

**HASHEMITE KINGDOM OF JORDAN**

**EMERGENCY SERVICES AND SOCIAL RESILIENCE PROJECT  
(JESSRP)**

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

**EXECUTIVE SUMMARY**

**Revised January 18, 2014**

## ACRONYMS

ARAP	Abbreviated Resettlement Action Plan
BMPs	Best Management Practices
CBOs	Civil Society Organizations
CITES	Convention on International Trade in Endangered Species
CSOs	Community Based Organizations
CVDB	Community and Villages Development Bank
EA	Environmental Assessment
EC	European Commission
EHS	Environmental Health and Safety guidelines
EIA	Environmental Impact Assessment
EMP	Environmental Management Plan
EPL	Environmental Protection Law
ESMF	Environmental and Social Management Framework
GAM	Greater Amman Municipality
HIES	Household Income and Expenditure Survey
HKoJ	Hashemite Kingdom of Jordan
JESSRP	Jordan Emergency Services and Social Resilience Project
IPM	Integrated Pest Management
ISC	Inter-Sectoral Committee
KPIs	Key Performance Indicators
LDU	Local Development Units
M&E	Monitoring and Evaluation
MOA	Ministry of Agriculture
MOE	Ministry of Environment
MOH	Ministry of Health
MOMA	Ministry of Municipal Affairs
MOPIC	Ministry of Planning and International Cooperation
MOI	Ministry of Tourism and Antiquities
MOTA	Ministry of Interior
MOU	Memorandum of Understanding
MWI	Ministry of Water and Irrigation
MST	Municipal Services Team
NGOs	Non-Governmental Organizations
OM	Operations Manual
OP	Operational Policy
PAD	Project Appraisal Document
PCR	Physical and Cultural Resources
PIF	Project Information Form
PMP	Pest Management Plan
PMU	Project Management Unit
RAPs	Resettlement Action Plans
RLDP	Regional and Local Development Project
ROW	Right of Way
RPF	Resettlement Policy Framework
SC	Steering Committee
TEGs	Technical Environmental Guidelines

TORs	Terms of References
TRC	Technical Review Committee
UNDP	United Nations Development Program
VCNA	Vector Control Needs Assessment
WB	World Bank
WHO	World Health Organization
YWC	Yarmouk Water Company

## EXECUTIVE SUMMARY

More than two years of violent conflict in Syria has resulted in massive movements of people within Syria, as well as into neighboring countries. UNHCR estimates that as of January 2014, the number of refugees in Jordan could surpass 575,000, constituting less than 10 percent of the population. While some of the Syrians are living in camps, the majority — as much as 80 percent — are staying in urban centers, where they share space, resources and services with their Jordanian hosts. This influx has rapidly expanded the population of many towns. The additional pressures are undermining the coping mechanisms of public institutions, communities, households and individuals. The rising influx of Syrian refugees has increased the burden on public service provision, worsened already stretched public finances, and is also having an impact on Jordanians working in the informal labor market, both in terms of competition for jobs and reduction of wages. Overall, the conflict across Jordan's border continues to pose significant downside risks to growth, stability and public wellbeing in Jordan.

The Hashemite Kingdom of Jordan will receive a Grant from multiple donors, including from the World Bank, to finance the activities of the Jordan Emergency Services and Social Resilience Project (JESSRP). The project aims to promote broader crisis resilience through support to participating municipalities to provide additional services based on local needs, the strengthening of community resilience through local economic development and community engagement, and the strengthening of institutional resilience to crises through development of emergency preparedness systems.

