INTEGRATED SAFEGUARDS DATA SHEET
APPRaisal STAGE

Date ISDS Prepared/Updated: 24-Oct-2013
Date ISDS Approved/Disclosed: 25-Oct-2013

I. BASIC INFORMATION

1. Basic Project Data

<table>
<thead>
<tr>
<th>Country:</th>
<th>Congo, Democratic Republic of</th>
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<tbody>
<tr>
<td>Project Name:</td>
<td>Public Service Reform and Rejuvenation Project (P122229)</td>
</tr>
<tr>
<td>Task Team Leader:</td>
<td>Chiara Bronchi</td>
</tr>
<tr>
<td>Estimated Appraisal Date:</td>
<td>15-Oct-2013</td>
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2. Project Development Objective(s)

The project development objective is to: improve the human resource management capacity of selected ministries and rejuvenate their workforce.

3. Project Description
1. The project development objective is to: improve the human resource management capacity of selected ministries and rejuvenate their workforce.

2. The project will address selected priorities in areas that are essential to help the Public Service of DRC move away from a dysfunctional and aging public administration towards a better performing and rejuvenated system. The pronounced fragility of the country, and the fluid national and regional situation, require a focus on basics, and maximum design flexibility and adaptability during implementation of project activities.

Project Beneficiaries

3. Direct project beneficiaries will include civil servants eligible for retirement, young graduates seeking to make a career in the public service, and existing civil servants who will acquire access to improved pension benefits and better career prospects in the five target ministries. Indirect beneficiaries will include the population at central and provincial levels, who can expect to see improved performance in public service delivery as the reform progresses.

PDO Level Results Indicators

4. The PDO Level Results Indicators are:

(a) PDO Indicator 1: Recruitment of civil servants in the targeted ministries is based on the new organizational norms and procedures (percent of total new recruitments in target ministries);
(b) PDO Indicator 2: Young professionals employed in the public administration after completing their training program to rejuvenate the targeted ministries, of which at least 25% are women;
(c) PDO Indicator 3: Civil servants eligible for retirement in the targeted ministries have received their retirement benefits/packages and retired from active service (percent of total staff eligible for retirement in the targeted ministries);

Key Intermediate Results and Indicators

Intermediate Result (component 1): Targeted Ministries are restructured according to their revised organizational framework:

(i) Ministries meeting annual restructuring plan targets based on the new organizational norms and procedures;
(ii) Regular Government employees identified and validated through the biometric identification process;
(iii) Cases of irregular civil servants resolved;
(iv) Ministries with transparent mechanisms to manage human resources, including recruitment and promotion of qualified staff;
(v) A cohort of talented Young Professionals is trained according to a well-defined program yearly, of which at least 25% should be women;

Intermediate Result (component 2): A sustainable retirement system for civil servants is established
i. An external and independent agency to facilitate payment of retirement benefits is recruited;
ii. Civil servants of targeted ministries receiving full retirement benefits;
iii. Grievances/Disputes on retirement benefits solved during the retirement process;
iv. The civil service pension fund is established;

2. PROJECT DESCRIPTION

5. The proposed project will be financed by a US $77 million Specific Investment Loan (SIL), in the form of an IDA grant, aimed at supporting key aspects of DRC public service reform, starting with a pilot of five strategic ministries.

6. In the context of the broader government strategy for public administration reform, the project will have two major areas of focus: (i) supporting the public administration reform program in terms of the implementation of key aspects of the reform monitoring, and coordination, while reviewing and reforming the organization of the targeted ministries and agencies; (ii) rejuvenating the public administration through management of the retirement process (including payment of benefits to the retiring civil servants) combined with legal and technical support for the creation of a sustainable public service pension system and support to the recruitment of young professionals and their integration into the public administration. These areas of focus are expected to set the foundations for future interventions on other aspects of the civil service reform, including a new pay policy and an effective performance appraisal system, as laid out in the Government Strategy.

7. Under the proposed operation, five strategic ministries have been identified and selected by the Ministry of Public Service (No CAB/MIN/FP/USKD/DC/01/FMM/249/GMK/007/2011) and confirmed during the pre-appraisal mission. The list was confirmed by a letter from the Prime Minister on November 9, 2012. The decision on sector ministries was based on two criteria: (i) level of preparedness (extent to which preparatory work has advanced) and (ii) core functions of the government (financial management and HR). Based on these criteria, the following ministries will be targeted for support: the Ministries of Finance (including the three revenues agencies: DGI, DGRAD and DGDA), Budget, Planning (including Statistics National Institute), Public Service, and Portfolio.

