INTEGRATED SAFEGUARDS DATA SHEET
RESTRUCTURING STAGE

Note: This ISDS will be considered effective only upon approval of the project restructuring

Report No.: ISDSR9783

Date ISDS Prepared/Updated: 14-Jul-2014
Date ISDS Approved/Disclosed: 15-Jul-2014

I. BASIC INFORMATION

1. Basic Project Data

<table>
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<th>Country:</th>
<th>Papua New Guinea</th>
<th>Project ID:</th>
<th>P107782</th>
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<tbody>
<tr>
<td>Project Name:</td>
<td>PG: Rural Communications Project (P107782)</td>
<td></td>
<td></td>
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<tr>
<td>Task Team Leader:</td>
<td>Natasha Beschorner</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Estimated Appraisal Date:</td>
<td>15-Apr-2010</td>
<td>Estimated Board Date:</td>
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<td>Managing Unit:</td>
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<td>Sector:</td>
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<td>Theme:</td>
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Is this project processed under OP 8.50 (Emergency Recovery) or OP 8.00 (Rapid Response to Crises and Emergencies)? No

Financing (in USD Million)

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<td>Total</td>
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Environmental Category: B - Partial Assessment

Is this a Repeater project? No

2. Current Project Development Objectives

The objective of the project is to facilitate improved access to affordable and reliable telecommunications infrastructure and services in rural and remote area
s of Papua New Guinea through a sustainable and transparent public-private funding mechanism. The project will provide access to telecommunications to over 500,000 rural Papua New Guineans, and facilitate Internet access in at least twenty district centers. In addition, the project will demonstrate the practical operational procedures and financing mechanisms for the Rural Connectivity Fund to be replicated for future Universal Access projects once the RCF is fully operational, and once it starts to collect industry levies.

**Proposed New PDO (from Restructuring Paper)**

The objective of the project is to facilitate improved access to affordable and reliable telecommunications infrastructure and services in rural and remote areas of Papua New Guinea through a sustainable and transparent public-private funding mechanism. The project will provide access to telecommunications to over 500,000 rural Papua New Guineans, and facilitate Internet access in at least twenty district centers. In addition, the project will demonstrate the practical operational procedures and financing mechanisms for the Rural Connectivity Fund to be replicated for future Universal Access projects once the RCF is fully operational, and once it starts to collect industry levies.

### 3. Project Description

The project includes technical assistance, and the financing of competitively bid output-based subsidies to telecommunications service providers for rollout of telecommunications services to rural and remote areas of Papua New Guinea.

The implementing agencies are: Department of Communications and Information (DCI) and the National ICT Authority (NICTA). Project management responsibility will be transferred to NICTA in this proposed restructuring. The proposed restructuring does not affect the safeguards category or trigger any new safeguards policies. The Environmental and Social Management Framework (ESMF) that was prepared by the Government during preparation was designed to apply to any UAS Project, including those financed under the Project.

The components are:

**Component 1. Technical assistance for the National ICT Authority (original US$1.0 million, restructured US$1.6 million).** The scope is primarily to help the UAS Secretariat in NICTA to manage the implementation of projects to be financed under the UAS Fund, but also to provide regulatory support in other areas as required. The subcomponents are:

(i) **Development of UAS Regulations and Operational Procedures.** After approval of the National ICT Act, detailed implementing regulations and procedures for the UAS Fund have to be prepared. This component will help NICTA draft these procedures and regulations, including the accounting and reporting procedures for the financial management of the Fund. The technical assistance will also support the establishment of the Secretariat and assignment of functional responsibilities for the staff.

(ii) **UAS Management and Monitoring.** This component will assist NICTA staff for the duration of the Project in overseeing the implementation of Demonstration Projects outlined below, and also to prepare new and evaluate proponent-initiated UAS projects. The scope of technical assistance will include demand analysis, project preparation and execution, financial modeling, procurement and monitoring/evaluation, and UAS financial management.

(iii) **General regulatory advisory assistance.** As NICTA is in some respects a new institution, operating in a new legal environment, additional regulatory advice is anticipated, particularly to
strengthen the competitiveness of the telecommunications market for the medium-term, and to address emerging challenges. This subcomponent will finance technical support to NICTA, including but not limited to: spectrum management, licensing implementation, next-generation regulatory issues such as passive infrastructure-sharing, number portability, quality of service, for example. i) The component also includes study visits/exchanges with other regulators, particularly those implementing universal service programs.