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

The Project consists of two components:

*Component 1: Municipal Grants (US\$50.00 million):* This component will provide direct Municipal Grants to municipalities that are hosting the largest concentration of Syrians to finance additional public services and programs to help improve living conditions, reduce communal tensions and enhance social cohesion. These services would include those that are directly within the municipal competence (e.g., solid waste management, rehabilitation of roads, street lighting, pest control, recreational facilities, local economic development and livelihoods, etc.), as well as certain services that can be contracted out by municipalities to other service providers (e.g., water, wastewater, sanitation, etc.). The municipalities will initially focus on the most pressing service delivery priorities of their citizens. In parallel, they will work with governorates, communities, the private sector, Community-based Organizations (CBOs) and Non-Governmental Organization (NGOs), including those working for the inclusion of women. Such projects could include markets, labor intensive works, or investments leveraging some of the many other livelihood, entrepreneurship, or MSME programs supported by other partners. It could also include investments in social infrastructure, such as women's and children's centers, soccer fields, parks, or other communal infrastructure, activities and services. Grants will also allow municipalities to support community development programs and services amongst vulnerable communities, including women and children. The municipalities would employ a participatory model, involving vulnerable communities and social groups - women, the poor or the conflict affected - to help build strong local ownership, amplify their voice and inclusion and strengthen community-based coping mechanisms.

*Component 2: Institutional Development and Project Management (US\$3.00 million)* will finance two subcomponents: (i) Subcomponent 2A - technical assistance to participating municipalities to plan, implement and manage activities funded by the Municipal Grant, as well as project management support to implementing agencies to coordinate, manage and oversee the Project; and (ii) Subcomponent 2B - capacity building of key Government agencies and vulnerable communities in emergency preparedness, and risk planning, management and financing. The United Nations Development Program (UNDP), which is currently working with host communities in Northern Governorates, will provide technical assistance to municipalities in year one to carry out consultations with communities, undertake needs assessment, establish grievance redress mechanisms appropriate to local socio-cultural context to ensure accessibility also by marginal and more vulnerable populations, and strengthen project management and monitoring capabilities. This component would also support strategic communications with the aim of strengthening crises resilience and emergency preparedness among key stakeholders.

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.

This document presents an Environmental and Social Management Framework (ESMF) for the proposed Jordan Emergency Services and Social Resilience project (JESSRP). 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). At present, the details of the subprojects and investments are not yet fully determined, therefore, the ESMF is the appropriate safeguard instrument to be prepared prior to project appraisal. The objective of this ESMF is to provide an environmental and social management framework for the design and implementation of the JESSRP 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.

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. The initial safeguards screening form 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 notscreen 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.

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. Good-only procurement of chemicals (pesticides/rodenticides) for chemical control, in which case the JESSRP Pest Management Plan (PMP) is to be used as primary document, along with a pesticide-specific TEG;
- 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.

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 a 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.

An inter-ministerial Steering Committee (SC) will provide strategic direction, overall coordination, and oversight at the national level. It will be 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 will be responsible for overall Project coordination, management and reporting, and for implementing

Subcomponent 2B. This will include project monitoring, financial management (FM), audits, safeguards compliance according to the ESMF provisions, and reporting to the Government and donors.

The Ministry of Water and Irrigation (MWI) through Yarmouk Water Company (YWC) will be responsible for supporting municipalities in identifying short term priorities and implementing subprojects in water, wastewater and sanitation (e.g., rehabilitation of wells, wastewater container units, household connections to wastewater networks, urgent supplies and equipment, etc.). The municipalities will be responsible for the identification and delivery of priority infrastructure and services to be financed through the Project, in close collaboration with the beneficiary communities.

During project preparation phase, the positive list of eligible projects 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 consultations were carried out by the Ministry of Municipal Affairs together with the Mayors of Irbid, Al-Mafraq, and Sahel Horan Municipalities from November 18-20, 2013 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 200 persons from beneficiary communities participated in the consultations sessions including women's organizations, youth and sports clubs, civil society organizations (CSOs), farmers and academics.

The beneficiary communities will 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 will also be consulted throughout project implementation and will be 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 will 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 must consult with such groups throughout project implementation as necessary to address safeguards-related issues that affect them.

The cost associated with implementing the ESMF is accommodated by the project and estimated at around US\$219,400. First, the project will finance as part of the project management fee the cost of a full-time environmental specialist to join the operations team as well as the cost of a supporting specialized firm to carry out annual audits and review of compliance with the ESMF. Second, the project will finance training workshops addressed to the implementing entity 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.