B. Project Components

8. Specifically, the project will cover the following components:

Component 1: Supporting the implementation of the public service reform program (US$ 39.7 million)

9. This component aims to support the public administration reform program in terms of coordination, implementation, and monitoring progress and impact of key aspects of the reform. It will also assist with a strong communication strategy to build broad consensus around the reform. It will finance technical assistance and diagnostics as they emerge during the reform implementation process and the project implementation arrangements.

Sub-component 1.1: Strengthening capacity to plan, coordinate, and build consensus on the implementation of the Government’s Public Administration Reform Program (3.6 million US$).

10. Specifically, sub-component 1.1 aims to provide strategic and legal support to the CMAP and the MPS to implement the key pillars of the Revised Strategy on Public Administration Reform
(see Annex 2 for details on the Revised Strategy). It will also provide technical assistance to build a strong communication strategy to address different audiences including (i) the general public; (ii) civil servants and trade unions, to build understanding and broad consensus on the objectives of the reform and its beneficiaries. Additionally, it will support internal dialogue between management, and (iii) civil servants who will be affected directly by this project to address their concerns. A monitoring mechanism will also be put in place, through periodic surveys to assess the public perception of the reform progress. This should serve to identify communication gaps and also assess the direct and indirect impact of the reform.

11. This sub-component will finance the following activities:

(i) Technical assistance to the CPMAP and the MPS to steer the reform, monitor progress, anticipate problems and solutions in order to advance the reform process efficiently (1.2 million);
(ii) Support the preparation of legal framework for the public administration by putting in place implementation regulations and procedures for a swift enactment of the new Organic Law on Public Services that is expected to be discussed by Parliament before the end of 2013 (0.5 million);
(iii) Support the Government Communications strategy on the Reform, including regular surveys to assess the public perception of the reform by the political leadership, the public administration and citizens possibly with the use of ICT tools (1 million);
(iv) Workshop activities to raise awareness and build consensus among civil servants and trade unions on the key strategic objectives of the reform program (0.9 million).

Sub-component 1.2: Supporting the restructuring of the organization and functions of targeted ministries and institutions (US$ 4 million).

12. This component will support all targeted Ministries and the National Institute of Statistics through financing technical assistance to carry out organizational and functional reviews to implement the reorganization of these entities. These reviews will be based on a governance-auditing approach, which aims at reviewing organizational structures, institutional arrangements, and processes and capacity against the institutional mandates. The findings of the audits should be used to re-organize the ministries, help them to elaborate an action plan to improve senior management leadership as well as assessment of staff competences for better delivery of their mission. The overall process will also be supported by the National Secretariat for Capacity Building (SENAREC) -- presently supported by the Bank’s project on Establishing Capacity for Core Public Management -- that coordinates a network of national and provincial institutions that provide training in rapid results initiatives and result based management to help public institutions improve their performance.

13. This sub-component will finance the following activities:

(i) Technical assistance to undertake organizational/functional reviews and governance auditing for the targeted ministries and agencies (1.5 million);
(ii) Technical assistance to elaborate an action plan based on the recommendations of the organizational audits, including assessment of staff competences and re-assignment according to newly identified needs and functions (2 million);
(iii) Technical assistance to update the national program to strengthen capacity of the Public Service (PRONAREC) according to staff needs and objectives, in coordination with SENAREC and other government training centers and national schools (0.5 million).

Sub-component 1.3 Building capacity for HR Data Management and Control (US$ 4 million)

14. The effective management of the public service workforce remains one of the most critical
binding constraints for the establishment of a functioning public administration. Overall, the DRC government currently has no effective control over the exact number of civil servants, the quality of its workforce, or personnel movement. The number of registered civil servants and security agents receiving salaries through the regular payroll system is estimated at 236,000 (excluding teachers) and 334,000 (including teachers). However, there are a number of employees that have been hired outside of the regular Civil Service system and irregularly registered with the Ministry of Public Services and that claim a regular pay.

15. The lack of a reliable database and poor documentation and archiving systems implies that neither the Ministry of Public Service nor the hiring ministries know the exact number of civil servants thus impeding their ability to manage careers and retirement and ensure the veracity of the data. In order to remedy this long-standing situation, as well as to set the basis for mastering HR data and set some controls on the management of civil servants including managing their retirement, the Ministry of Public Services started a biometric identification of the civil servants at central and provincial level in 2009. While the identification is expected to be completed by June 2014, the post-collection data verification and treatment has not started as yet. This was due to poor planning and lack of adequate IT equipment and set up. The MPS is already rehabilitating the IT server rooms and planning to acquire an IT security system to control and prevent fraud and irregularities in the system as well as to protect and secure maintenance of the updated/verified HR database produced through the identification. Once the database is cleaned and protected, constant monitoring by the relevant department will be critical to preserve its integrity and to avoid repeating the costly identification exercise.

