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Report No: PAD4966

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT

FROM THE AFGHANISTAN RECONSTRUCTION TRUST FUND

IN THE AMOUNT OF US\$265 MILLION

A PROPOSED FIRST TRANCHE IN THE AMOUNT OF US\$100 MILLION

A PROPOSED SUBSEQUENT TRANCHE IN THE AMOUNT OF UP TO US\$165 MILLION

TO THE

UNITED NATIONS OFFICE FOR PROJECT SERVICES (UNOPS)

FOR THE

AFGHANISTAN COMMUNITY RESILIENCE AND LIVELIHOODS PROJECT

April 29, 2022

Social Sustainability and Inclusion Global Practice
South Asia Region

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CURRENCY EQUIVALENTS

(Exchange Rate Effective March 31, 2022)

Currency Unit =

AFN 91.8 = US\$1

FISCAL YEAR

December 21 - December 20

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ABBREVIATIONS AND ACRONYMS

AA	Administrative Agreement
ABADEI	Area-based Approach for Development Emergency Initiatives
ACG	Anti-Corruption Guidelines
ADB	Asian Development Bank
AFCO	Afghanistan Country Office
AFN	Afghanistan Afghani (Afghanistan currency)
AHTF	Afghanistan Humanitarian Trust Fund
AIB	Afghanistan International Bank
APA	Alternative Procurement Arrangements
ARTF	Afghanistan Reconstruction Trust Fund
CCAP	Citizens' Charter Afghanistan Project
CDC	Community Development Council
CDD	Community-Driven Development
CDP	Community Development Plans
CIP	Cities Investment Program
COVID-19	Corona Virus Disease 2019
CRL	Community Resilience and Livelihoods
E&S	Environmental and Social
ECA	Entry Criteria for Access
ESCP	Environmental and Social Commitment Plan
ESF	Environmental and Social Framework
ESMF	Environmental and Social Management Framework
EU	European Union
EZ-KAR	Eshteghal Zaiee-Karmondena
FAO	Food and Agriculture Organization
FCV	Fragility, Conflict and Violence
FM	Financial Management
FMFA	Financial Management Framework Agreement
FP	Facilitating Partner
FPA	Fiduciary Principles Accord
GBV	Gender-Based Violence
GDP	Gross Domestic Product
GRC	Grievance Redressal Committee
GRM	Grievance Redress Mechanism
GRS	Grievance Redress Service
HDP	Humanitarian-Development-Peace
HH	Household
IDA	International Development Association
IDP	Internally Displaced Person
IFR	Interim Financial Reports
IsDB	Islamic Development Bank
ISR	Implementation Status and Results Report
ITA	Interim Taliban Administration

KMDP	Kabul Municipality Development Project
LIW	Labor-Intensive Works
MA	Monitoring Agent
MIS	Management Information System
NGO	Non-Governmental Organization
NSP	National Solidarity Program
OPSVP	Office of the Vice President
PDO	Project Development Objective
PIU	Project Implementation Unit
POM	Project Operations Manual
PPSD	Project Procurement Strategy for Development
REACH	COVID-19 Relief Effort for Afghan Communities and Households
SEA/SH	Sexual Exploitation and Abuse/Sexual Harassment
STEP	Systematic Tracking of Exchanges in Procurement
STFA	Special Trust Fund for Afghanistan
TOR	Terms of Reference
UN	United Nations
UNAMA	United Nations Assistance Mission in Afghanistan
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
UNSC	United Nations Security Council
UNSCR	United Nations Security Council Resolution
US	United States
WB	World Bank
WBG	World Bank Group
WFP	World Food Programme
WHO	World Health Organization



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DATASHEET

BASIC INFORMATION

Country(ies)	Project Name		
Afghanistan	Afghanistan Community Resilience and Livelihoods Project		
Project ID	Financing Instrument	Environmental and Social Risk Classification	Process
P178760	Investment Project Financing	Substantial	Urgent Need or Capacity Constraints (FCC)

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input checked="" type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input checked="" type="checkbox"/> Alternate Procurement Arrangements (APA)	<input type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
29-Apr-2022	30-Apr-2024

Bank/IFC Collaboration

No

Proposed Development Objective(s)

The objective of the Project is to provide short-term livelihood opportunities and deliver urgent essential services in rural and urban areas.



Components

Component Name	Cost (US\$, millions)
Emergency Livelihoods Support and Services in Rural Areas	141.00
Emergency Livelihoods Support and Services in Urban Areas	65.00
Social Grants for Women and the Most Vulnerable in Rural and Urban Areas	18.00
Strengthening Community Institutions for Inclusive Service Delivery especially for Women	27.00
Implementation Support	14.00

Organizations

Borrower: UNOPS

Implementing Agency: UNOPS

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	265.00
Total Financing	265.00
of which IBRD/IDA	0.00
Financing Gap	0.00

DETAILS

Non-World Bank Group Financing

Trust Funds	265.00
Afghanistan Reconstruction Trust Fund	265.00

Expected Disbursements (in US\$, Millions)

WB Fiscal Year	2022	2023	2024
Annual	20.00	150.00	95.00



Cumulative	20.00	170.00	265.00
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INSTITUTIONAL DATA

Practice Area (Lead)

Social Sustainability and Inclusion

Contributing Practice Areas

Urban, Resilience and Land

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● High
2. Macroeconomic	● High
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Moderate
5. Institutional Capacity for Implementation and Sustainability	● Moderate
6. Fiduciary	● Substantial
7. Environment and Social	● Substantial
8. Stakeholders	● Moderate
9. Other	● Substantial
10. Overall	● Substantial

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

Yes No

Does the project require any waivers of Bank policies?

Yes No



Have these been approved by Bank management?

Yes No

Is approval for any policy waiver sought from the Board?

