

**HASHEMITE KINGDOM OF JORDAN**

**MUNICIPAL SERVICES AND SOCIAL RESILIENCE PROJECT  
(MSSRP)**

**ENVIRONMENTAL AND SOCIAL MANAGEMENT FRAMEWORK  
(ESMF)**

**EXECUTIVE SUMMARY**

**March 30, 2017**

## EXECUTIVE SUMMARY

1. The latest Jordan census records of 2016 indicate that Jordan is currently hosting nearly 1.3 million Syrian refugees, 80 percent of whom live in host communities. This number represents about 13 percent of Jordan's population. During the first two years of the Syrian refugee crisis, the international community's response focused almost exclusively on providing humanitarian assistance to the refugees, including to those who fled to Jordan. As the numbers of Syrian Refugees infiltrating host communities in Jordan gradually increased, this increase significantly strained the country's systems and structures, adding pressure on basic service delivery in water, sanitation, electricity, solid waste management, and overstressing health and education systems. Gradually, the impact of the crisis on municipal infrastructure deepened, and the socioeconomic impact across Jordan and in particular within host communities worsened.
2. The deepening of the Syrian crisis required an approach that recognized the protracted nature of the crisis and sought to address its impact on the development prospects of the country. The longevity of the crisis will likely translate into mounting costs and ever-increasing challenges to the social and economic fabric of the country. One such challenge is related to mitigating social tensions and fostering social cohesion between refugees and host communities in non-camp, urban contexts. In response, The GOJ took the lead in preparing annual rolling Jordan Response Plans (JRPs) which identified the country's humanitarian and medium-term resilience needs in an integrated fashion. The JRPs serve as a platform for coordinating donor support to the country's response plan to the crisis. Concurrently, the international community started shifting away from short-term assistance towards building resilience of host communities and mitigating the socio-economic impact on the country's population.
3. The objective of the MSSRP will be to Support Jordanian municipalities affected by the influx of Syrian refugees in delivering services and employment opportunities for Jordanians and Syrians
4. **Project Components:** The proposed AF will maintain the Parent Project's two main components: (i) Municipal Grants; and (ii) Institutional Development and Project Management.

### *Component 1: Municipal Grants and Projects Based Grants*

5. Municipal grants will be provided annually for a total of 21 municipalities. While the focus under the (ESSRP) was on the provision of timely delivery of services as an emergency response, the proposed project will place higher emphasis on sustainability, responsiveness, and efficiency of services in a way that promotes longer-term resilience and mitigates risks to social cohesion at local levels. This will be achieved by: i) focusing on more inclusive community consultations to ensure that investments better reflect community needs and priorities; ii) emphasizing that investments made through sub-projects are aligned with municipality's strategic planning over the medium-term; iii) ensuring predictability of funding to allow for better planning that takes into account the cost of operating and maintaining procured assets; and, iv) encouraging municipalities to use labor-intensive techniques for public works to support the generation of jobs for Syrian refugees and Jordanians.
6. Under the component, an attempt will be made to strengthen the processes of planning, implementing and monitoring the proposed investments/subprojects. The project will provide the municipalities with an opportunity to work on their medium term strategy linked with investment plans. This will ensure that the proposed investments are aligned with municipality's medium-to-

long term vision that takes into account current challenges, such as expansion and highly strained services, as well as potential for city growth and planned development.

7. ***An Innovation Fund (IF) will be introduced under Component 1.*** The IF will finance demand-driven projects that may be multi-year and involve inter-municipality collaboration. IF projects shall adhere to the following set of principles: (i) *robust and inclusive participatory consultations and planning*, (ii) provide *innovative solutions to local challenges* faced by communities, and (iii) *contribute directly to the Project's outcomes*. The IF will also encourage municipalities to (iv) *leverage resources and expertise by partnering with CBOs, NGOs, and private sector* in promoting improved services and employment opportunities for Syrians and Jordanians. Municipalities will furthermore be encouraged to consider project ideas that have surfaced through other donor-financed engagements including the USAID-funded CITIES Project and other similar consultative planning initiatives supported by the EU and International NGOs.