16. This sub-component will support the MPS to put in place internal rules, procedures, management and control functions that are the pre-conditions for a well-functioning HR management system and will finance the following activities:

(i) Technical assistance to data treatment generated by the biometric census to ensure the reliability of the data (US$ 1.5 million);
(ii) Independent audit of the data treatment process to ensure the management and integrity of the process (US$ 0.5 million);
(iii) Technical Assistance to build capacity of the department of inspection in the Ministry of Public Service to detect and resolve irregularities. This will include providing IT equipment to facilitate the task, if needed (US$ 0.6 million);
(iv) Capacity building for the HR department of the Ministry of Public Services for HR data management (US$ 1.4 million);

17. In parallel, the PRCG will assist the MPS and Budget to introduce an integrated system that will enable the electronic interfacing of the HR database in the MPS and the payroll in the Ministry of Budget.

Sub-component 1.4: Building Capacity to Establish an HR Management System (US$ 1.6 million)

18. A coherent and uniform approach to inform new recruitment procedures and to manage their career development process within the system of public administration has to be defined. Currently, the government has not yet adopted a harmonized approach, leading to a number of ad-hoc initiatives being taken in isolation by the various ministries. Moreover, the failure to establish a transparent and consistent approach increases the risk of using savings generated by the retirement process (component 2) for other purposes, and hence, undermining the sustainability of the retirement program.
19. This sub-component will finance:

(i) Technical Assistance for the design and implementation of human resources management systems including, recruitment, planning, and career management, la (US$ 1.1 million);
(ii) Technical Assistance to support the review and rationalization of pay the system (US$ 0.5 million);

20. While the project will provide technical assistance on HR management, it will also support ongoing efforts made by the government towards the rationalization of the pay system. At present, the MPS and Ministry of Budget are running simulations to assess the fiscal implications of reversing the ratio between salaries and the premia in order to make pay system more transparent and equitable and limit discretionary interventions.

Sub-component 1.5: Supporting a pilot “Young Professionals Program” to rejuvenate the civil service (US$ 20.8 million)

21. The recruitment of younger and better qualified civil servants and agents can significantly contribute to the revitalization and modernization of the civil service. The government has already started to successfully hire young professionals in Ministerial Cabinets (about 1000 across the prime minister’s office, the Ministry of Finance, the Ministry of Budget, and the Ministry of Agriculture) and would like to have a more structured approach that provides for young professionals to be integrated into the public service. For this goal to be reached, the cost savings generated by the retirement program (component 2) must be used effectively to recruit new staff and invest in the next generation of civil servants.

22. Recognizing, the critical role that the YP programme can play in modernizing the system, the project will provide technical assistance to guide the government in clarifying the Vision and the Objectives of the YP programme, and ensure it is designed in a way that being a YP is an attractive perspective for young graduates. In light of the ambitious target for women young professional (25 %), this component will also develop a system that targets women graduates for inclusion in the recruitment and training efforts supported under the YP Program.

23. Moreover, some of the most exceptional YPs will be expected to attend the newly established Ecole Nationale de l’Administration. Finally, the program will also include provisions for the geographic appointments of YPs, to support ongoing efforts to strengthen state presence and effectiveness at the provincial level. Over time, the program is expected to develop a well-recognized ‘brand’ that can help build an ‘esprit de corp’ among the new generation of civil servants, creating a sense of pride and raising the profile of the public administration among young graduates.

24. This sub-component will finance the following activities:

(i) Technical Assistance to establish an effective Program for Young Professionals with clear rules and procedures (defined in a manual of procedures). The program will include training modules, new tools, and working methods to ensure enhanced career prospects and successful integration of the YPs into the public service (US $ 4.3 m);
(ii) Recruitment and remuneration of 500 talented Young Professionals under the YP Program, based on a rigorous needs assessment issued by the organizational audits; US$ 13. million);
(iii) Recruitment and remuneration of 50 senior professionals for coaching and mentoring of young professionals, based on well-identified coaching needs. (US $ 3.5 million)