Component 2. UAS Demonstration Projects (Original US$13.5 million, restructured US$12.1 million): will finance the first two Demonstration Projects to be supported under the UAS scheme and hence demonstrate the proposed "least cost" or "output-based" subsidy mechanism. These demonstration projects will test the UAS funds management mechanism as well as the governance, selection, approval and monitoring and evaluation systems. Two demonstration projects for telecommunications services are proposed in all four regions of the country. For these areas, the Project will finance one-time capital subsidies for telecommunications network expansion and internet services.

   (i) UAS Demonstration Project to finance a one-time-capital subsidy for the provision of voice services in all four regions of the country, which will benefit up to 500,000 people.

   (ii) UAS Demonstration Project for the provision of internet services in targeted district centers will provide a one-time capital subsidy to prospective bidders for (1) Mobile Broadband Expansion. New build and/or network upgrade from 2G to 3G + in unserved rural areas. Coupled with commercial rollout around major urban areas supported directly by the private sector, this investment will help to bring broadband Internet to the majority of the PNG population within a 1-2 year period; and (2) Community Internet centres. Located at eight PNG post-primary schools in district centres. This component will also support user skills development, and facilitate access to teaching and learning materials. It also supports outreach to the wider community to familiarize users with the Internet and associated information resources.

Component 3: Technical Assistance for DCI (original US$0.9 million, including project management; revised US$0.8 million for DCI TA)
This component will finance a second phase of policy-related advisory services, based on the outputs from analytical and advisory services provided in 2012-2013. The scope of work will include the following: (a) update of the national ICT policy, including stakeholder consultations and inter-agency coordination mechanisms, and support for implementation; (b) advice on national and government chief information officer functions and responsibilities; (c) capacity building for DCI and other ministry/agency staff as appropriate.

Component 4: Project Management ($0.5 million)
This component has been separated from the original component 3 and will support NICTA and will support Project coordination, procurement and financial management.

4. Project location and salient physical characteristics relevant to the safeguard analysis (if known)
The project locations for the first UAS Demonstration Project for the provision of voice services has been identified, and will be installed in 59 sites across all four regions of PNG to provide mandatory voice services according to specified performance standards to nearly 500,000 currently unserved people in all four regions of Papua New Guinea. However, specific sites, for the second UAS demonstration project for the provision of internet services cannot be identified at this stage. The sites will be identified by NICTA as a part of the preparation of the tender, and will specify a number of sites or access points where 3G internet service would be made available. NICTA will identify
locations with high population density which would normally be captured around the schools, hospitals or district headquarters. The tender will also specify among other things, the eight schools and the technical scope of each internet café setup. NICTA will conduct consultations with schools on how best to maximize the use of the internet service.

5. Environmental and Social Safeguards Specialists
Josefo Tuyor (OPSOR)
Ross James Butler (GURDR)

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<thead>
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II. Key Safeguard Policy Issues and Their Management

A. Summary of Key Safeguard Issues

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

RATIONALE FOR RESTRUCTURING

The purpose of this restructuring is to support the introduction of the following changes to the Papua New Guinea Rural Communications Project (IDA credit 4791-PG) under a level 2 restructuring: (a) officially transfer Project management from the Department of Communication and Information (DCI) to the National ICT Authority (NICTA); (b) reallocate Credit proceeds between categories 1 and 2 to reflect additional demand for policy and regulatory advisory services; (c) redefine scope of the second Universal Access Scheme (UAS) Demonstration Project for the provision of Internet; and (4) extend the Project closing date for two years to August 31, 2017. There are no changes proposed to the PDO.

The Board approved the Project on July 22, 2010 for a total of SDR 10 million (US$15 million
equivalent), and it became effective on March 7, 2011. The Project Development Objective (PDO) is to improve access to telecommunications infrastructure and services in rural and remote areas of Papua New Guinea. The Project includes financing for two major universal access and service (UAS) demonstration Projects—using competitively-bid one-time capital subsidies to stimulate extension of ICT services to unserved and under-served areas of the country. The Project also finances technical assistance to the NICTA for the establishment and administration of the UAS and other regulatory matters; and to the DCI on ICT policy development.