### ***Component 2 – Institutional Support and Project Management***

8. Activities under this component will include: i) institutional strengthening with experts' support ii) capacity building and trainings iii) technical assistance. Under institutional strengthening, local experts will be hired to support and strengthen the oversight and monitoring capacity of the PMU and CVDB while providing implementation support to PMs. PMs will also benefit from customized technical assistance and training to improve the quality and efficiency of their services, focusing on the following key aspects: i) improved strategic and financial planning, ii) improved accountability vis-à-vis the communities through the use of citizen outreach and engagement tools, iii) targeting youth and women through inclusive practices and projects in order to strengthen social cohesion between Syrians and Jordanians. Finally, this Component will finance contracts with other organizations for supporting implementation, including contracts with experts in labor-based works investments and youth and third party monitoring.
9. Jordan has an environment protection law (EPL) no. 52/2006, which is implemented through its Environmental Impact Assessment (EIA) regulations no. 37/2006 and its five annexes. These require that all projects to conduct an EIA and prepare an EIA report prior to construction. The approval of an EIA is a pre-requisite for any subsequent licenses or permits by any or all other relevant authorities that may be required prior to construction. The Ministry of Environment (MoEnv), through its Department of Licensing and Guidance (which also includes the EIA section) arranges for screening, control and follow up on the EIA process and its implementation. As per the EIA law, all development projects, regardless of EIA classification, must adhere to the air emission, water, wastewater reuse; industrial and municipal discharge Jordanian standards.
10. This document presents an Environmental and Social Management Framework (ESMF) for the Jordan Municipal Services and Social Resilience project (MSSRP). The ESMF ensures that the project activities are compliant with the relevant requirements of national policies, regulations and legislations as well as the World Bank relevant Operational Policies and Procedures (OPs). The objective of this ESMF is to provide an environmental and social management framework for the design and implementation of the MSSRP and provides a practical processing tool during project formulation, design, planning, implementation, and monitoring to ensure that environment and social aspects are duly considered. The ESMF describes the steps involved in identifying and mitigating the potential environmental and social impacts of proposed investments, summarizes institutional arrangements for the implementation of mitigation measures, the monitoring

arrangements, and the capacity building needs for effective implementation of recommendations outlined in the document.

11. The ESMF entails an Environmental and Social Screening process which allows subprojects to be classified according to their potential impacts and appropriate mitigation/rehabilitation measures required, according to the World Bank Operational Policy 4.01 on Environmental Assessment. The initial safeguards screening form (see Annex 5) for all proposed civil works subproject level activities is catered to assess for the application of the Bank Operational Policies on physical cultural resources and involuntary land acquisition and resettlement. While the Project is expected to only operate on public/state lands, the screening will assist in risk management, especially related to the presence of squatter or other encumbrances on state lands. The screening form also caters for “chance finds” relating to the Physical and Cultural Resources Policy of the Bank. The initial screening form will not screen for the possible application of OP 4.04 Natural Habitats, OP 4.10 Indigenous Peoples, OP 4.36 Forests, OP 4.37 Safety of Dams, OP 7.50 Projects on International Waterways, or OP 7.60 Projects in Disputed Areas. Sub-project locations are all within existing municipal jurisdictions; these jurisdictions are highly-urbanized areas and natural habitats, forests, dams, etc. do not exist within the geographical range of possible sub-project locations.
12. The screening of subproject will result in the prospective subproject being determined as one of the below general modes of safeguards management:
  - a. Important impact (Category "A" according to the World Bank (WB) and Category “1” according to the Government of Jordan). This class of projects will be excluded from financing as ineligible project;
  - b. Above-average impact (new construction and/or expansion onto new site), This corresponds to World Bank category “B” and Category “2” according to Government of Jordan, a site-specific EMP will be developed, and the tender documents signed in accordance with the Jordanian regulations and World Bank safeguards clauses;
  - c. Average impact (civil-work rehabilitation on existing site), this corresponds to World Bank Category “B” and Category “2” according to Jordan Government, the relevant Technical Environmental Guidelines (TEG) will be selected and applied and a simplified “EMP” will be developed, and the tender documents signed in accordance with the Jordanian regulations and World Bank safeguards clauses;
  - d. Negligible or absent impact (Category "C" according to the WB and Category “3” according to the Government of Jordan): no impact assessment is required;
  - e. Goods-only procurement of everything except pesticides/rodenticides, in which adherence with a goods-specific TEG is required;
  - f. Procurement of chemicals (pesticides/rodenticides) for chemical control, will be excluded from financing as ineligible project;
  - g. Any site-specific civil works ((b.) or (c.) above) which at the time of design or construction engages OP 4.12 Involuntary Resettlement, in which case both the process for (b.) or (c.) plus the Resettlement Policy Framework (RPF) will be applied.