Sub-component 1.6: Implementation Support and Impact Evaluation (US$ 5.7 million).
25. The project will be managed by a small implementation unit under the CMRAP (Cellule de mise en oeuvre de la Réforme de l'Administration Publique), which has been created by a ministerial order (Arrêté No CAB.MIN/FP/J-CK/GELB/FMD/GMK/082/2012) in order to ensure effective oversight over all actions related to the public administration reform process. The CMRAP will report to the MPS and will serve as secretariat to the inter-ministerial coordination structure chaired by the Prime Minister (CPMAP), and is meant to be a permanent structure within the Ministry of Public Service. Staff will be added to the CMRAP to manage the implementation of the project including a Project Coordinator, an accountant, a procurement specialist, an M&E specialist, a treasurer, and a financial and administration specialist. The team will be supervised by the Project Coordinator, and their costs will be financed by the project.

26. A rigorous impact evaluation (IE) exercise is also proposed as a means of testing alternative approaches to reform and rejuvenate the public service in the targeted ministries, with a view to adopt and scale up those proven to be most effective. Furthermore, given the risks inherent in a project of this nature, the IE will be used as a risk mitigation measure to closely examine the outcomes of select project sub-components and activities to assess whether the project’s benefits outweigh any intended or unintended costs.

27. This sub-component will finance the following activities:

(i) Provision of expert and technical staff for the CMRAP and the Project Implementation Unit (4 million);
(ii) Minor works to refurbish the office space and provide adequate IT and logistics equipment for the CMRAP (0.2 million);
(iii) Technical Assistance for the design and implementation of the Development Impact and Evaluation Initiative to test the effectiveness of alternative approaches to support public service reform and rejuvenation (1.5 million US$).

Component 2: Supporting the retirement process (US$ 30.3 Million)

28. While capacity for HR management of active civil servants is being built, it is also very important to support the government in managing the “stock” of civil servants who have reached retirement age and that, according to the law, should have already retired. Recognizing these challenges, and in the effort to promote greater accountability in the retirement process, this component is aimed at supporting the government’s efforts through (a) the preparation and management of the biometric identification process; (b) the payment of benefits for eligible staff of targeted ministries and agencies through an external and independent agency; and (c) the establishment of a civil service pension fund.

29. Identifying the precise number and identity of civil servants eligible for the mandatory retirement is critical to ensure the transparency and the accuracy of the payment of benefits. While the civil servants census is being completed, a specific verification of the workforce that is eligible for retirement ministry-by-ministry will start in order to minimize the risk of irregularities and treated, prevent delaying the reform process. This will also be important to build trust in the retirement system among civil servants. The small identification exercise will provide up-to-date information and will allow for corrections of irregularities.

30. Another critical aspect of the retirement process refers to the criteria and methods to be used for calculating benefits and pension benefits. Staff regulations for career civil servants stipulate that pension benefits consist of: (i) severance payment; (ii) repatriation allowance; and (iii) a pension.
The first two are known as retirement benefits and are normally a one-off payment. Over the past few years, the criteria for calculating retirement benefits have changed, generating different practices that need to be reconciled into a coherent and unique formula.

31. Moreover, the credibility of any retirement scheme rests on the reliability of the pension payments. Currently, pension payments are paid out of the national budget in the DRC and they are calculated the base salary. While pensions are being paid, the budget for the retirement benefits that constitute the bulk of the payment have not been made available. As a result, many civil servants have lost faith in the system, and tend to reject retirement plans. To restore confidence in the system, the present government has decided to establish a pension fund with contribution defined benefits. In the 2013 Budget Law they have already set aside funds to enable the creation of the pension fund for civil servants.

32. Recognizing the efforts to promote greater accountability in the retirement process, this component aims to support the government of DRC to: (a) prepare and manage the biometric identification process for retirees; (b) the payment of retirement benefits (retirement plus repatriation) for eligible staff of targeted ministries and agencies, through an external and independent agency; and (c) support to establish a civil service pension fund.

Sub-component 2.1: Payment of retirement benefits (US$ 27.5 million)

33. This component will support the retirement of civil servants who have reached the retirement age. Currently, the legal age of retirement in force is 55 or 30 years of service. However, the new legal framework expected to be discussed in Parliament before the end of 2013 will raise the retirement age of civil servants to 62. The MPS has proposed to start retiring civil servants from the age of 62 (or more) or with 30 years (or more) of service onwards. According to the data provided by the MPS, it is estimated that 5979 civil servants will be retired during the period of the project in the targeted ministries for an estimated cost of US$ 18 million for the retirement benefits (See Annex 7 for a detailed breakdown of numbers and costs by ministry). This approach has two advantages: (i) by covering only those civil servants that are eligible for retirement under both the current and the proposed legislation, it limits grievances and appeals arising from possible changes in the eligibility status; (ii) by selecting the oldest among the civil servants, it reduces the risks of depleting the civil service and also minimizes the social impact on retirees’ welfare.