Implementation progress was extremely slow in the first three years after Board approval. The delays were largely due to: (a) poor Project management and weak fiduciary capacity of the implementing agency (DCI) in both procurement and FM; (b) lack of coordination between DCI and NICTA, the sector regulator and main beneficiary of Project-supported activities; and (c) challenges associated with the Government of Papua New Guinea’s own systems for procurement reviews and clearances. In the December 2012 ISR, the Project was downgraded from Moderately Satisfactory to Moderately Unsatisfactory in both progress towards achievement of PDO and Implementation Progress. Procurement and Financial Management (FM) were also downgraded to Moderately Unsatisfactory.

The proposed restructuring is necessary to: (a) ensure that Project-financed activities—in particular the UAS demonstration projects that explicitly target underserved rural communities—can be implemented in time to achieve the Project’s development objectives, and reflect changes in technology and telecoms market development in PNG; (b) provide additional support for the ICT policy and regulatory framework; and (c) strengthen implementation capacity by transferring the Project management responsibilities to NICTA, the main beneficiary of the Project and manager of the UAS secretariat.

ENVIRONMENT (OP 4.01)
The project is expected to have minimal environmental impacts. The technology adopted by the successful bidder for the first UAS Demonstration Project for the provision of voice services is mobile telecommunications. The majority of the potential environmental impacts would therefore be related to construction of mobile network base transceiver stations (BTS) towers for Component 2 (a) for the provision of voice services. In some locations it may be necessary to construct small access roads or tracks to transport construction materials to the BTS sites, and for routine site maintenance. In some cases such materials would be transported on foot. The majority of sites are expected to be remote, requiring materials for construction and maintenance to be dropped by helicopter. The Environment and Social Assessment (ESA) lists possible localized environmental impacts related to construction of tower sites as follows:

(a) construction of access roads for installation of BTS towers and masts, primarily in rural areas that may require cutting of vegetation;
(b) impacts on avifauna, insects, and herpetofauna due to collision with the infrastructure and possibility of electromagnetic radiation;
(c) spillage of diesel fuel from storage tanks;
(d) Visual impacts, given the requirement for painting BTS towers and lighting at night (to alert aircraft).

The second UAS demonstration project for the provision of internet services will rollout the following:
(a) Mobile Broadband Expansion. New build and/or network upgrade from 2G to 3G + in
unserved rural areas. Coupled with commercial rollout around major urban areas supported
directly by the private sector, this investment will help to bring broadband Internet to the majority
of the PNG population within a one- to two- year period; and
(b) Community Internet centres. Located at eight PNG post-primary schools in district centres.
This component will also support user skills development, and facilitate access to teaching and
learning materials.
The work for this subcomponent entails some construction of 3G-enabled mobile network base
transceiver stations towers (BTS), and deployment and operation of computer equipment within
existing buildings/premises. Access to the Internet will likely be achieved using mobile
telecommunications networks; in some instances some local cabling may be required at the
premises. No significant environmental impacts are anticipated from this sub-component.

SOCIAL
The social impacts of the proposed Demonstration Projects in Component 2 are expected to be
largely positive. Potential positive impacts include: access to agricultural price information; ability
to obtain information/advice on health issues; communication with family and friends;
organization of important family events and ceremonies, and emergency communications.
Potential negative impacts include: impact of costs of phone calls and power supply on household
budgets; risk of nuisance calls, particularly for women; risks to family relationships; use of
phones to plan robberies and other crimes; and risks of injury/spillage at tower sites due to
inadequate site security.

The project will have impacts on land use as Component 2 (a) for voice services will require land
for the construction of mobile network BTS or cell mobile phone towers, the possible construction
of small access roads or tracks, and helicopter landing areas. The project will not finance activities
that result in the involuntary resettlement of people, the involuntary acquisition of land, or the sale
of customary land. Land use will be based on voluntary negotiations with landowners
(communities or other landowning groups). OP 4.12 is not triggered.

IMPLEMENTATION
Implementation progress was extremely slow in the first three years after Board approval, and as
at this restructuring in June 2014 the disbursement rate was still at 6 percent. The only progressing
component over the last three years has been technical advisory services for the DCI and the
NICTA on policy and regulatory development, which have not had impact on safeguards.

