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# Project Information Document/ Integrated Safeguards Data Sheet (PID/ISDS)

Concept Stage | Date Prepared/Updated: 29-Nov-2017 | Report No: PIDISDSC19955



**BASIC INFORMATION**

**A. Basic Project Data**

Country Congo, Democratic Republic of	Project ID P161602	Parent Project ID (if any)	Project Name Kinshasa Urban Development and Resilience Project (P161602)
Region AFRICA	Estimated Appraisal Date Apr 02, 2018	Estimated Board Date Jun 14, 2018	Practice Area (Lead) Social, Urban, Rural and Resilience Global Practice
Financing Instrument Investment Project Financing	Borrower(s) Government of the Democratic Republic of Congo	Implementing Agency Kinshasa Provincial Ministry of Plan, Budget and Infrastructure	

**Proposed Development Objective(s)**

To improve the living conditions and socio economic opportunities for the residents of targeted poor and vulnerable neighborhoods through selected investments and to strengthen the urban planning and management capacity of the City-Province of Kinshasa.

**Financing (in USD Million)**

Financing Source	Amount
International Development Association (IDA)	150.00
<b>Total Project Cost</b>	<b>150.00</b>

Environmental Assessment Category B-Partial Assessment	Concept Review Decision Track II-The review did authorize the preparation to continue
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**Note to Task Teams:** End of system generated content, document is editable from here.



Other Decision (as needed)

## B. Introduction and Context

### Country Context

**The Democratic Republic of Congo (DRC) is Africa's third most-populated nation with a population of around 80 million people and the country has a turbulent history.** Since its independence in 1960, the DRC has gone through protracted periods of conflict and mismanagement. Coupled with the absence of a functioning legal and regulatory system, this has torn the social fabric of the country apart and negatively impacted the economy. Real GDP per capita in 2015 was one-fifth the 1970 level. The numerous challenges include high levels of poverty (two-thirds of the population)<sup>1</sup>, lower living standards than comparable countries, weak governance and institutional capacity, and a humanitarian crisis with currently about 3.7 million internally displaced.<sup>2</sup> The per capita GDP in 2015, at US\$442, was almost thirteen times less than that of neighboring Angola; its current GNI per capita is the third-lowest among the 35 countries in sub-Saharan Africa; and it was ranked as 176<sup>th</sup> out of 188 countries in the UN's Human Development Index 2015.

**The country has gone through a period of significant growth with modest progress in poverty reduction, but recently the trend has slowed down.** With an average economic growth of 7.5 percent over the period from 2010-2015, the DRC was one of the fastest growing economies in Africa. The poverty headcount rate decreased from 69.3 percent in 2005 to 64 percent in 2012, but with population growth, the number of poor actually increased by 7 million. It is estimated that slowdown in economic growth in 2016 led to decrease in real per capita GDP. Growth is projected to pick up again but at a lower rate than previously.<sup>3</sup> The country is richly endowed with natural resources and extractive industries are one of the main sources of economic growth, representing around 24 percent of GDP. The agriculture sector remains the largest sector for employment, accounting for almost three-quarters of the total labor force. The tertiary (i.e. service jobs) and manufacturing sectors have grown by over four percent respectively since 2010. Population growth, insufficient macroeconomic growth, and unbalanced sectorial growth have combined to push a great many working-aged people in the DRC into the informal sector, which accounted for 81.5 percent of employment in 2015.

**Although economic inequality seems to be decreasing, large portions of the population remain trapped in extreme poverty with little hope that their living conditions will improve in the near future.** From 2005 to 2012 the Gini index decreased by 3 percentage points from 38 to 35 percent, but inequality remained broadly stable. The apparent reduction in inequality does not account for unequal access to basic social services (education, health, and infrastructure), which exacerbates the exclusion of large segments of the society, in particular women, youth, and the disabled. Significant gender gaps exist in education, health care, and economic activity. Lack of job opportunities for the youth together with the existence of a large bulge of young people not sufficiently skilled to enter the labor market have moved thousands of young Congolese in the streets, nourishing pockets of violence in a post-conflict DRC.

### Sectoral and Institutional Context

<sup>1</sup> DRC- Poverty Assessment, GPV01 Africa, June 28, 2016.

<sup>2</sup> UN Office of the Coordination of Humanitarian Affairs. <http://www.unocha.org/drc>, accessed may 26, 2017.

<sup>3</sup> DRC- Strategic Country Diagnostic, May 2017.



**The urban population of the DRC is rapidly increasing.** Estimated at 42 percent in 2015, the urban population is the third largest in Sub-Saharan Africa, after South Africa and Nigeria. The country's average urban growth rate in the last decade is estimated at 4.1 percent, which translates into an increase of over 1 million dwellers in Congolese cities every year. If this trend continues, the urban population will double in only 15 years. The urban expansion has taken place without reference in any urban planning documents and poses an enormous challenge to service delivery and employment generation, especially for the poor and youth. Currently 74.8 percent of the country's urban population live in slums, 15 percentage points more than the average in SSA (figure 35).<sup>4</sup> During 2005–12, the poverty incidence declined by 4.1 percentage points in urban areas, slightly lower than the decrease of 5.6 percentage points in rural areas. Kinshasa is a reflection of the national tendency, as 1.2 million more people live in poverty in the nation's capital in 2012 than in 2005. The level of unemployment in Kinshasa (including also discouraged jobless people) is 39 percent, substantially above the national average of 18 percent.<sup>5</sup> Since much migration to urban areas has likely been triggered by push factor such as escaping conflicts and other risks (such as those brought on by climate change), rather than pull factors of economic opportunity, it is unsurprising that urban poverty perseveres at high rates.