13. Eligible activities at the subproject level are not anticipated to trigger World Bank Operational Policy OP 4.12, which covers impacts mainly related to the relocation of households or communities; acquisition of private owned lands (temporarily or otherwise); adverse impacts on livelihoods including those that may occur through restriction of access to resources. It is anticipated that that subproject level activities will be carried out on public/state owned lands. However, the Project has prepared an RPF to address unexpected issues that might arise even in the context of state owned lands (i.e., presence of squatters or other encumbrances). This RPF will serve as a precautionary measure in the unlikely situation that squatters and/or encumbrances are found on government land used for the Project. In such events, RAPs will be prepared to address any adverse impacts that may arise as per OP 4.12. For JESSRP, the RPF is prepared as a separate document.
14. An inter-ministerial Steering Committee (SC) provides strategic direction, overall coordination, and oversight at the national level. It is headed by the implementing agency, the Ministry of Municipal Affairs (MOMA), and include key ministries and agencies such as Ministry of Planning and International Cooperation (MOPIC), Ministry of Interior (MOI), Ministry of Water and Irrigation (MWI). MOMA is responsible for overall Project coordination, management and reporting, and for implementing Subcomponent 2B. This includes project monitoring, financial management (FM), audits, safeguards compliance according to the ESMF provisions, and reporting to the Government and donors.
15. During project preparation phase, the positive list of eligible projects (table1) was identified in consultation with municipalities and local communities and compiled by an identification-phase consultant. In addition, in-depth meetings and/or focus groups discussion were conducted with the elected municipal members and technical staff to confirm the initial list of eligible projects. Public consultation was carried out by the Ministry of Municipal Affairs's PMU on March 9, 2017 to inform stakeholders of the project's launch and to ensure adequate information was made available to the communities regarding the specifics of the project including the types of activities expected to be financed. Over 170 persons from beneficiary communities participated in the consultations sessions including women's organizations, youth and sports clubs, civil society organizations (CSOs), farmers and academics. In subsequent years, consultations will continue to be held with communities to inform them of the Project's activities and to identify priority investments to be financed under the MSSRP.
16. The beneficiary communities contribute to the selection of priority activities during the implementation phase through participatory processes, inclusive of women, youth and groups that are considered vulnerable. Local social organizations (NGOs, CBOs, charities, etc.) will be expected to facilitate the process. The local communities have also been consulted throughout project implementation and are able to track progress and results through the publication and dissemination of relevant project information. During the EMP and RAP preparation process for sub-projects, the grantee municipalities consult with project-affected groups and local nongovernmental organizations (NGOs) about the Project's environmental and social aspects and takes their views into account. For meaningful consultations between the grantee and project-affected groups, the grantee provides and discloses relevant material (e.g. the ESMF and the RPF) in a timely manner and in a form and language that are understandable to the affected groups. In addition, the grantee consults with such groups throughout project implementation as necessary to address safeguards-related issues that affect them.

17. The cost associated with implementing the EMP is accommodated by the project and estimated at around US\$309,000. The project will recruit a Gender Specialist that will be working with the Project Management Unit and two field-based Inclusion and Gender Specialists and two field based Supervision Engineers (whose TOR include social and environmental compliance tasks, respectively). The ESMF cost also includes the full-time CVDB staff member who supervises MSSRP due diligence. The project will finance training workshops addressed to CVDB and municipal operation staff and eligible contractors. Finally, it will finance public awareness campaigns at each of the municipalities to ensure public knowledge of the project objectives, description and what activities will be launched in their communities. Moreover, the supervision consultants and the contractors will share the project implementation plans including any specific actions that will take place during construction. This includes vehicular traffic detour plans, temporary interruption of water and electricity supplies, etc. Note that all of the consultant and staff costs below are estimates in order not to disclose any individual salary information.