups including women, youth, Jordanians, and Syrian refugees, at or exceeding representative target levels that were set (e.g. 50% of respondents were women). IF sub-projects were also subject to consultations in proposal development and feasibility study phase. Each sub-project ESIA, ESMP, and/or ARAP (1) that was prepared, was consulted in the respective municipalities. The records, summaries, comments and concerns, are summarized in the respective environmental and social assessments.

The project also has an operational, accessible and effective grievance mechanism (GRM) across the 28 Participating Municipalities. The project has contracted a qualified Service Provider to operate a 24/7 hotline to handle any potential complaints related to Sexual Exploitation and Abuse/Sexual Harassment (SEA/SH). Since November 2022 (Launch of MG2] the GRM has received around 344 complaints/inquiries, 90% of which were addressed within 21 days. No project-related SEA/SH complaints have been received through the hotline or other



established channels.

The ESMF for the parent project was consulted when it was originally prepared in 2017. Representatives of these groups from the municipalities of Irbid, New Ramtha, Greater Mafraq, Al Sarhan, Sahel Horan, Al Wasateyeh, Greater Ajloun, Maaan, Zaatari & Mansheyeh, Greater Zarqa, New Hosha, Sabha & Dafyaneh, Sahab, Adhleil, Greater Madaba, Azraq, Um Al Jmal, Al Jneid, West Irbid, and Deir Abi Saeed participated in a consultation workshop on March 9, 2017. At the workshop, the project design was presented, safeguards policies presented, and feedback was provided by participants.

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

Environmental Assessment/Audit/Management Plan/Other

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

Resettlement Action Plan/Framework/Policy Process

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

Pest Management Plan

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

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

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APPROVAL

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