**Kinshasa, the capital city, is poised to become the largest megacity in Africa by 2030, which presents both challenges and opportunities.** Between 1984 and 2010 the city's population grew at an average annual rate of 5.1 percent. With an estimated population of 12 million inhabitants in 2016, 30 times more than in 1960, Kinshasa is Central Africa's largest and fastest-growing urban system<sup>6</sup>. During this time, the urban footprint has increased only sevenfold (to about 2,500 square kilometers), leading to very high population densities in some neighborhoods. At its current growth rate, the city will host 20 million people by 2030 and be the most populous city in Africa, ahead of Cairo and Lagos. This prospect is an opportunity if the potential economies of agglomeration can be reaped, which requires strengthening land use planning and urban mobility in particular and urban governance in general. Kinshasa may become the largest slum in Africa, unless urbanization is properly managed and the trend of urban exclusion and marginalization is reversed. The level of crime in the city is high due to poor economic conditions and high unemployment; more than half of jobs in industry have been lost since the beginning of the 1990s, in large part due to conflict. A new survey is being undertaken by the World Bank to provide more granular understanding of living standards in urban areas, particularly in Kinshasa's slums.

**The lack of infrastructure coupled with the city's morphology and poor urban management contribute to spatial, economic and social exclusion of large parts of the population of Kinshasa.**

### *Spatial exclusion*

*The population in Kinshasa is largely underserved with infrastructure* There are insufficient trunk roads linking the city in terms of number and capacity; in fact, it is estimated that only 6.4 percent of the city area has planned and well-serviced built areas. (DRC Urbanization Review, World Bank, 2017). The secondary road network is either largely non-existent outside of the central areas of the city or not passable by car in many neighborhoods. This leads to high congestion and inefficiencies, as functions such as loading and unloading of passengers and goods takes place directly on major roadways. In the places where a secondary road network exists, roads are often very narrow, unpaved, posing acute problems for access and service delivery, restructuring and neighborhood upgrading or networking.

*In addition, the failure to implement land development and titling procedures<sup>7</sup> pushes the poorest to settle in flood and erosion prone areas or in the un-serviced outskirts of the city and increasing their vulnerability to climate-related risks.* Land development and titling procedures are not implemented, leading to inadequate and haphazard settlement

<sup>4</sup> DRC Urbanization Review, World Bank, 2017

<sup>5</sup> Enquête 1-2-3.

<sup>7</sup> DRC Land Sector Review, 2016



patterns and difficulty to supply basic services in dense neighborhoods. Insecurity of tenure and natural hazards lead to a precarious housing situation and provide disincentives for people to invest in their dwelling.

Lastly, Kinshasa's morphology aggravates the living conditions of the poorest. The city is indeed characterized by two distinct types of topography, which has substantial influence on the exposure to climate-related hazards. Many areas of the city are surrounded by hills, leading to rapid precipitation run-off towards low-lying plains bordering the Congo river, which are in consequence exposed to flooding. There are about 600 head ward erosions in the city, induced by the fragile sandy soils. The situation is further worsened by high erosion and transport of surface soil from soft-surface roads, contributing to siltation. Some neighborhoods are regularly flooded and extreme precipitation can lead to loss of life and property. This was the case in 2015 when 31 people lost their lives and about 20,000 persons became homeless in the N'Djili neighborhood due to heavy rains.

#### *Economic exclusion.*

Lack of access to the labor market, particularly for women, youth and vulnerable people<sup>8</sup>, is a key determinant of poverty in Kinshasa<sup>9</sup>. Many who are engaged, do not get sufficient money to cover their needs as many jobs are mostly temporary, low wages, reflecting low labor productivity<sup>10</sup> and far, calling for a tailored approach to increase access to jobs opportunities, combining income support and improved employability. The inadequate road network and transport supply effectively excludes large parts of the population from participating in economic activities. In Kinshasa, it is reported that 80 percent of the trips are on foot, and only about 15 percent of trips are by public transport, of which more than 95 percent is informal. The majority of motorized trips therefore escapes effective regulation (traffic management, standing and parking, etc.).<sup>11</sup> This significantly reduces the distance that can be traveled to work and, hence, to job opportunities. Furthermore, the centralization of the city's functions and the concentration of economic activities and jobs in the central districts of Gombe and Limete contributes to economic exclusion. This has historic causes, since the city has expanded vastly beyond the historic core, but government offices and jobs in the formal sector have remained in the center, contributing to the congesting traffic patterns, and as consequence, to limit employment opportunities for those who are living in the periphery.

#### Social exclusion

Spatial segregation has also aggravated social exclusion in the city. The opportunities for individuals living in precarious settlements to take part in society are limited and the needs of these communities are not systematically considered in urban planning and management, despite a very vibrant community organization live. The opportunities to effectively participate in local decision making are particularly limited in these spatially disconnected neighborhoods, despite a few vibrant community organizations. The lack of participatory processes can further exacerbate social tension and instability.