However, implementation progress is improving. The first UAS demonstration project for the
provision of voice services (US$7,055,304) was signed on May 16, 2014 between the Independent
State of PNG and Digicel (PNG) Limited. Under this contract, telecommunications points of
presence will be installed in 59 sites across all four regions of PNG, and will provide
telecommunications services according to specified performance standards to nearly 500,000
currently unserved people.

NICTA, the implementing entity, has hired an Environmental and Community Liaison Officer
who will be specifically in charge of working with the service provider and relevant stakeholders
to ensure that the Environmental and Social Management Framework (ESMF), including the Land
Acquisition Guidelines in the Annex of the ESMF, is adhered to in the planning, implementation,
monitoring and evaluation. The ESMF include the provision that:
(a) the Projects are carried out in accordance with the ESMF, including special features for
implementation of the Project in an environmental and culturally appropriate manner;
(b) no Demonstration Project requires: (i) the involuntary acquisition of land, (ii) the purchase of customary land or the destruction of physical assets (such as housing) or (iii) the purchase or use of land under dispute or investigations; and
(c) any Environmental Management Plan prepared in accordance with the ESMF is carried out in accordance with their respective terms.

RATIONAL FOR RELEVANCE OF ESMF
The proposed changes do not trigger any additional safeguard policies and the Environmental and Social Management Framework (ESMF), including the Land Acquisition Guidelines, that were finalized during preparation applies to any UAS project and is not restricted to specific areas or communities. Despite the time elapsed since the ESFM was prepared, the framework continues to be relevant. Papua New Guinea continues to be almost 100 percent indigenous, having over 800 different local tribes, and the majority of Project affected people continue to be indigenous as per the Bank’s policy. Approximately 80 percent of the population continues to reside in rural areas of the country, where the infrastructure will be rolled out as identified during Project preparation.

Additionally, the Laws and Acts that were applicable to the development of the ESFM remain to be relevant including the Environment Act, National Parks Act, Conservation Areas Act, Protection and Control Act, Water Resources Act, Forestry Act, Land Act, and the Land Registration Act. The ESMF continues to be a live document, and in the case of any changes to legislation and policies are made over the course of implementation, NICTA is obliged to update the ESMF and associated plans, accordingly.

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

| ENVIRONMENT | The BTS tower sites will continue to require maintenance, primarily delivery of fuel to sites and routine repairs. Although there is public and scientific concern over the potential health effects associated with exposure to electromagnetic fields (EMFs), there are no conclusive data demonstrating adverse health effects from exposure to typical EMFs levels from mobile phone communication base transceiver stations. The other long term impact that needs to be closely watched and should be controlled is the opening up of forested or vegetated areas due to access roads and tracks that may lead to human encroachment. |
| SOCIAL | The availability of telecommunications and Internet in previously unserved areas will provide communities with access to information on a variety of topics. It will also provide access to multi-media entertainment services at various levels of quality. |

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

| Alternatives to mobile telecommunications networks are: (a) fixed lines--which would entail substantial civil works and environmental impacts, and (b) satellite communications--which would be similar in nature and scope to mobile telecommunications networks. |

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 conducted an Environmental and Social Assessment of the Rural Communications Infrastructure part of which is the preparation of an Environmental and Social |
Management Framework (ESMF) of the project, consistent with the requirements of the Government and the World Bank's safeguard policies. The ESMF includes legal and policy framework, environmental and social impact screening and assessment procedures, environmental and management, including environmental guidelines and mitigation measures for the Demonstration Projects in Component 2, as well as recommended guidelines for implementation of all projects financed by the UAS Fund.

The ESMF contains the following elements:
(a) Background and Objectives of the ESMF;
(b) Brief Project Descriptions;
(c) Legal and Policy Framework and Analysis;
(d) Environmental and Social Impact Assessment and Management Procedures;
(e) Institutional Arrangements and Capacity Building Program;
(f) Annexes including environmental and social safeguards guidelines for:
   - location of BTS towers, construction and access roads
   - land use arrangements
   - good practice construction activities
   - waste disposal
   - underground cables
   - environmental monitoring
   - awareness and training for oversight institutions, in particular the Department of Environment and NICTA. This includes the development of guidelines for new UAS project screening and monitoring, as well as public consultations on new UAS projects.