Yes No

Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Not Currently Relevant
Financial Intermediaries	Not Currently Relevant

NOTE: For further information regarding the World Bank’s due diligence assessment of the Project’s potential environmental and social risks and impacts, please refer to the Project’s Appraisal Environmental and Social Review Summary (ESRS).

Legal Covenants

Sections and Description

Schedule 2, Section I.A.2: The Recipient shall establish, not later than sixty (60) days after the Effective Date, and thereafter maintain throughout the implementation period of the Project, the Project Implementation Unit (“PIU”), which shall be responsible for the day-to-day management and implementation of the Project, including the



staffing of core functions, including inter alia technical, fiduciary (i.e., procurement and financial management), grievance redress, health and safety, social and environmental aspects of the Project, and coordination of local and regional activities, all as detailed in the Project Operational Manual. Schedule 2, Section 1.A.3: Without any limitation to the provisions of Section I.A.2 above, the Recipient shall ensure that the PIU includes experts in adequate number, each with terms of reference, qualifications, and experience satisfactory to the Bank, allocated to or recruited for the Project as and when their expertise will be needed in the views of the Bank for the efficient coordination of the Project and the achievement of its development objectives.

Schedule 2, Section 1.B.1: The Recipient shall: (a) not later than one month after the Effective Date, prepare, and thereafter maintain, throughout the implementation of the Project, a manual for the implementation of the Project (“Project Operations Manual”), in form and with substance acceptable to the Bank, containing, inter alia, (i) detailed description of the Project activities and institutional arrangements for their implementation, including allocation of responsibilities, (ii) monitoring, evaluation, financial, reporting, internal controls, disbursement (flow of funds), and governance procedures for the Project, including but not limited to, eligibility criteria, selection, implementation procedures, review and validation of: (x) Cash for Work Grants and Cash for Work Beneficiaries under Part 1 of the Project, and (y) Social Grants and Social Grant Beneficiaries, including Cash Transfers and Cash Transfer Beneficiaries, under Part 3 of the Project, (iii) operational procedures and arrangements for monitoring compliance with Entry Criteria for Access, and (iv) implementation of environmental and social instruments referred to in the Environmental and Social Commitment Plan (ESCP); and (b) carry out the Project in accordance with the Project Operations Manual.

Schedule 2, Section 1.C: 1: The Recipient shall, not later than forty-five (45) days after the Effective Date and thereafter, on March 31, of each year during the implementation of the Project, or such later date as the Bank may agree in writing, prepare and furnish to the Bank for its approval, the Work Plan and Budget, covering activities to be implemented under the Project for the subsequent twelve (12) months, a proposed financing plan for expenditures required for such activities, including a staffing plan, and a timetable for their implementation. 2. The Recipient shall afford the Bank a reasonable opportunity to exchange views on such proposed Work Plan and Budget and thereafter ensure that the Project is implemented in accordance with such Work Plan and Budget as shall have been agreed to by the Recipient and the Bank. 3. The Recipient may revise the Work Plan and Budget, as needed, with the prior written agreement of the Bank.

Conditions

Type	Financing source	Description
Disbursement	Trust Funds	Schedule 2, Section IV.B.1: Notwithstanding the provisions of Part A of this Section, no withdrawal shall be made: (a) for payments made prior to the Signature Date except that withdrawals up to an aggregate amount not to exceed two hundred thousand United States Dollars (\$200,000) may be made for payments made prior to this date but on or after March 5, 2022 for Eligible Expenditures under Categories 1 and 2; or (b) for any payment for Taxes levied by or in the territory of the Member Country.



I. STRATEGIC CONTEXT

A. Country Context

1. **In response to the crisis in Afghanistan, the World Bank (WB), Afghanistan Reconstruction Trust Fund (ARTF) donors, and international partners have found pragmatic ways to provide support for essential basic services to the Afghan people.** On November 30, 2021, the WB's Board of Executive Directors supported Approach Paper 1.0¹ for an immediate Transfer Out of US\$280 million of uncommitted ARTF funds to World Food Programme (WFP) and United Nations Children's Fund (UNICEF) for humanitarian gap financing, following a decision by ARTF donors. On March 1, 2022, responding to requests from the international community, the Board approved Approach Paper 2.0² ("Approach 2.0") which aims to protect the vulnerable, help preserve human capital and key economic and social institutions, reduce the need for future humanitarian assistance, and improve gender equality outcomes. This includes financing, analytical work, and coordination/convening opportunities. A key element of this support will be Recipient Executed grants, to be decided by the ARTF and made off budget and outside of the involvement of the interim Taliban administration (ITA), to United Nations (UN) agencies and potentially international and national non-governmental organizations (NGOs). Approach 2.0 is designed to respond flexibly, based on experiences of early implementation, and informed by strong coordination among the development partners.

2. **Approach 2.0 prioritizes partnership with other funding sources in support of the Afghan people,** including from multilateral institutions like the Asian Development Bank (ADB), European Union (EU), and Islamic Development Bank (IsDB) and the Special Trust Fund for Afghanistan (STFA) managed by the United Nations Development Programme (UNDP); bilateral partners; and international NGOs. The Bank's Afghanistan Futures analytical work is supporting the United Nations Assistance Mission in Afghanistan (UNAMA) and multilateral and bilateral partners in the development of a simple prioritization and reporting framework to support an agile aid architecture that can respond to the magnitude of the crisis in basic services and livelihoods.

3. **The Bank and ARTF have taken a programmatic approach of engaging in four priority sectors: agriculture, livelihoods, health and education.** The support to the agriculture sector responds to the critical food production situation by providing seeds needed for the next planting season and other support to farmers to improve food security. The livelihoods support focuses on cash-for-work to provide short-term opportunities and deliver essential services in rural and urban areas. The support to the health sector focuses on primary health centers, as well as secondary care, in rural and urban settings and is targeted to reach the most vulnerable Afghans in the post-August 15 environment. The support for education remains under development with a focus on access to primary and secondary education and on girls and women teachers. Entry Criteria for Access (ECA) are being introduced, including the principles of equitable access for women are maintained. In addition, support is being provided to two cross-cutting engagement areas: the establishment of the Humanitarian Exchange Facility and capacity-building support to NGOs. Together, these activities are designed to respond rapidly to the situation in Afghanistan and help reduce the need for future humanitarian assistance.