The explosive and uncontrolled population growth in Kinshasa has led to densification of already crowded areas and urban sprawl, giving rise to increasing insecurity in poorly-planned neighborhoods, plagued by high level of unemployment and extensive consumption of drugs. Furthermore, the lack of public lighting and access points to water exposes girls to sexual assault, including rape. The exclusion of people, often youth, from family circles due to cultural beliefs – particularly witchcraft- is also a scourge. Moreover, the anarchic construction and topography of insecure neighborhoods make them natural havens for criminals. Ravines, narrow streets, and a lack of pathways mean the ill-equipped and unmotivated national policy are unable to implement any public initiatives to secure these areas.

<sup>8</sup> The city hosts about 40,000 street children and a large number of people without permanent shelters.

<sup>9</sup> Enquête 1-2-3 . At 39 percent, the unemployment rate is substantially higher in Kinshasa than in the rest of the country.

<sup>10</sup> Impact evaluation suggests that provision of grants and some basic training on business planning can have a large impact on self-employment income (Blattman and Dercon 2015, More sweatshops for Africa? A randomized trial of industrial jobs and self-employment. Working paper.).

<sup>11</sup> Diagnostic de l'accessibilité urbaine à Kinshasa et proposition de plan d'action. World Bank, May 2014.



**The Government has started to take initiatives towards better planning and socially protecting its citizen.**

- *Managing the development of the city and remedying some of the major infrastructure and service deficiencies.* A Strategic Urban Plan for the Kinshasa Agglomeration was approved in 2015. The plan presents scenarios for the development and extension of the city and outlines the contours of an investment strategy in 600 kilometers of roads, establishment of a public transport system based on the existing urban railway and new bus rapid transport system, construction of large-scale primary infrastructure (markets, social and cultural infrastructure), improvement of storm water drains and limitation of erosion, building sewerage treatment plants, and upgrading of the solid waste collection system. The orientations in the plan are to be operationalized through further sector-specific studies and a comprehensive urban transport and mobility master plan is currently being developed.
- The DRC Government has been engaged since July 2012 in a process of land reform targeting three main objectives: (i) reform of the land sector with a view to limiting land-related violence; (ii) better protection of land rights with special focus on the most vulnerable people; and (iii) better conditions for productive investments. The programming document adopted in May 2013 announced that the reform would be steered by an institution set up for the purpose, the National Land Reform Commission (CONAREF).
- *Laying the ground for a social protection strategy.* For two years, the Government has been committed to provide the country with a unified social protection policy. The policy developed with a participatory approach, has already been validated, while the strategy and action plan are being finalized. Given the high level of vulnerability faced by most of the population, safety nets are central elements of these strategic documents and the World Bank has been formally approached to support the Government's efforts to implement this Social protection tools, in particular through targeted labor intensive works programs and cash transfers as piloted in the STEP<sup>12</sup> Project in the Eastern part of the Country.

*Strengthening provincial institutions.* Kinshasa has relatively stronger institutions compared to other cities and occupies a special place in legislation as the nation's capital and a city-province. While the national government has seen many changes over recent years and the current socio-political crisis due to postponed elections has led to a volatile political situation, the Kinshasa local government has been comparatively stable and provides services to the population with its limited means, including for solid waste collection. The central and provincial governments wrestle over the right to plan and implement investments in the city and to date the country's first constitutionally mandated local government elections have not been held. The DRC's 2006 Constitution stipulates the transfer of competences and budgets (40 percent of the revenues generated by provinces, while 10 percent are to be redistributed through an equalization fund). Unfortunately, most of provinces do not have sufficient financial resources to ensure their own development and fiscal transfers to provinces remain inadequate. Although the city-province has better financial and technical capacity compared to other cities in the country, its ability to plan and deliver services is still far below its functional mandate. The national government recently passed a law on a local government civil service, which will lay the groundwork for building local capacity in the longer term.

Relationship to CPF

The proposed project is aligned with the FY13-16 Country Assistance Strategy for the DRC (CAS, Report No. 66158

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<sup>12</sup> Eastern Recovery Project.



discussed by the Board of Directors on May 9, 2013), which has been extended to the end of FY17 after the 2015 CAS Performance and Learning Review. In particular, the project is consistent with CAS' first objective, which is *to increase the effectiveness of the state at the center and at decentralized levels, and improve good governance while strengthening the development impact of World Bank operations.*

The approach is further aligned with the recommendations of the draft Strategic Country Diagnostic, as the project will be designed to link service delivery with institution-building. Improving governance stands out as an urgent development imperative for the DRC to meet the twin goals.

**The proposed project also contributes to the Bank's Twin Goals of ending extreme poverty and boosting shared prosperity, and to the sustainable development goal (SDG) on cities.** Enhancing infrastructure investment is critical to achieving the World Bank's Twin goals as well as to increasing the resilience of cities. The project will help address inequality by focusing project investments on poor neighborhoods in targeted communes and creating temporary job opportunities in labor-intensive public works. The project will contribute to achieving goal 11 (sustainable cities and communities) of the recently adopted SDGs, particularly the targets on access to services and slum upgrading and the targets related to inclusive urbanization and participatory planning.

