Concept Environmental and Social Review Summary

Concept Stage

(ESRS Concept Stage)

Date Prepared/Updated: 04/20/2020 | Report No: ESRSC01327
The Program Development Objective (PDO) is to improve access to land records and land for development including housing program in Punjab Province.

<table>
<thead>
<tr>
<th>Financing (in USD Million)</th>
<th>Amount</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total Project Cost</td>
<td>150.00</td>
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B. Is the project being prepared in a Situation of Urgent Need of Assistance or Capacity Constraints, as per Bank IPF Policy, para. 12?
No

C. Summary Description of Proposed Project [including overview of Country, Sectoral & Institutional Contexts and Relationship to CPF]
The objective will be achieved by (i) standardizing and unifying urban land records; (ii) updating land revenue maps and integrating them into LRMIS; (iii) producing a province-wide digital cadastral map through the latest geospatial information; (iv) identifying and recording public lands in LRMIS for development programs, in particular for affordable housing; (v) development of the next generation LRMIS solution for PLRA interlinking the associated land registration systems; (vi) promoting access to and availability of land and geospatial information; (vii) improving institutional arrangement, capacity, procedures and legal framework for unifying land property management; and
(viii) assessing, addressing and monitoring social and environmental vulnerabilities and monitoring project impact to vulnerabilities.

D. Environmental and Social Overview

D.1. Project location(s) and salient characteristics relevant to the ES assessment [geographic, environmental, social]

The proposed project location is the province of Punjab, Pakistan, under which the Government of Punjab will advance efforts to strengthen land administration. This shall encompass mainly urban as well as some semi-urban and rural settings and will be implemented by Punjab Land Records Authority (PLRA), under Punjab Board of Revenue. The PLRA’s services will be extended to urban areas where more centers for land transactions - called Arazi Record Centers (ARCs) - will be established to deliver high quality and transparent land transactions for citizens, including through mobile offices. The establishment of Arazi Record Centers in the project are mainly in the government owned properties i.e. buildings and lands surrounded by built-up and residential areas. Since exact locations and sites are not identified at this stage therefore, the PLRA will prepare an Environmental and Social Management Framework (ESMF) with generic Environmental and Social Management Plan and a Resettlement Policy Framework (RPF).

D. 2. Borrower’s Institutional Capacity

The project will be implemented via a PMU at PLRA, and, potentially, government mapping authorities (e.g. Survey of Pakistan and the Army Survey Group) as a national-level mapping agency. Given the scale of the Project, a pilot will be conducted during the first year of project implementation to develop standard operating procedures, initial protocols, tools and materials. PLRA staff have institutional memory concerning World Bank standards on procurement, financial management and safeguards since they were involved with the implementation of LRMIS project (P090501). However, since the LRMIS project was implemented under the safeguard policies, PLRA staff will need to undergo trainings/orientations about the Environmental and Social Framework (ESF) during the proposed project’s preparation, and the ESCP will include provisions for ESF trainings. PLRA’s capacities must also be strengthened in various technical areas to ensure the sustainability of project investments (e.g. maintaining a cadastral map, etc.). Targeted trainings and capacity building programs for technical staff will be provided to address this issue.

Moreover, there are multiple public- and private-sector agencies and organizations across the province that are involved in land administration. Successful implementation of the proposed project requires collaboration between these agencies and organizations, which will be challenging given the numerous organizations involved. Depending on the mandates of these organizations and their relationship with the Project, the Bank will need to assess whether the environmental and social capacities of these organizations need to be developed to ensure success of the proposed Project. When possible and as needed, the Bank will utilize consultants with previous experience with working with the agencies.

A thorough review will be conducted during project preparation of the existing Grievance Redress Mechanism managed by PLRA to assess how it is processing land related complaints, and whether its users are satisfied with its functioning. As noted in the ICR of the previous LRMIS project, complaints received were usually about corruption, behavior of Arazi Center staff, discrepancies in the land records, and delayed services. The proposed Project will provide multiple avenues of grievance redress, including Call Centers, grievance redress counters at Arazi Centers, annual user satisfaction surveys, and an end-of-project survey.