¹ Afghanistan Immediate-Term Approach Paper, November 12, 2021, SecM2021-0292

² Afghanistan Approach Paper 2.0: Options for World Bank Engagement to Support the Afghan People, February 15, 2022, R2022-0018/IDAR2022-0036



4. **Afghanistan achieved important development gains between 2001 and 2021, driven by the reestablishment of a basic functioning state and a huge influx of international grant support.** The economy expanded rapidly, driving a 75 percent increase in average real per capita incomes. Afghanistan experienced rapid improvements in literacy, life expectancy, infant mortality, and access to basic infrastructure and services. These gains were achieved with the support of the international community, with grants equal to around 45 percent of gross domestic product (GDP) financing around half of the government budget and 75 percent of total public expenditure. The WB provided critical support to core state functions, including administering national programs for primary health, basic education, and community development.

5. **Development gains are now at high risk, with Afghanistan facing a major economic crisis.** The August 15, 2021 political crisis has resulted in an abrupt cessation of most international aid and all international security assistance. This has led to major disruption to core government services and a massive contraction in aggregate demand. Reductions to grant inflows have left Afghanistan without a source of hard currency to finance critical imports (grants previously financed a trade deficit of around 35 percent of GDP, with aid inflows providing hard currency to pay for critical imports including electricity, food, fuel, and medical supplies). The exchange rate has depreciated by 15 percent against the United States (US) dollar since August. As a result of international sanctions, Afghanistan has lost access to international reserves while linkages to the international financial system have been disrupted, driving the financial sector into crisis. Unless mitigating measures are taken, fiscal contraction and disruptions to private sector activity are expected to lead to a 30 percent reduction in economic output over the year from August 15, 2021.

6. **The crisis is having extreme impacts on firms and households.** Two-thirds of businesses have experienced a decline in consumer demand while firms report having laid off more than half of their employees on average. One in four businesses has closed operations. Reduced availability of household products is driving increasing prices with annual inflation for a package of basic household goods reaching around 40 percent. More than two-thirds of households are unable to cover basic food and non-food needs, with around one-third of households unable to cover even food needs. Extreme poverty had led to the widespread adoption of harmful coping mechanisms - such as borrowing at high interest rates, consumption or sale of assets, and reducing investment in human capital. This will have long-term consequences, creating a cycle of poverty. Disruption to health services has further undermined Afghanistan's capacity to manage the ongoing COVID-19 crisis (Afghanistan has recorded a total of around 174,000 cases and 7,619 deaths³, but actual cases and deaths are likely to be far higher given limited testing).

7. **Major international efforts are underway to address immediate humanitarian needs and to provide support for essential basic services.** While almost all development assistance has paused, humanitarian actors remain active on the ground. UN agencies as well as NGOs are active in addressing food security and supporting the continued provision of education and other vital services. The United Nations Office for the Coordination of Humanitarian Affairs assessed calendar year 2022 humanitarian financing needs at US\$4.4 billion, with 24.4 million Afghans in need of assistance.

8. **The ITA is facing major challenges to effective governance.** It is also facing major fiscal constraints, with many government workers remaining unpaid.⁴ Priorities remain unclear to the international community, with policy

³ World Health Organization (WHO) Coronavirus Dashboard: Afghanistan (database), World Health Organization, Geneva (accessed March 6, 2022), <https://covid19.who.int/region/emro/country/af>.

⁴ The ITA is estimated to be raising revenues of around US\$1.5 billion per year (relative to total public spending of around US\$11 billion in 2020).



decisions often appearing subject to substantial regional variation (including policies regarding girls' access to education). Repeated commitments to the establishment of an inclusive government are yet to be borne out, with women entirely excluded from leadership positions and minimal representation of minority ethnic groups. Security conditions, however, have significantly improved, allowing for humanitarian assistance.

9. **Recent developments by the United Nations Security Council (UNSC) and the US Office of Foreign Assets Control (OFAC) have clarified the space for financing flows for humanitarian and basic human needs.** UNSC Resolution (UNSCR) 2615 clarifies that humanitarian assistance and other activities that support basic human needs are permitted under UN sanctions against the Taliban. Coinciding with and following adoption of UNSCR 2615, the US Treasury Department announced several new General Licenses for Afghanistan. These licenses provide additional support for humanitarian assistance and extend the scope of permissible activities.

B. Sectoral and Institutional Context

10. **The political crisis in August 2021 has led to severe negative impacts on local businesses, employment and income.** Overall, the economic crisis that followed the political crisis has negatively impacted the labor market. The number of people looking for employment has increased in both rural and urban areas. The share of public sector employment has decreased, due to a decline in employment in the armed forces, police, security services and other employees in administration, while the share of households reporting self-employment has risen. Even employed workers across all sectors and in all regions of the country report a significant decline in earnings. This is consistent with reported lags in the payment of salaries.⁵ Over 500,000 Afghan security force members have lost their jobs while many civil servants, who comprise a significant proportion of the urban population, have been unpaid since August 2021. Surveys show a 50 percent reduction in households receiving remittances, a critical coping mechanism for many Afghans. The local private sector contracting capacity that has been built over the past two decades also faces an existential threat due to the lack of opportunities that exist because of the sudden halt of development work. Up to 80 percent of economic activity in Afghanistan is estimated to be in the informal sector which is also impacted heavily by the liquidity crisis, drought conditions, COVID-19 crisis, and lack of access to basic services. WFP's market and price monitoring showed a drastic decline in the number of days that work is available for casual labor in urban areas. These were two days per week in July 2021, dropping to 1.8 days in August, and to only one day of work in September, a level which is 50 percent lower compared to both July 2021 and September 2020. According to the 2021 Seasonal Food Security Assessment, 95 percent of the population reported reduced incomes, out of which 76 percent reported a significant decrease (83 percent for urban and 72 percent for rural households) compared to the previous year. The main reasons for decreased income were reduced employment (42 percent) and conflict (41 percent).⁶

11. **Basic service delivery also remains vitally needed during this time of crisis,** with approximately 30-40 percent of rural populations still in need of clean water sources. Improved access to transport, roads and electricity remains essential for economic productivity, jobs, and connecting remote communities to schools and health facilities. In addition, without necessary maintenance and repair work, many communities (that currently have access) would also soon lose access to these essential services.