The proposed project would also contribute to the following higher goals. (i) The World Bank Strategy for Africa<sup>13</sup>. The proposed project contributes directly to Pillar 2 of the Africa Strategy 'Vulnerability and Resilience' which emphasizes the need to address Africa's infrastructure deficiencies as essential to achieving long-term sustainable growth, as well as the Africa Regional Disaster Risk Reduction Strategy's main goals of attaining sustainable development and poverty eradication through the reduction of social, economic and environmental impacts of disasters. The project is aligned with both core principles of the (iii) World Bank African Strategy for Climate Adaption<sup>14</sup>, namely: "supporting ongoing development efforts while making them more resilient to climatic risks" and "linking development, climate change adaptation, and disaster risk reduction as one integrated agenda".

## **A MULTIPHASE PROGRAMMATIC APPROACH (MPA) TO ADDRESS URBAN TRANSFORMATION.**

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### **A. Approach and rationale for a phased approach**

Given the magnitude of the challenges outlined, the project will adopt a multi-phased approach over a ten-year period to gradually improve the living conditions of the residents of the poorer neighborhoods of Kinshasa, while building the foundation for improved urban management and resilient planning. The approach recognizes the need to be selective to ensure that the project will deliver tangible benefits to the urban residents in terms of services and economic opportunities, while also laying the foundations for continued improvements in the longer term. Phase 1 will focus on a limited number of poor and vulnerable neighborhoods and propose a program of interventions to increase social, economic and physical inclusion in these neighborhoods and increase resilience, and will complement actions already envisaged by other donors and on-going programs. This will be done in conjunction with building capacity in the relevant institutions (commune, province and central ministries) and studying the feasibility of further improvements with a view to scaling up impacts in the longer term.

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<sup>13</sup> Africa's Future and the World Bank's Support to It, March 2011

<sup>14</sup> Making Development Climate Resilient - A World Bank Strategy for Sub-Saharan Africa, report # 46947-AFR, October 2009



## **B. MPA Program Development Objective**

### *Overall Program PDO (PrDO)*

The program development objective is to support the Government's vision of transforming the City-Province of Kinshasa into a more livable, resilient, connected and better managed geographic entity for its residents.

This will be achieved through improved access to infrastructure and services and socio-economic opportunities for residents in selected poor and vulnerable neighborhoods, including increased resilience to natural hazards, as well as improved urban management and planning

## **C. Proposed Development Objective(s)**

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

To improve the living conditions and socio economic opportunities for the residents of targeted poor and vulnerable neighborhoods through selected investments and to strengthen the urban planning and management capacity of the City-Province of Kinshasa.

### Key Results (From PCN)

- People provided with improved urban living conditions (number, disaggregated by gender) (CRI)
- ETDs with improved livability, sustainability, and/or management (number) (CRI)
- Beneficiaries of job-focused interventions

## **D. Concept Description**



*Approach and rationale*

**The project would be based on the Bank’s strategy of “inclusive and resilient cities” which addresses:** (i) *spatial inclusion* by improving access to populations of underequipped, poorly connected and flood and erosion-prone neighborhoods; (ii) *economic inclusion* by promoting access to economic opportunities and social protection instruments, especially for young people; (iii) *social inclusion* by strengthening mechanisms for participation, preventing violence, ensuring community involvement in decision-making concerning their living conditions; (iv) *resilience to climate change* (e.g. persistent rainfall directly affecting river flow changes, riverbeds and flooding) by channeling investments that minimize the repercussions of natural disasters, particularly impacting urban poor.

**The project will also implement both a curative (infrastructures, services, safety nets and employment and participation) and preventive approach (planning, strategy, awareness raising, resources, etc.)** at the level of the urban communes and selected neighborhoods. These actions will support the efforts of the GoDRC and the Decentralized Territorial Entities (ETDs) to respond to the high demand for connectivity and environmental protection of urban communes, and basic services to reduce disparities. ETDs will also be supported in their management capacities of urban infrastructures and services, particularly in terms of the operation/maintenance of assets in order to guarantee their sustainability and disaster risk response capacity.

**The proposed operation also builds on the recommendations of the recently completed DRC Urbanization Review (DRC UR).** The DRC UR has developed a diagnostic of the current situation of urbanization in the country, and has identified the key bottlenecks holding back the potential benefits of urbanization. It presents and analyzes key trends across a range of issues in the urban sector, such as the pace and form of urbanization, the location of economic activities and the key constraints to more productive and livable urban areas, and priority government policy options. The DRC UR also helped have a clear understanding of urban dynamics in DRC, and offer the opportunity to policy makers to base their decisions on an updated set of data. The report namely demonstrates that tailoring policies to places is critical to promote an inclusive and sustainable development of urban areas in DRC. The classification of places by level of urbanization (incipient, intermediate and advanced) would guide policymakers in their choice of tools (institutions, infrastructure, and interventions) with respect to the regions’ level of urbanization. Places with advanced urbanization such as Kinshasa, which urban growth is estimated at 5.1% a year, requires institutions, connective infrastructure and targeted interventions to improve the fast-expanding peripheries, and address the question of slums.