II. SCREENING OF POTENTIAL ENVIRONMENTAL AND SOCIAL (ES) RISKS AND IMPACTS
A. Environmental and Social Risk Classification (ESRC)

Environmental Risk Rating

As per environmental and social assessment during the PCN stage, the project activities are envisaged to have Moderate environmental risk. The environmental risks of the relevant project components are; Component 3: Integrated Land Information System and Services, involving rehabilitation and construction of LRMIS Centers in various districts of Punjab, including urban centers, involving construction or expansion of Arazi Record Centers (ARCs) and the provision of procuring ICT equipment for ARCs. The accompanying civil works are thus, envisaged to have potential environmental risks mostly related to occupational health and safety of labor and community, air and noise emissions. These risks and impacts are expected to be localized, temporary and reversible. Additionally, the procurement of ICT equipment poses a risk appropriated with the generation of electronic waste (e-waste). Currently, there are no existing national, subnational, or sectoral implementing institutions and applicable laws, regulations, rules and procedures for the management of e-waste, hence, nor is there any e-waste management system in place at the institutional level. The digitization process is expected to have a net positive environmental impact, due to the automation of centralized land record data which would, thus, result in resource-efficient ARCs, compare to the conventional method of keeping and storage of data in paper-based files leading to a lower carbon footprint. The above-mentioned environmental risks could be mitigated as per the mitigation hierarchy and tools have given under ESS1 and ESS3.

Social Risk Rating

Land tenure is a highly contentious issue in Punjab, particularly in the context of widening social and economic inequities; for this and other reasons described below, the social risk of this project is assessed to be High. While the Project is likely to have beneficial impacts by facilitating efficiency, transparency, predictability and accountability to land administration in Punjab, there is also a risk that land may be cleared of squatters/informal occupants in anticipation of project activities. Some level of social disharmony can also be anticipated given widespread disputes over land (multiple claimants, disputed inheritance rights, customary exclusion of women and minors from rightful land shares, etc.).

The management of social risks, impact and stakeholder engagement will require different approaches in rural and urban areas. In rural areas, large landholders remain powerful—often wielding influence over state machinery and service delivery and controlling access to information, including about land transactions and records. Activities in Component 1: Digital Land Records and Cadastral Maps for LRMIS related to the public display and dissemination of existing revenue-based maps in rural areas could have significant risks due to this power imbalance, as small landholders and those without tenure may be empowered and bring to the fore existing and past disputes over tenure. Numerous legal disputes are caused by contract enforcement of land rental contracts, e.g. over illegal possession of land, eviction of tenants, and recovery of rent, and Punjab’s Revenue and Civil Courts may see an uptake of these cases, with ensuing risks to social harmony. In areas where new mapping or records need to be created, field data collectors proposed under the project may come up against the decades-old Patwari system of land administration, where the lowest officials in the revenue hierarchy (Patwaris) are still responsible for many social, political and administrative functions including maintaining land records, and acting as the custodians of records pertaining to public and private lands. The Patwari system may prove to be uncooperative and disruptive to the field mapping exercises. Associated risks with field mapping work include health and safety risks, including the potential for communicable diseases such as the prevalent COVID-19, associated with exposure to communities.
Activities under Component 2 Land for Urban Development which assist in the regularization of Informal Settlements on State Lands (Katchi Abadis) in urban areas could have immense positive social impact on the lives of the urban poor living in informal settlements. However, regularization of these settlements and potential land tenure may also exacerbate disputes over ownership. To ensure vulnerable landowners are not excluded because of lack of knowledge about the program and its benefits, or because they cannot afford to be included, the legal frameworks and policy development work envisaged under Component 4 Project Management and Policy Development will need to be inclusive. The risks of exclusion in any property registration or regularization activity could generate negative sentiment against the Project and the Government.