INDIGENOUS PEOPLES
The project triggers OP 4.10 on Indigenous Peoples as most of the communities in the proposed Demonstration Project areas fulfill the characteristics of indigenous people as per paragraph 4 of OP 4.10. A separate IP Plan has not been prepared, rather the following elements of an IPP have been integrated into project design.
(a) The results of a social assessment informed the project design.
(b) The requirement for free, prior and informed consultations leading to broad community support is a pre-requisite to subproject requiring land use arrangements. Guidelines for community consultations are provided in the ESMF.
(c) A culturally appropriate grievance mechanism will be included in the ESMF. NICTA will assign the responsibility for managing grievances to the community liaison. The final project design will include a culturally-appropriate and accessible grievance mechanism. The increased availability of communications media/tools will also facilitate this.

LAND USE
The original Project will not finance any activity that requires involuntary resettlement of people, the involuntary acquisition of land, or the sale of customary land. All land use agreements will be based on voluntary agreements and in the case of the use of customary land, bidders will be required to consult with communities and obtain community support prior to carrying out infrastructure works. The ESMF provides guidelines on land use arrangements and community consultations.
Compliance with the ESMF will be a requirement in the bidding documents for the Project.

Institutional Arrangements
The National ICT Authority will coordinate with the Department of Environment and
Conservation. NICTA have engaged its own staff to monitor this; and also seek expert guidance from DEC, academic institutions and, where feasible, NGOs and CBOs.

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 communities targeted in the first (voice) and second (internet) UAS Demonstration Projects and local governments. Field visits and consultations took place at the project preparation stage, and feedback from consultations has been documented in the ESA. The ESA was disclosed on the website of the DCI, and was made available to the public through NICTA and provincial and local level governments as well as at the district level. Materials on the project will be provided in a form and language that will be understood by stakeholders. The timing of disclosure will be notified in local media. NICTA has hired a staff dedicated to implementing the ESMF to coordinate with the services providers to conduct consultations with directly affected communities, and these consultations will continue through the life of the project.

B. Disclosure Requirements

<table>
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Comments:

Indigenous Peoples Development Plan/Framework

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<th>&quot;In country&quot; Disclosure</th>
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<td>06-Apr-2010</td>
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Comments:

If the project triggers the Pest Management and/or Physical Cultural Resources policies, the respective issues are to be addressed and disclosed as part of the Environmental Assessment/Audit/or EMP.

If in-country disclosure of any of the above documents is not expected, please explain why:

C. Compliance Monitoring Indicators at the Corporate Level

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<th>OP/BP/GP 4.01 - Environment Assessment</th>
<th>Does the project require a stand-alone EA (including EMP) report?</th>
<th>If yes, then did the Regional Environment Unit or Practice Manager (PM) review and approve the EA report?</th>
<th>Are the cost and the accountabilities for the EMP incorporated in the credit/loan?</th>
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<tr>
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<td>Yes [ √ ] No [ ] NA [ ]</td>
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OP/BP 4.10 - Indigenous Peoples
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<td>Has a separate Indigenous Peoples Plan/Planning Framework (as appropriate) been prepared in consultation with affected Indigenous Peoples?</td>
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<td>The World Bank Policy on Disclosure of Information</td>
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<td>Have relevant safeguard policies documents been sent to the World Bank's Infoshop?</td>
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<td>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?</td>
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<td>All Safeguard Policies</td>
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<td>Have costs related to safeguard policy measures been included in the project cost?</td>
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<td>Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?</td>
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<td>Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?</td>
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### III. APPROVALS

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<tr>
<th>Role</th>
<th>Name</th>
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<tbody>
<tr>
<td>Task Team Leader</td>
<td>Natasha Beschorner</td>
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<tr>
<td>Approved By</td>
<td></td>
<td></td>
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<tr>
<td>Regional Safeguards Coordinator</td>
<td>Peter Leonard (RSA)</td>
<td>15-Jul-2014</td>
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<tr>
<td>Sector Manager</td>
<td>Randeep Sudan (SM)</td>
<td>15-Jul-2014</td>
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