**The proposed project is also coordinated with other ongoing activities to strengthen local-level governance.** The World Bank is currently funding a Public Financial Management and Accountability Project, which has already supported improved transparency and reliability of provincial budgets, and going forward will support participatory budgeting at the local government level. The Bank-funded Urban Development Project is developing programming of infrastructure maintenance linked to climate vulnerability. These experiences are informing the Kinshasa Urban Development Project. The Bank- funded Public Service Reform and Rejuvenation Project will assist the Government in finalizing the legal framework governing the decentralization process and will support the establishment of provincial administrations.

**The multi-phased approach over a ten-year period** recognizes the need to be selective to assure that the project will deliver tangible benefits to the urban residents As highlighted in the draft Strategic Country Diagnostic, decentralization has the potential to constrain the central government vis-à-vis subnational governments and support voice and empowerment of marginalized parts of the population.



Finally, investment envisaged in the proposed operation are well coordinated with other ongoing donors-funded projects. Discussions with stakeholders and other donors confirmed the appropriateness to prioritize and focus interventions in the communes located West and East along the N'djili River which concentrate a number of physical and social vulnerabilities mentioned above, and in synergy with actions envisaged within the AFD proposed project to mitigate the risks of flooding and improve waste management in selected neighborhoods in the same area. The N'Djili is the principal water course of the city (apart from the Congo River). Its overall catchment area covers an area of about 6,850 ha in the urbanized part of the city and would host about 2.5 million people (average density of 300hab/ha) spread over 8 communes. Housing is precarious and most of the area is enclaved and lacks access to most basic services, with the exception of a few planned settlements.

### **Project components**

#### **Component 1. Resilient infrastructure and urban services**

This component would (i) include physical investments to improve living conditions in selected under-equipped neighborhoods along the N'djili river watershed which are directly exposed to flooding and erosion (ii) detailed studies and selected investments to improve inner-city connectivity and integration of poor neighborhoods into the urban fabric.

*Subcomponent 1.1. Inner-city connectivity and integration of poor neighborhoods.* This sub-component will finance feasibility and detailed studies for the rehabilitation and construction of an urban roads system to better connect beneficiary neighborhoods to the rest of the city. The medium term objective would be to enhance mobility at the city level by expanding East-West transit options and contribute to increasing access to employment opportunities. The impact of such road upgrading program would help shorten the distance to public transportation while reducing social exclusion by offering the prospect of urban transportation accessible to the greatest number. The feasibility studies would define:

- (i) the secondary and tertiary roads to be upgraded. Based on the feasibility studies and the recommendations of the urban transport plan under preparation<sup>15</sup>, a set of roads to be upgraded (mostly repairs in critical points, improvement of pedestrian safety, road sign, and paving) will be prioritized and selected for detailed studies and works;
- (ii) the itinerary (*tracé*) options of a East-West access. This component would finance the detailed technical and environmental studies of a second East-West road including the preparation of a resettlement strategy and action plan, the identification of resettlement areas and the design studies of these areas; and
- (iii) the phasing of this program in coherent and manageable tranches over the life of the 10-year program.

*Subcomponent 1.2. Neighborhood upgrading.* This subcomponent will finance : (i) simplified neighborhood spatial plans, (ii) small infrastructure and upgrading works in selected poor areas to extend basic services and improve living conditions. Neighborhood investments will be prioritized through participatory mechanisms and will involve full participation of the population and of the Local and Communal Development Committees to respond to each neighborhood specific needs. Possible investments include, inter alia: tertiary roads, pedestrian paths/small bridges, and stairs, street lightening, extension of water distribution network, storm water drainage, slope stabilization,

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<sup>15</sup> The JICA is currently carrying out an urban transport strategic plan for the city of Kinshasa which will provide data relevant to the studies. The master plan is expected to be finalized in 2019.



construction or rehabilitation of community social and sanitation facilities and open public spaces, etc. The priority phase would target neighborhoods in Lemba, Matete and N'Djili, and the first tranche of interventions will focus on upgrading major public spaces, installing public lighting to increase safety, and on implementing simple and “no-regret” works that would not entail any resettlement.

The expected results of this subcomponent are quite significant, as it will finance proximity infrastructure which will directly impact populations living conditions: improvement of the quality of life through the provision of upgraded public space and community facilities, flood control and sanitation through actions on drainage and waste, but also mobility, including pedestrian access.

*Subcomponent 1.3. Resilient environmental infrastructure, built against specific standards to:*