Component 3 Integrated Land Information System and Services’s focus on digitization is expected to reduce opportunities for corrupt practices during land mutation and property transfer. However, the digital tools created need to be accessible and responsive—only around 40% of Pakistan’s population is currently online and the vast majority of them access the internet through smartphone. The design and functionality of all citizen-facing websites like the LRMIS and the Land Information Portal will need to take this into account.

B. Environment and Social Standards (ESSs) that Apply to the Activities Being Considered

B.1. General Assessment

ESS1 Assessment and Management of Environmental and Social Risks and Impacts

Overview of the relevance of the Standard for the Project:

To ensure achievement of environmental and social outcomes consistent with the Environmental and Social Standards, the Project Implementing Partner will accordingly conduct environmental and social assessment (ESA) and implement mitigation measures as per the mitigation hierarchy. Of these studies, an Environmental and Social Management Framework shall be prepared since the sites for construction/rehabilitation activities have not been identified, screened and finalized, nor has been the total number of office and ICT equipment that shall be procured. The targeted facilities for the implementation of these activities are expected to be on existing government land. The environmental impacts are mostly linked with the construction/rehabilitation phase involving civil works, contractors and labor and hence resulting in Occupational Health and Safety hazards and these risks are localized, temporary and reversible in nature. The ESMF will have provisions to address issues related to occupational health and safety, child labor, universal design facilities for the differently abled, and culturally appropriate design (such as separate counters for women and elderly). The World Bank Environmental, Health and Safety Guidelines (EHSGs) will also be annexed in the ESMF. Given the extent of the localized civil works, the ESMF will include the generic Environmental and Social Management Plan (ESMP) to be used prior to and during the construction and rehabilitation of the ARCs. The ESMF will encompass a generic E-Waste Management Plan (EWMP) for the project based on the principles of the mitigation hierarchy, as an integral part of it.

The Project, like its predecessor, seeks to change a culture of land record management which dates back more than 300 years and has been tightly controlled by the revenue bureaucracy. A Social Assessment will be carried out under ESS1 to understand the existing bottlenecks and social and legal dynamics around land management and regularization both in formal settlements and in informal settlements known as Katchi Abadis. The SA will especially target women, minorities, elderly and low-income rights holders. The sources of opposition can be Patwaris, public servants, elements involved with the land mafia, and landholders that oppose dividing parcels among rights holders.
A stocktaking will be carried out of the current processes, notified Katchi Abadis will be visited and stakeholders will be met to understand their needs and experiences with regularization. The Social Assessment will point to the multiple and diverse norms, actors, and political economy that is prevalent and influences land transactions and propose timely mitigation strategies for the Project as it puts in place a digital land records management system.

**Areas where “Use of Borrower Framework” is being considered:**
The Use of Borrower Framework is not being considered for this project.

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**ESS10 Stakeholder Engagement and Information Disclosure**

Given the high risk and complex nature of the Project, PLRA will engage a third-party specialist to prepare a stakeholder engagement plan taking into account ESS10 guidance on categorizing stakeholders into project affected parties, other interested parties, and disadvantaged and vulnerable groups. PMU/PLRA will engage with stakeholders throughout the project life cycle in three phases – in the project preparation phase, while the project is being implemented, and lastly in the first few months after project activities have been wrapped up. Stakeholders engagement will be commenced as early as possible in the project development process and in a timeframe that enables meaningful consultations with stakeholders on project. Consultations will be organized in at least one big city of each North, South and Central Punjab. The purpose of the consultations will be to inform interested individuals about the proposed Project and solicit their views so as to fine tune Project interventions as needed. The consultations will be documented, and notes shared with participants. However, with the ongoing spread of the COVID-19 virus in Pakistan during the spring of 2020, public gatherings may be drastically limited. The PMU may employ online communication tools to design virtual workshops in situations where large meetings and workshops are essential, given the preparatory stage of the project. Webex, Skype, and in low ICT capacity situations, audio meetings, can be effective tools to design virtual workshops. They may also employ traditional channels of communications (TV, newspaper, radio, dedicated phone-lines, public announcements and mail) when stakeholders do not have access to online channels or do not use them frequently.