34. Orientation training on management of finances and on how to open small trades will be made available to those retirees who would like to start a small business or desire to invest part of their benefits. The orientation training will be on a voluntary basis.

35. This sub-component will finance the recruitment of an external and independent agency that will provide the following services:

(i) Independent verification of the formula underpinning the calculation of benefits, to ensure its correct application (US$ 0.5 million);
(ii) Recruitment of an independent agency responsible to verify and finalize the list of eligible civil servants and the management of the payment process after biometric census of the eligible civil servants on the verified list (US$ 23.4);
(iii) An audit a posteriori will be carried out to verify the integrity of the operation of payment of benefits for every group paid (US$ 0.6 million);
(iv) Support the design and delivery of orientation training courses for retirees (US$ 3 million);

Sub-component 2.2: Establishing a grievance and dispute resolution mechanism (US$ 1.5 million)

36. This sub-component will support the recruitment of an independent agency to manage the
Grievances and Dispute Resolution Mechanisms (GDRM) linked to the retirement process supported by the project. The agency will play a pivotal role by providing help in prevention, management, resolution, and monitoring of potential conflicts related to retirement programs implementation. In particular, it will help secure persons or groups of persons affected by retirement programs and ensure that due process will be followed when processing such programs. Learning from past experiences, providing such independent mechanisms is essential to ensure the transparent retirement process and protect rights of retiring staff.

37. This sub-component will finance the following activity:

(i) Recruitment of an independent agency to manage the grievances and dispute resolution mechanism linked to the retirement process supported by the project (US$ 1.5)

Sub-component 2.3: Technical Assistance to establish a public service pension fund (US$ 1.3 million)

38. This component will assist the Government in creating a pension fund by conducting a study to determine how the fund should be established, governed, financed, and managed to ensure pension payments and their sustainability. The legal advice will be based on options outlined in earlier feasibility studies financed by UNDP in 2005 that are currently being updated by the PRCG. The advice will be provided once Government authorities decide on the type of pension fund they want to establish. In the meantime, the Government will remain responsible for pension payments under the applicable legislation.

39. This sub-component will finance the following activities:

(i) Legal advisory services for the preparation of the legal texts, rules and procedures needed to establish the public service pension fund including an workshop for validation of the proposed texts (US$ 0.3 million);

(ii) Technical assistance to implement systems and procedures for the management of the pension fund. (US$ 1 million).

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

Capital City Kinshasa and Provinces

5. Environmental and Social Safeguards Specialists

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II. Key Safeguard Policy Issues and Their Management

A. Summary of Key Safeguard Issues

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

   No social safeguard policies are attracted. No environmental safeguards are attracted by the project. The agreed lists of project activities across components do not include the financing of infrastructure activities to be supported under the Project. Civil works involving minor refurbishing in the amount of US$ 200,000 will be done in existing office buildings, with any or limited disturbance of employee's working conditions, and in accordance with local legislation. For this reason, the Project environmental category has been classified as “C” in accordance with Bank OP 4.01.

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

   No potential indirect and/or long term impacts due to anticipated future activities in the project area.

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

   No alternatives necessary

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

   Not Applicable

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

   No safeguards consultations are envisioned. However, in the event that they become necessary, the main implementing agencies for the project would be consulted. These agencies include the five Ministries included under the project.

B. Disclosure Requirements

If the project triggers the Pest Management and/or Physical Cultural Resources policies, the respective issues are to be addressed and disclosed as part of the Environmental Assessment/Audit/or EMP.
If in-country disclosure of any of the above documents is not expected, please explain why:

n/a

C. Compliance Monitoring Indicators at the Corporate Level

**OP 7.60 - Projects in Disputed Areas**

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**The World Bank Policy on Disclosure of Information**

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**All Safeguard Policies**

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III. APPROVALS

**Task Team Leader:** Chiara Bronchi

**Approved By**

<table>
<thead>
<tr>
<th>Role</th>
<th>Name</th>
<th>Date</th>
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<tbody>
<tr>
<td>Sector Manager</td>
<td>Name: Albert G. Zeufack (SM)</td>
<td>25-Oct-2013</td>
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