12. **Afghan women and girls were already vulnerable prior to the August 15, 2021 political crisis and are now facing new restrictions.** Afghan women, particularly rural women, have historically suffered due to weak service

⁵ World Bank Group. 2022. *Afghanistan Welfare Monitoring Survey, Round 1*. January. Washington, DC.

⁶ Integrated Food Security Phase Classification. 2021. *IPC Acute Food Insecurity Analysis, September 2021 - March 2022*.



delivery systems, acute shortages of female healthcare workers and teachers, and conservative gender norms. Under the ITA, women are especially vulnerable as they face diminishing access to public spaces, education, restrictions on work and employment, harassment, death threats and violence. Sub-groups of women, including female-headed households and adolescent girls, will need specialized support. According to WFP, almost 100 percent of female-headed households are facing insufficient food consumption with female-headed households more likely to employ crisis-level coping strategies compared to male-headed households.⁷ In urban areas, women have reported fear over returning to work, modifying their attire and opting towards norms enforced during the previous Taliban rule, including restricting their mobility and ensuring the presence of a male relative. Across the country, and particularly in rural areas, the picture is less clear. Local groups loyal to the ITA are enforcing wide ranging gender norms, with some areas seeing greater restrictions on women and others seeing continuity. Expanding restrictions on women's mobility and interaction with men are likely to further reduce girls' and women's access to services in many areas of the country.

13. **Furthermore, the large influx of internally displaced persons (IDP) in cities and peri-urban areas has created challenges in terms of the availability and quality of basic services, infrastructure, and economic opportunities.** In 2021, over 1.3 million Afghans fled their homes as IDPs. The majority of those (62 percent) were displaced due to intensifying conflict after the withdrawal of international troops in the summer of 2021. As of December 2021, there are an estimated total of 5.8 million IDPs in the country.⁸ Approximately 80 percent of the IDPs are women or children.⁹

14. **To ensure that the country addresses both the emergency humanitarian response and the short-to-medium term recovery needs, assistance is needed to boost livelihoods and incomes and to continue providing essential local service delivery in the form of clean water, road rehabilitation, and other basic services.** Throughout the emergency and recovery phases, building community resilience and strengthening community organizations will be critical. International lessons from Fragility, Conflict and Violence (FCV) settings underscore the importance of community participation and active engagement so as not to exacerbate underlying grievances and tensions. Experience in FCV settings highlights how critical it is to support the role of communities (and the private sector) during transitions.

15. **Non-governmental, community-based organizations such as Community Development Councils (CDCs) are well-established channels for local development interventions in Afghanistan, that have allowed the Bank and other development partners to reach local communities directly.** CDCs are community-based organizations, composed almost equally of men and women who are democratically elected by their communities. Afghanistan hosts a nation-wide platform of community-based organizations/councils that have been operating for over a decade. There are over 35,000 CDCs established in 361 districts in all of Afghanistan's 34 provinces, providing the largest participatory platform for service delivery in an estimated 90 percent of villages in rural Afghanistan and most major urban cities. Even in Taliban-controlled areas from 2003-2021, CDCs have been able to operate to coordinate and negotiate access to services and help the poorest. As trusted and apolitical community representatives, CDCs can help identify beneficiaries and the most vulnerable, coordinate relief efforts and assistance for optimal efficiency and effectiveness and raise awareness among communities. During the recent COVID-19 crisis, CDCs were able to successfully identify and assist the most vulnerable including female heads-of-household, persons with disabilities,

⁷ World Food Programme. 2022. *Afghanistan Situation Report*, February 17.

⁸ International Organization for Migration. 2022. *Baseline Mobility Assessment: Summary Results*. Kabul.

⁹ International Organization for Migration. 2021. *Situation Report*. November. Kabul.



the elderly, and IDPs.¹⁰ Working with well-established and known CDCs offers the Bank and other humanitarian actors a channel to reach the most vulnerable directly without interacting with the ITA.

16. **CDCs have also proven especially effective as an entry point for supporting women.** The framework of CDCs has contributed to improving women’s livelihoods and helping them gain access to basic services such as clean water, health and education. CDCs and their subcommittees for health, education and youth provide a safe space for women to meet which is especially important given increased mobility constraints. CDCs have provided a forum for women to engage, receive information, and access services.