In the program implementation stage, consultations will be carried out with affected parties, other interested parties and disadvantaged and vulnerable Groups. Vulnerable groups likely to be affected by integration of ministries will be consulted, both in separate groups, and by making sure that their representatives are included in the consultations with affected parties and others. In this phase, the emphasis will be on disseminating information on how reforms are proceeding, getting feedback. Engagement after program conclusion will similarly focus on all three identified stakeholder groups.

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**B.2. Specific Risks and Impacts**

A brief description of the potential environmental and social risks and impacts relevant to the Project.

**ESS2 Labor and Working Conditions**

There are many stakeholders in Punjab maintaining land records, under different mandates and employing thousands of workers. The establishment of a unified land registration system, which can be professionally maintained in one location and used by many stakeholders, may result in re-skilling of existing employees and also redundancies in some instances. The Project will employ direct workers in its PMU, and it will have relationships with contracted workers and is likely to employ primary supply workers. A Labor Management Procedure (LMP), focusing on Project
workers, will be prepared as a draft by Project Appraisal. These actions will be recorded in the ESCP as a Borrower Commitment.

The use of child labor will be forbidden in accordance with ESS2 for any person under the age of 14. Large-scale labor influx is not expected as the civil works envisaged in the context of Arazi Record Centers will not be large scale. In line with ESS2, the use of forced labor or conscripted labor is prohibited in the project, both for construction and any other tasks. The project will also ensure a responsive grievance mechanism to allow workers to quickly inform involved agencies of labor issues.

The Project will develop an Occupational Health and Safety (OHS) Plan, and this will be noted in the legal agreement and the ESCP. All parties who employ or engage project workers will develop and implement procedures to establish and maintain a safe working environment. The OHS plan will ensure COVID-19 related precautions, in accordance with available medical advice, are taken so that all field focused workers (doing land mapping or other tasks) and communities where Project workers interact, are protected. The OHS plan will also advise on use of security personnel if any accompany project workers to community meetings. Contractor/s will prepare OHS plan/s prior to the initiation of any civil works, such as construction of ARCs.

**ESS3 Resource Efficiency and Pollution Prevention and Management**

This ESS is relevant to the project owing to the generation of e-waste for the digitization of ARCs. In general practice, the public sector organizations are that old IT equipment is reused within the organizations. However, in some cases, obsolete IT equipment may need to be disposed off, and in the absence of any E-Waste policies by the Borrower, an e-waste management plan shall be prepared as part of ESMF. The E-Waste management plan will take into account national laws, regulations and Good International Industrial Practices (GIIP) consistent with the EHSGs to dispose and destroy the E-waste from IT equipment replacement. The EWMP will outline the standard protocol as mitigation measures for the disposal and handling of E-waste generated by the project. The client will adopt the EWMP at the project implementation stage and throughout the project life cycle and beyond as a good practice. In case of a lack of capacity, the project implementation agency can recruit reputable and legitimate licensed contractor(s) in environmentally sound and safe practices as per national and provincial environmental laws and regulations to implement the EWMP. They shall also be responsible to conduct an independent third-party assessment of safe disposal of E-waste generated during the project life.

**ESS4 Community Health and Safety**

The applicability of this ESS is established during the environmental and social assessment described in ESS1. In light of the COVID-19 pandemic, it is likely this ESS will be relevant, and the response and mitigation will be determined by expert medical advice available at that time. If the ESS is deemed relevant, PLRA will take measures to avoid or minimize community exposure to project-related COVID-19 risk, or exposure to other communicable diseases, generated possibly by project workers such as those undertaking the field land mapping and verification. Also, if security personnel accompany project workers to community meetings, PLRA will assess risks posed by these security arrangements to those within and outside the project site as directed by this ESS.
ESS5 Land Acquisition, Restrictions on Land Use and Involuntary Resettlement

This standard is relevant. Should any construction or rehabilitation works be undertaken --for example, as part of the refurbishment or construction of Arazi Record Centers or any related civil works -- these will be undertaken in existing facilities and on existing Government land to the extent possible. Any restrictions on land use in connection with project implementation will be undertaken through voluntary negotiations between the parties, to the extent possible in accordance with ESS5. In the unlikely event of permanent land acquisition in connection with any project activities, the necessary ESF instruments, satisfactory to the Bank, will be prepared and disclosed prior to commencement of the land acquisition in accordance with ESS5. Moreover, ESS5 will apply to situations where the recording/mapping of public lands leads to illegal occupants/users of those lands being removed in anticipation of the Project, and to project interventions in the regularization of Informal Settlements (Katchi Abadis) on State Lands.