- (i) withstand floods and erosion and thus reduce the vulnerability of the populations living in project areas, to these climatic phenomena. In addition to the cleaning, upgrading and construction of tertiary neighborhood drains in the neighborhoods targeted under subcomponent 1.2, the project would finance stabilization works (retaining walls, plantation) and other anti-erosion measures and dredging works of the N'djili and Matete rivers. Given the high and recurring costs of the later type of intervention, the actions will be limited to the most critical points and defined after an accurate diagnosis of the river beds. A feasibility study will define the priority risk areas as well as the first set of actions to be implemented immediately. These first “no regret” interventions will not involve any relocation. A more in-depth analysis of the erosion zones located on the high reliefs of the N'djili watershed and the hydraulics of the rivers, including detailed flooding maps, will be conducted to define a second phase work program to contain and stabilize the soils, strengthen embankments, as well as retention and drainage systems to better manage the flow of water including plantations. The subcomponent would also include preparation and implementation of preventive measures and promotion of good practices for the communities.
- (ii) improve the disposal of sludge, and support the definition of the solid waste management strategy (in particular for waste removed from the drains). Without any proper facilities, sludge is directly disposed in open space, drains and rivers posing a real threat to public health. The proposed intervention would finance: (i) a public space latrines program, (ii) a sludge disposal station, (iii) support to organization of the sludge value chain and (iv) public awareness, (iv) studies of decentralized sewage treatment systems and (v) quality control. The project will also finance technical assistance to the RATPK<sup>16</sup> to support the organization of the solid waste collection chain in the targeted neighborhoods and recycling activities, the removal of waste from regular maintenance and pre-rainy season interventions on the drainage system, an evaluation of the functioning of the landfill and possible interventions to secure the site from future encroachment in coordination with other donors interventions ( JICA and AFD).

## **Component 2. Social and economic inclusion**

This component aims to provide a variety of services to promote the social and economic inclusion of people in targeted neighborhoods, including: (a) productive safety nets providing access to temporary employment through labor intensive means (essentially non-mechanical maintenance activities such as street, sites and drains cleaning, waste collection, plantation and landscaping, routine environmental and maintenance works, etc..,) ; (b) poverty graduation programs supporting sustainable livelihoods and self-reliance; (c) a variety of activities to promote a safe and protective

<sup>16</sup> Regie d'Assainissement et de Travaux Publics de Kinshasa is the provincial service in charge of solid waste management and drainage.



community environment, e.g., prevention of gender-based violence, prevention and protection of street children, These various activities will be organized around two sub-components and will require the involvement of several state and municipal actors as well as civil society.

*Subcomponent 2.1. Productive social safety nets.* The objective of this subcomponent is two-fold. ; (a) On the one hand, this component will support the creation of temporary employment through specific labor-intensive activities, thus offering targeted vulnerable people the opportunity to earn a living while contributing to the creation of public goods (e.g., better drainage, cleaner streets, controlled erosion). The nature and volume of these labor-intensive works under this sub- component will be defined on an annual basis and complement construction works under component 1 , and (b) On the other hand, implementation will support the development and testing of a range of administrative tools that will help establish the basic elements of a non-contributory national social protection system, such as a targeting system or a payment mechanism that can be used in this project but also for other types of safety nets (e.g., cash transfers, fee exemptions for health services).. The possibility of using this subcomponent also as an instrument to address the challenge represented by the large number of idle youth (40% of Kinshasa youth are NEET –not in education, employment or training) and apparently increasing presence of street gangs is being considered. This sub-component would also support the creation or expansion of income-generating activities by beneficiaries of labor-intensive service delivery activities to help them establish sustainable livelihoods. Specific activities to be financed have not yet been determined, but training, technical assistance and financial intermediation can be anticipated.

*Sub-component 2.2. Support for inclusive and resilient communities.* This sub-component will finance a range of activities aimed at developing social capital, improving social inclusion and building resilience at the neighborhood level (the lowest recognized administrative level). This will require increased collaboration between government and civil society institutions, and the strengthening of both. Activities to be supported will be essentially of three types: (a) communication to change behaviors and social marketing to complement infrastructure investments and public works on topics such as hygiene, garbage disposal or civic behavior; (b) creation or expansion of initiatives to encourage peaceful coexistence and to develop a spirit of “protective community” in the targeted neighborhoods, for example through activities aimed at addressing youth or gender-based violence or curbing the street children phenomenon (both are major problems); (c) capacity building for the Division of Social Affairs and civil society to carry out activities envisaged under this Component. The findings of the social assessment study will provide important elements to clarify the content of this subcomponent by identifying the main local actors, social dynamics and priorities in the targeted neighborhoods. Similarly, the study on the transformation of Social Promotion Centers financed by the HD Systems Strengthening Project will offer important pointers for capacity building.

### **Component 3. Urban Management Strengthening**

This component will provide technical assistance to relevant government institutions at the local, provincial and national levels to strengthen their capacity to improve service delivery and urban management<sup>17</sup>, in line with the on-going decentralization action plan and to develop and implement relevant urban development strategies and programs. It will have three sub-components.

*Sub-component 3.1. Support to the Provincial and Communal levels in selected communes.* This line of activities would support the decentralization agenda and would build on the DRC Enhancing Governance Capacity (PRCG) and Profit Congo projects to implement the “Minimum Provincial Platform” in particular on the following aspects:

- (i) activities to support municipal resources mobilization, improve budgetary and public expenditure management including procurement and participatory budgeting, establish basic communal functions, strengthen

<sup>17</sup> Urban management includes urban planning, urban administration, and provision of social services and infrastructure.



- transparency and accountability at the provincial assembly level and through citizen engagement, and to promote exchanges of experiences;
- (ii) capital Investment and maintenance planning tools: development of a three-year programming tool (inventory, programming and budgeting) for infrastructure maintenance planning and annual maintenance plans ,
  - (iii) preparation of urban and land management tools: master plans for targeted extension zones (Specific Planning Plan (PPA), in areas to be upgraded under component 1.2, study on the city boundaries, training, and
  - (iv) capacity building activities to improve resilience to natural hazard at the city level.