17. **CDCs are currently operating in the majority of provinces although there is variation across and within provinces, according to reports from humanitarian actors on the ground.** Two WB-sponsored rapid surveys in February 2022 indicate that CDCs are still active and, in many cases, helping to coordinate assistance in their communities. The first survey is a key informant survey of 356 Afghanistan humanitarian and development actors at the central, provincial and district levels. The second survey is an anonymous online survey of 19 international and national NGO partners engaged previously under WB/ARTF-supported Citizens’ Charter Afghanistan Project (CCAP). Responses from the surveys confirmed that CDCs are largely operational across the country and are being used to varying degrees by UN agencies and NGOs in ongoing humanitarian and development activities. In the key informant survey, respondents reported that CDCs were operational in 30 of 34 provinces (88 percent). In the survey of international and national NGOs, 16 out of 19 NGOs (84 percent) reported currently working with CDCs where they exist.¹¹ UN agencies such as UNICEF and WFP have also reported working with CDCs in several provinces during the current humanitarian crisis. It is important to note however, that there is heterogeneity across and within the provinces as one would expect. Notably, challenges with CDCs were reported in Wardak, Ghazni, Paktika, and Faryab provinces. For example, in Ghazni province, ITA representatives were monitoring distributions but not interfering in ten out of 18 districts. In Paktika, local ITA representatives were taking an active role in managing food distribution in all 15 districts. As a result, CDCs were not engaged in activities in Paktika. Across Faryab province, CDC activities and all other local institutions in urban and rural areas have been put on hold. Furthermore, there are mixed reports on working with women in communities, although results indicate that women remain CDC members and are holding CDC office bearer positions in 30 out of 34 provinces. Fifteen of 19 NGOs reported experiencing issues working with women in communities with variation in the issues they identified. Some NGOs described constraints including women not being allowed to work or requirements that women should be accompanied by a *mahram*. Other NGOs shared that the women were currently being engaged in village activities through female social organizers and that engagement depended upon the type of project and intervention. According to field reports as of the end of April 2022, many of the aforementioned issues have been resolved.

18. **Ensuring a coordinated framework of interventions will enhance each organization’s individual abilities while optimizing the collective impact.** Leveraging those partnerships – institutionalized with UN agencies in more than 40 crisis-affected situations¹² – is critical to deliver on the ground. The recognition from the donor community

¹⁰ According to ARTF’s independent Monitoring Agent (MA) for the COVID-19 response in 2020-2021 and based upon door-to-door surveys, the program reached 99 percent of female-headed households (sample size of 8,450), 96 percent of households headed by a person with disabilities (sample size of 5,000), 92 percent of IDP households (sample size of 17,205) and 91 percent of elderly households (sample size of 14,397). See Monitoring Agent. 2022. *COVID-19 Response: CCAP/REACH Monitoring, Q3 2021 Final Project Report*. February.

¹¹ World Bank. 2022. *“Rapid Assessment of Afghanistan Community Development Councils: Results from Two Rapid Surveys”* March.

¹² The UN and the WB are increasingly collaborating in FCV settings through cooperation, at both strategic and operational levels, in support of peace, security and prosperity efforts. Partnerships across the humanitarian-development-peace (HDP) nexus are necessary given the highly protracted nature of fragile situations, as well as the spillover impacts caused by violence, forced displacement and conflict. See *United Nations-World Bank Partnership in Crisis-Affected Situations – 2020 Monitoring Report*.



that the aid architecture needs to be adjusted to the current situation to manage the present challenges has led to a joint approach, under the auspices of the UNAMA. The proposed mechanism for ensuring international coordination within Afghanistan's new aid environment is structured at three levels: (i) agency level coordination; (ii) coordination between financing platforms; and (iii) coordinated policy dialogue with the interim administration.

19. **Specifically, the coordination between financing platforms around approaches to sustaining basic services and livelihoods would be fully leveraged by the proposed Project.** The objective of this mechanism will be to provide harmonized monitoring of objectives, activities, and results under the various multi-donor financing platforms, including the ARTF, the Afghanistan Infrastructure Trust Fund, the Afghanistan Humanitarian Trust Fund (AHTF), the STFA, as well as funding channels from the EU and bilateral funding streams. This joint approach builds on an active and ongoing dialogue between UNDP, the ADB, IsDB,¹³ the EU and the WB to ensure strategic and operational synergies as well as the deployment of harmonized funding flows.

20. **This platform also ensures that complementarities are pursued at sector level, notably on community resilience and livelihoods with the UNDP-led Area-based Approach for Development Emergency Initiatives (ABADEI) program.**¹⁴ The ABADEI strategy aims to address the challenges and opportunities of the area, promoting flexible, integrated, multi-sectoral and locally led interventions. At the project level, the WB and UNDP teams, as well as with ADB teams, will therefore coordinate given the similarities in terms of context-sensitive and participatory approaches. These synergies will facilitate the roll-out and scale-up of critical services to the most vulnerable populations, at national and community levels.

21. **The proposed project will continue to engage and coordinate with relevant stakeholders throughout project implementation.** Through regular updates to ARTF donors and meetings with humanitarian and development partners, the Bank team will place special emphasis on coordination in order to maximize impact on the ground. This approach is in keeping with the strong engagement pursued so far with UN agencies and donors, by both WB country and project teams, with nearly 100 consultations organized since August 2021. Given the scope of activities of the proposed operation, the project team has worked in collaboration with the United Nations Office for Project Services (UNOPS), UNDP's ABADEI program, UNICEF, World Health Organization (WHO), WFP, Food and Agriculture Organization (FAO), UN High Commissioner for Refugees (UNHCR) and UN-Habitat. The objective of these meetings was chiefly to coordinate with relevant UN agencies on the design of the operation and avoid overlaps and duplications in terms of geographical coverage, scope of activities, implementation arrangements and partners, and financing channels. The proposed project has also been enriched by the sectoral engagements on education, health and food security and continued dialogue with UN agencies.

¹³ The IsDB is establishing an Afghanistan Humanitarian Trust Fund (AHTF) under the auspices of the Organisation of Islamic Cooperation.

¹⁴ The **ABADEI** Strategy is the designed approach to support UNDP's STFA. The ABADEI program supports four thematic areas: (i) Provision of Essential Services: health services, COVID response, education, reducing food insecurity, and renewable energy; (ii) Community-Based Livelihoods and Local Economic Activities: unconditional cash transfers; cash-for-work and skills development; local private sector, Small and Medium Enterprise development, and cross border trade and access to markets; (iii) Protecting Farm-based Livelihoods from Natural Disasters: community preparedness for disasters and ecosystem restoration; and (iv) Community Resilience and Social Cohesion: conflict prevention and reconciliation, access to justice and human rights. The estimated budget is US\$1.4 billion over 2 phases extending over the next 24 months. To date, the ABADEI program has mobilized US\$102m and committed US\$65m (including US\$16m under community livelihoods theme). See <https://mptf.undp.org/factsheet/fund/AFG00>.