ESS6 Biodiversity Conservation and Sustainable Management of Living Natural Resources

This ESS is not relevant as direct impacts on the biodiversity and natural resources is not anticipated as construction activities will be carried out in existing facilities and on existing Government lands. The interventions shall not be carried out in any natural habitats and critical habitats, and the ESMF and EWMP prepared under ESS1 and ESS3 shall ensure that waste disposal sites are not located in or in close proximity to the natural and critical habitats.

ESS7 Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities

This standard is not relevant as the Project focuses on the Punjab province whereas Pakistan’s only recognized Indigenous Peoples, the Kalash, live in 3 valleys in Chitral district of Khyber Pakthunkhwa province, and are outside the scope of the Project.

ESS8 Cultural Heritage

This standard is not relevant. The construction/rehabilitation activities will be limited in space and time. The physical activities will be confined to small civil works interventions within the physical space of existing government buildings or on confined public land. There are no affects envisaged on built heritage, intangible heritage, or natural heritage. Nevertheless, through the ESMF, the Borrower will determine the potential risks and impacts of the proposed activities of the project on cultural heritage and will screen out subprojects with risks/impacts on Cultural Heritage. The ESMF will develop a chance find procedure to be followed during project implementation.

ESS9 Financial Intermediaries

The Project does not involve any activities with financial intermediaries hence ESS9 is not relevant to this project.

C. Legal Operational Policies that Apply

<table>
<thead>
<tr>
<th>Operational Policy</th>
<th>Applicable</th>
</tr>
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<tbody>
<tr>
<td>OP 7.50 Projects on International Waterways</td>
<td>No</td>
</tr>
<tr>
<td>OP 7.60 Projects in Disputed Areas</td>
<td>No</td>
</tr>
</tbody>
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III. WORLD BANK ENVIRONMENTAL AND SOCIAL DUE DILIGENCE

A. Is a common approach being considered?

No

Financing Partners

None.

B. Proposed Measures, Actions and Timing (Borrower’s commitments)

Actions to be completed prior to Bank Board Approval:

Actions to be completed prior to Appraisal include:

1. Preparation and disclosure of Draft Environment and Social Management Framework which includes a generic ESMP to manage civil works impacts and E-Waste Management Plan.
2. Preparation and disclosure of Draft Social Assessment
3. Preparation and disclosure of Draft Resettlement Policy Framework
4. Preparation and disclosure of draft Stakeholder Engagement Plan
5. Preparation and disclosure of draft Borrower ESCP

Possible issues to be addressed in the Borrower Environmental and Social Commitment Plan (ESCP):

1. Implementation of mitigation measures identified in ESMF, Generic ESMP and EWMP
2. Where feasible, using the findings of Social Assessment to inform Project design
3. Preparation and Implementation of Labor Management Procedures as per the timelines identified in the LMP
4. Preparation and implementation of Occupational Health and Safety Plan for the Project, and preparation of OHS plan/s by Contractor/s prior to start of civil works
5. Implementation of RPF
6. Hiring of relevant Environment and Social Specialists in PMU as identified in ESF instruments

C. Timing

Tentative target date for preparing the Appraisal Stage ESRS

01-Dec-2020

IV. CONTACT POINTS

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VI. APPROVAL

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Practice Manager (ENR/Social) David Seth Warren Recommended on 10-Apr-2020 at 08:23:13 EDT
Safeguards Advisor ESSA Agi Kiss (SAESSA) Cleared on 20-Apr-2020 at 23:50:26 EDT