*Sub-component 3.2. Support to selected national entities.* The objective of this component would be to provide targeted support to ministries in charge of urban development, housing, and land affairs in order to achieve sectoral strategic objectives. It focuses on strategic level and capacity building activities: (a) support for the development of the national urban database (b) just-in time support to the development of urban sector policies and strategies particularly with regard to urban land tenure and housing policy; (c) prospective study on an urban management agency; and (d) training and capacity building of sectoral institutions and linkages with academic institutions to sustain the development of new skills.

*Sub-component 3.3. Project management, coordination, M&E .* This component will finance project management costs, financial and technical audits, monitoring and evaluation of project activities (including beneficiary surveys), oversight of environmental and social safeguards activities, communication, technical assistance and consultant services, training and exchanges of experiences.

**A Contingency Emergency Response Component is also being considered.**

2. Overall Risk and Explanation

The high-risk rating is related to the overall country environment including the volatility of the political context and the unfinished decentralized process. The overlap of roles and responsibilities between central and provincial entities with respect to urban management weakens the stakeholders' accountability may slow down project implementation. In addition, the city is particularly vulnerable to natural hazards, in particular to recurrent flooding and susceptible to civil unrest and violence. The City province of Kinshasa has limited capacities and experience to implement large integrated urban projects, in particular in regards to environmental and social safeguards management will require strong technical assistance in the early years of the project.

The use of the Urban Development Project Implementation Unit for project preparation while building the capacity of the provincial implementation unit to take over, which is fairly well-versed in Bank procedures, should mitigate some of the project preparation risks.

**Note to Task Teams:** The following sections are system generated and can only be edited online in the Portal.

**SAFEGUARDS**

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

Project interventions would be carried out in selected neighborhoods of the communes located West and East along the



N'djili River which concentrate a number of physical and social vulnerabilities. The N'Djili is the principal water course of the city (apart from the Congo River) which constitutes the major physical obstacle between the East and the West part of the city, with only one crossing point on Blvd. Lumumba. Its overall catchment area covers an area of about 6,850 ha in the urbanized part of the city and would host about 2.5 million people (average density of 300hab/ha) spread over 8 communes (Lemba, Matete, Kisenso, N'djili and part of Mont Ngafula, Limete, Kimbanseke and Masina). Housing is precarious and most of the area lacks access to basic services, with the exception of a few planned settlements.

The first neighborhood upgrading activities will be carried out in selected neighborhoods in Lemba, Matete, and Ndjili, while the pilot flood/erosion control activities will focus on Lemba, Matete and Kisenso on the left bank of the Ndjili river, more accessible. Such approach would allow for quick wins, no regrets investments and rapidly visible results, while developing a methodology for further scale up neighborhood interventions and preparing a detailed study to define a broader program to reduce flooding and erosion for the whole catchment area. These pilot investment programs will be selected in order to not triggering any resettlements given the simple nature of works.

The project area has 2 distinct types of topography, which has substantial influence on the exposure to climate-related hazards. The area is surrounded by hills, leading to rapid precipitation run-off towards low-lying plains bordering the Congo river, which are in consequence exposed to flooding. There are hundreds head ward erosions in the city, induced by the fragile sandy soils. Solid waste management is highly deficient in the area as only 9 out of 24 communes of the city are currently served with intermittent solid waste collection services and it is estimated that about 10 percent of total quantities are collected and disposed at the city's landfill. Therefore, run-off in natural channels and drainage canals is often impeded by waste. The situation is further worsened by high erosion and transport of surface soil from soft-surface roads, contributing to siltation. Some neighborhoods are regularly floods and extreme precipitation lead to loss of life and assets.

## B. Borrower's Institutional Capacity for Safeguard Policies

The DRC has a legislative and regulatory framework conducive to proper environmental and social management and has signed a number of international treaties and conventions. The GoDRC has experience with the Bank's Safeguard Policies through Bank-funded projects across sectors. However, implementation capacity is weak. The Ministry of Environment, Conservation and Sustainable Development (MECNDD) governs environmental policies and their compliance through its National Agency for the Environment (ACE) responsible for all projects safeguards compliance, with an emphasis on category A projects. It is also familiar with safeguards instruments such as the ESMF, the RPF, and the IPPF. The ACE is however understaffed with limited capacity, and despite several donor-funded capacity-building initiatives, still largely relies on donor and project funds to carry out field supervision duties. Participation and citizen engagement are often poor, despite decentralization efforts, resulting in limited ownership. The Bank has been diligent in supporting participatory approach in operations, and civil society as well as local institutions and leaders are invited to participate in the design of projects. At the Kinshasa City Province level, agencies (including those attached to the Ministry of Environment) are not well equipped to monitor social and environmental impacts, lack training, and their management capacity and knowledge of Bank safeguards policies are limited. A thorough assessment will be conducted before appraisal to evaluate their technical and staff needs to ensure efficient implementation of Bank safeguards policies. The involvement of the Urban Development Project (UDP) PIU in the management of the PPA to prepare safeguards documents will help mitigate these risks, as the PIU has an environmental unit which has received trainings in Bank safeguards management and demonstrated its knowledge and experience in implementing the Bank safeguards policies, including disclosure of the safeguards instruments under the ongoing Bank-financed UDP.