Box 1: Delivering Basic Services through Community Development Councils

In the current emergency situation in Afghanistan, leveraging the country's longstanding community development platform is critical to delivering vital services and providing emergency livelihoods support to the people of Afghanistan. Since 2003, many development programs have actively involved local communities in the planning and implementation of development projects. In Afghanistan, these programs relied on a national network of democratically elected Community Development Councils (CDCs) to represent the interests of Afghan communities and deliver essential services.

The platform of community-based programs in Afghanistan has effectively delivered much needed basic services and livelihoods to Afghan communities for the past 18 years, reaching the entire country. Projects such as the National Solidarity Program (NSP), its successor the Citizen's Charter Afghanistan Project (CCAP), the COVID-19 Relief Effort for Afghan Communities and Households (REACH), the *Eshteghal Zaiee-Karmondena* (EZ-KAR) and Community Support Project form the largest national service delivery mechanism in Afghanistan. NSP (2003-16) provided over 20 million Afghans with access to improved water supply, sanitation, rural roads, irrigation, and health and education services, while generating over 48 million days of work for skilled and unskilled workers, injecting much needed short-term wage transfers into poor rural communities. Since 2016, CCAP has reached 13.7 million beneficiaries. Over 3.1 million people gained access to clean drinking water, 1.5 million people have improved access to roads and markets, 160,000 hectares of land have been irrigated, and over 234,000 people in remote areas have gained access to electricity. CCAP has generated 10.8 million labor days, providing an important source of cash-for-work employment to millions of Afghans. As part of the COVID-19 response, and despite significant insecurity and political challenges, the community-driven development platform delivered food assistance to over 10.3 million poor Afghans earning less than US\$2/day, more than any other development agency delivered in 2020. Over 2,370 communities in eight provinces most affected by the drought received food assistance in 2021. Furthermore, women have received essential livelihoods assistance and improved education, health and nutrition services through their participation in education and health community groups.

C. Relevance to Higher Level Objectives

22. **The international community should help to preserve the gains of the last 18 years in community development, gender equity, and improved access to services.** In the post-2001 period, progress was achieved in expanding access to basic infrastructure and in key development indicators as a result of community development and other sectoral investments. From 2002 to 2017, the share of the population with access to basic drinking water increased from 30 to 67 percent. The proportion of Afghans with access to grid electricity increased from around eight percent to around 31 percent between 2004 and 2019; in addition, around 60 percent of Afghans have access to electricity generated from off-grid solar units. Private sector capacity to deliver public infrastructure and services has been gradually developed through international funded projects. The capacity of local community organizations of women and men such as CDCs has also been built across all 34 provinces to collectively work on community development challenges and service delivery. Importantly, Afghan women and girls have achieved significant gains since 2001, not only in education and health but also in terms of participation and representation in public life. Twenty-seven percent of all parliament seats were reserved for women. Under CCAP, 50 percent of CDC members are women. While women's voice and participation have already been curtailed nationally post-August 15, 2021, there is an opportunity and imperative at the local level to ensure that women are supported and have access to essential services.

23. **In Afghanistan and elsewhere, interventions that build community resilience and support livelihood opportunities are critical in responding to economic crises and disasters.** Emergency livelihood and cash-for-work activities are key instruments designed to sustain consumption levels and employment during emergency periods. Cash-for-work interventions provide employment to unskilled and semi-skilled workers via labor-intensive works



(LIW). These interventions are intended to simultaneously achieve two objectives: (i) to provide households in crisis with immediate livelihood opportunities to meet their basic cash and food needs; and (ii) to sustain urgent basic services such as clean water supply, sanitation, roads and other climate-resilient assets that strengthen the resilience of households and communities to drought, floods and other risks.

24. **The largest programs for livelihoods and services support through cash-for-work activities in Afghanistan have been implemented through the WB and ARTF-supported CCAP for rural areas and Eshteghal Zaiee-Karmondana (EZ-KAR), Kabul Municipality Development Program (KMDP) and Cities Investment Program (CIP) for urban areas.**¹⁵ CCAP has generated over 10.8 million labor days, providing an important source of employment to millions of Afghans. As part of post COVID-19 emergency response, EZ-KAR, KMDP and CIP generated around one million labor days. A 2019 evaluation of CCAP's cash-for-work program found that 95 percent of beneficiaries were highly satisfied or satisfied with the program, 99 percent of beneficiaries used the cash-for-work income for food, 77 percent for medical expenses, and 23 percent for loan repayment. Fifty-two percent of participants stated the cash-for-work was their only source of income.¹⁶ For those not able to work on public infrastructure, social inclusion and livelihood grants for vulnerable households such as female heads-of-household, elderly, and households lacking able-bodied members complemented the cash-for-work interventions.

25. **Recent economic analyses highlight how the implementation of mitigation measures could have an important impact on development outcomes.**¹⁷ In 2022, the Afghan economy could contract up to around 30 percent, with severe impacts on the poor and vulnerable. In this context, an emergency community resilience and livelihoods program to provide income support and economic opportunities is needed in both rural and urban areas, with a special focus on the needs of women. Such a program would protect the poor and provide income support to households and build the resilience of communities through the delivery of basic services while also maintaining and/or building basic productive assets.

26. **The project is aligned with key strategies addressing fragility and its relationship to poverty and growth.** The World Bank Group (WBG) Strategy for FCV 2020-2025 provides an operating framework to address the underlying drivers of FCV across the fragility spectrum and to support countries to escape fragility traps. Furthermore, the project is consistent with the WBG Country Partnership Framework FY17-20 discussed by the Board on October 27, 2016 (Report #108727-AF) and with the Approach 2.0 which aims to protect the vulnerable, help preserve human capital and key economic and social institutions, reduce the need for future humanitarian assistance, and improve gender equality outcomes.

27. **The proposed project is being processed under Condensed Procedures** as per the Bank Procedure on Preparation of Investment Project Financing for Projects in Situations of Urgent Need of Assistance or Capacity Constraints; and applying paragraph 12 of Section III of the Bank Policy on Investment Project Financing, to respond to a situation of urgent need of assistance and extreme capacity constraints due to conflict, fragility and external shocks. The current political environment requires the WB to engage and maintain development gains in terms of sustaining livelihoods and community systems.

¹⁵ For reference: CCAP (P173213); EZ-KAR (P166127); KMDP (P125597); CIP (P160619).

¹⁶ Coffey International. 2019. *Employment Promotion (Jobs for Peace Maintenance and Construction Cash Grants) in Afghanistan*. July 13

¹⁷ In World Bank. 2021. *Afghanistan in Crisis; Development Risks and Mitigation Options*, Washington, DC. Such measures would include protecting the functioning of the financial sector, safeguarding macroeconomic stability, and sustaining lifesaving services (maintaining basic health provision; targeted food security support programs; basic education for girls; etc.), and would notably mitigate poverty impacts.



28. **Entry Criteria for Access are being introduced to ensure that the principles of community and women’s participation are maintained.** The project establishes two ECA to ensure that the context on the ground remains aligned with these principles. These Entry Criteria are not about monitoring the implementing agency, UNOPS’ performance, rather about providing a platform around which ARTF donors, UNOPS and the WB can assess whether the situation on the ground continues to provide the required conditions under which activities can be implemented. The two ECAs are as follows: (i) established CDCs in the project areas are not prohibited to operate; and (ii) women’s involvement continues in established CDCs. Funds will not be released for cash-for-work and Social Grant activities in communities where these two criteria are not met, as will be set out in greater detail in the Project Operations Manual (POM).

29. **To retain flexibility, ARTF funding will be released for the project in two tranches as referred to in Approach 2.0.** The first tranche in the amount of US\$100 million will be the subject of the Grant Agreement to be signed after approval. Within six months after project effectiveness, a review together with ARTF partners will be held to assess progress and whether the described ECA in paragraph 28 and Table 1 continue to be in place. Should the situation on the ground continue to be enabling, and subject to the availability of funding, an additional tranche up to the amount of US\$165 million may be released from ARTF.



Table 1: Entry Criteria for Access*

	ECA 1: Established CDCs in the project areas are not prohibited to operate	ECA 2: Women’s involvement continues in established CDCs
Definition	<p>CDCs are non-governmental community representatives. Existing CDCs are considered operational if the following conditions are met:</p> <ul style="list-style-type: none"> At the start of activities in communities, a minimum of 70 percent of CDC member positions need to be filled. <p>During implementation, CDCs will:</p> <ul style="list-style-type: none"> help coordinate assistance in their community including distribution of assistance; and assist with beneficiary targeting including identifying the most vulnerable households in their community for assistance; and help to identify CRL cash-for-work schemes in rural areas or labor-intensive work schemes in urban areas. 	<p>Women are elected members of CDCs. The project will only work in areas where women are able to participate in CDC activities. At a minimum, women are considered to be participating if:</p> <ul style="list-style-type: none"> At the start of activities in communities, a minimum of 40 percent of CDC members are women; and During implementation, women will review and provide inputs on the Vulnerable Group beneficiary list for the Social Grants
Application	This ECA will apply to all rural and urban Project areas with existing CDCs.	This ECA will apply to all rural and urban Project areas with existing CDCs.
Verification	UNOPS team and ARTF Monitoring Agent (MA) will verify. Reports will be provided quarterly.	UNOPS team and ARTF Monitoring Agent will verify. Reports will be provided quarterly.
Noncompliance	<p>In communities where CDCs are prohibited from operating, the Project will not be providing assistance and will move to other areas.</p> <p>Communities will be given 3 weeks starting from the time the Project is introduced in a community to allow the first ECA to be met.</p>	<p>In communities where women are prohibited from participating in CDC activities, the Project will not be providing assistance and will move to other areas.</p> <p>Communities will be given 3 weeks starting from the time the Project is introduced in a community to allow the first ECA to be met.</p>
Second-tranche release criteria (after 6 months)	<p>The tranche release criteria are:</p> <ul style="list-style-type: none"> Fulfillment of 2 ECA conditions; Key UNOPS Project Implementation Unit staff and four NGO/Facilitating Partner contracts are in place; Workplan and first quarterly report are delivered; and Community mobilization activities started in a minimum of 10 provinces and 4 cities. 	

*details for ECA will be further described in the POM.



II. PROJECT DESCRIPTION

A. Project Development Objective

30. The objective of the Project is to provide short-term livelihood opportunities and deliver urgent essential services in rural and urban areas.

31. This immediate assistance will first provide short-term employment and income to millions of Afghans while also improving access to basic services such as clean water and sanitation, roads, and basic neighborhood improvements. Women and vulnerable groups, such as IDPs and persons with disabilities, will be especially assisted. Further, the project will support community-level systems and institutions for long-term resilience, sustainability and inclusive development. These community systems lay the groundwork for citizen engagement and a more accountable, transparent recovery. International experience confirms that in similar contexts of political change and conflict, it is critical to maintain livelihood opportunities, investments in basic services, as well as non-government local institutions and systems, to preserve core development gains. Finally, by engaging local private sector contractors in cities, the project will help preserve the local civil works implementation capacity that has been gradually developed over the past two decades. The project will be delivered through a UN agency, UNOPS, and will be off-budget and outside of the involvement of the ITA.

32. **A total of one million households or seven million Afghans¹⁸ in some 6,450 rural communities and eight cities will receive livelihoods and income through this program. An estimated 9.3 million Afghans in the same areas will benefit from services essential to meeting basic human needs such as clean water and sanitation and access to roads.** These targets may change depending upon progress made on the ECAs and satisfactory performance during implementation.