Overall, safeguards management is found to be challenging in DRC. The Bank has been conducting safeguards trainings for the PIUs and is currently engaging in an Advisory Services and Analytics on existing Environmental and Social national



framework and institutional capacity, which will allow the Bank to better address and mitigate risks and impacts of investments ( launched in October 2017).

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**C. Environmental and Social Safeguards Specialists on the Team**

- Lucienne M. M'Baipor, Social Safeguards Specialist
- Grace Muhimpundu, Social Safeguards Specialist
- Claude Lina Lobo, Environmental Safeguards Specialist
- Joelle Nkombela Mukungu, Environmental Safeguards Specialist

**D. Policies that might apply**

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	<p>The project would will be implementedadoptthrough a multi-phased programmatic approach over a ten-year period in 3 phases, at each phase the team will prepare separate Integrated Safeguards Datasheets to assess risks and mitigate negative impacts. This ISDS covers the first phase In this first phase-projectof the project (the Project),whose activities will be limited to ; (i) small-scale neighborhood upgrading activities in poor and vulnerable areas, pilot interventions to limit erosion and flooding, sanitation activities, (ii) social and economic inclusion activities, (iii). and urban strategies and detailed design studies for the next phase-project investments, (iv) urban management, planning and institutional strengthening activities. Potential areas for scaling-up in coordination will be defined with other donors and programs. The Project is rated EA category A.</p> <p>The project triggers OP4.01 Environmental Assessment due to the infrastructure investments to be financed under Components 1 (Resilient Infrastructure and Urban Services) which will including rehabilitation of roads, rehabilitation/construction of drainage, anti-erosion works, dredging and other small urban infrastructure at the neighborhood level, a fecal sludge disposal plant and eventual improvement of transit disposal sites. At this point, the list of investments and their exact location to be selected in a participatory way, is yet to be determined and detailed designs have yet to be completed. An Environmental and Social Management Framework (ESMF) will provide guidance for preparation and</p>



		implementation of the environmental and social screening process and the preparation of the specific Environmental and Social Impact Assessments (ESIAs) for sub-projects as they will be identified, including Environmental and social management plans (ESMPs) starting with ESIs for : pilot interventions on erosion and flooding, sludge deposal site, and public spaces. The instruments (ESMF) will be consulted upon, and disclosed in the country and in the World Bank’s External website prior to appraisal.
Natural Habitats OP/BP 4.04	No	This OP is not triggered, as there will be no potential impact on natural habitats.
Forests OP/BP 4.36	No	The proposed project will not affect forests, nor will it involve reforestation.
Pest Management OP 4.09	No	No use of pesticides or health-related concerns with respect to vector management are expected.
Physical Cultural Resources OP/BP 4.11	Yes	This policy is triggered as the proposed works might involve dredging and excavation in inhabited areas, which may result in chance finds of physical cultural resources. Thus, this policy will be addressed in the Environmental and Social Assessment, and “chance finds” procedures should be part of every civil works contract, even where risks are deemed low.
Indigenous Peoples OP/BP 4.10	No	This OP is not triggered, as the project will be implemented in Kinshasa, an urban area where there are no indigenous people.
Involuntary Resettlement OP/BP 4.12	Yes	This policy is triggered as the proposed investments under Component 1 (Resilient Infrastructure and Urban Services rehabilitation and/or construction of urban infrastructure and facilities) might induce temporary and/or permanent land acquisition. At this point, the exact location of the infrastructures in the beneficiary communes is still to be determined with the communities and detailed designs still have to be completed. To address any potential negative impact, a Resettlement Policy Framework (RPF) has been prepared to outline the principles and guidelines for mitigating any potential impact that may require compensation in the event of land acquisition resulting in economic or physical displacement. The RPF also puts in place measure to provide livelihood restoration in case of loss of income or resources. Once the sites for sub-projects are clearly identified, Resettlement Action Plans (RAP) will be prepared and



		implemented in line with the RPF prior to commencement of any civil works. The RPF will be consulted upon, and disclosed in the country and in the World Bank’s External website prior to appraisal
Safety of Dams OP/BP 4.37	No	The Project will not finance any dam construction or rehabilitation.
Projects on International Waterways OP/BP 7.50	No	None of the intervention sites concern International Waterways.
Projects in Disputed Areas OP/BP 7.60	No	None of the intervention sites are in disputed areas.

**E. Safeguard Preparation Plan**

Tentative target date for preparing the Appraisal Stage PID/ISDS

Apr 27, 2018

Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS

The environmental and social category of the Project is A. All safeguard related studies are being initiated and will be completed before Board. These include : (i) the Environment and Social Management Framework and the Resettlement Policy Framework with an assessment of the resettlement and compensation current procedures, that will cover the other investments whose locations are to be determined, (ii) Environmental and Social Impacts Assessments (ESIA) and draft Resettlement Action Plans (RAP) for investments whose location is known, and (iii) and an in-depth social assessment of the potential beneficiary areas.

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**Note to Task Teams:** End of system generated content, document is editable from here.