PDO Level Indicators

33. The project will measure progress towards the PDO via the following indicators:

- Number of beneficiary households receiving livelihoods support
- Number of vulnerable households receiving social grants
 - Number of female-headed households receiving social grants
- Number of people with improved access to basic services

B. Project Components

34. **The project will be financed by an ARTF recipient-executed grant of US\$265 million. The key components over two years are as follows:**

35. **Component 1: Emergency Livelihoods Support and Services in Rural Areas (US\$141 million).** This component will support implementation of a cash-for-work program aimed at rehabilitating small-scale basic

¹⁸ The program assumes an average household size of seven (7) persons.



infrastructure services such as clean water, sanitation, or tertiary roads, and generating income opportunities for ultra-poor and vulnerable households.¹⁹ It will *inter alia* support provision of cash for work sub-project grants and associated equipment and material. Building upon the earlier community development experience, poor households will be provided a minimum of 28 days of work²⁰ over the life of the project benefitting approximately **774,000 poor rural households or 5.4 million Afghans**. Target beneficiaries for cash-for-work/livelihoods support include those who were identified as the ultra-poor and vulnerable as part of the CCAP and REACH²¹ planning process which would allow activities to move rapidly once started. These lists will be updated given the number of “new poor” and recent movements due to the current humanitarian crisis. This component would also preserve 18 years of investments through repairs and maintenance of critical works such as small flood management walls and terraces to increase resilience and reduce the risk from natural hazards and climate change. Basic service provision in terms of climate resilient community infrastructure will benefit **an estimated 6.8 million Afghans in 6,450 rural communities in six regions, 23 provinces and 71 districts**.

36. The geographical coverage of component 1 will remain flexible but will prioritize areas of highest need and those areas not yet fully covered by other projects and humanitarian actors. Strong coordination related to geographical coverage will be critical at the start of implementation including with the UNDP ABADI program, WFP and other actors in the livelihoods space. In relation to other WB programming, the Afghanistan Emergency Food Security Project (P178280) will focus primarily on the highest drought-affected areas and this project for the most part, will cover different districts. This component would cover initially and as a first priority, rural communities that already have established CDCs and have not recently received assistance through CCAP, REACH or other donor programs. With additional fund availability, the assistance could expand to other geographical areas depending upon reaching the ECAs as well as satisfactory implementation progress.²²

37. **Component 2: Emergency Livelihoods Support and Services in Urban Areas (US\$65 million):** This component will provide livelihood opportunities for unskilled and semi-skilled labor and respond to urgent service delivery needs in urban areas through the provision and implementation of small-scale LIWs.²³ The LIWs will be selected based on local priorities identified through CDC, Gozar Assemblies²⁴ and community consultations in the target cities.²⁵ The project will entail strong community involvement in the oversight and implementation of the civil works. The LIWs will take a “whole of community” approach, targeting urban host communities and IDPs in order to mitigate potential tensions. Target beneficiaries for participation as day laborers will be individuals from poor households. The selection process for beneficiaries will have provisions for the inclusion of vulnerable groups, including minorities.

¹⁹ The program will finance a menu of labor-intensive community subprojects including: construction/maintenance of climate-resilient water infrastructure, water canals and drainage; terracing; maintenance and basic tertiary road access; sanitization of community and public places; environmental and natural resource protection activities such as tree planting and agroforestry, and small food (grain) storage facilities. These small-scale infrastructure subprojects would average approximately US\$21,000. See Annex 2

²⁰ Based upon past field experience, a minimum of 28 days of work per HH provided sufficient wages to buy approximately four to six weeks of food and allowed the project to provide assistance to a greater number of poor.

²¹ COVID Relief Effort for Afghan Communities and Households (REACH; P174117)

²² Component 1 will cover approximately 6,450 rural communities or approximately 16 percent of the rural communities in the country. With additional funds, the coverage could be easily expanded if ECA conditions are met.

²³ The program will finance a menu of labor-intensive urban sub projects such as cleaning streets/canals/drainage, planting for parks and greening open spaces, rehabilitation of pavements, gravel roads, boundary walls, small scale water, sanitation, and health, and market improvements. These sub projects will prioritize small-scale labor-intensive works and will avoid any complex works.

²⁴ Gozar Assemblies are clusters of CDCs in urban areas, composed of an average of five CDCs or up to 1,000-1,250 households.

²⁵ A pipeline of LIWs identified and prepared under EZ-KAR and CIP would provide an early start to roll off this component. These urban subprojects would average approximately US\$120,000.



38. The geographic scope will initially be limited to selected cities and their peripheries which: (i) have witnessed a high influx of IDPs; (ii) were part of CIP/EZ-KAR, where similar LIWs programs were successfully being implemented in early 2021; and (iii) are hubs of economic and private sector activity. The eight potential cities include: Kabul, Herat, Jalalabad, Kandahar, Mazar-e-Sharif, Bamyan, Kunduz, and Khost. The approach will be kept flexible in order to target areas based on evolving needs in the country. LIW are proposed to be delivered through private sector contractors in order to help preserve the local civil works implementation capacity that has been gradually developed over the past two decades.

39. LIWs would provide on average 60 days of work per beneficiary over a period of two years, directly benefitting approximately **115,000 IDP and poor urban households or 810,000 Afghans**. This approach has shown to be effective in similar FCV contexts such as Yemen, where successful interventions were implemented, and subprojects delivered results in a one-to-three-year timeframe.²⁶ **Approximately 2.5 million households will benefit from improved services under the LIW.**

40. **Component 3: Social Grants for Women and the Most Vulnerable in Rural and Urban Areas (US\$18 million):** Experience in Yemen, South Sudan and Afghanistan show that not everyone is able to benefit from cash-for-work and LIW programs. For example, female heads-of-household or vulnerable households lacking able-bodied members may have difficulty working outside the home. This component will provide social grants to support food/grain banks, livelihood activities and cash transfers to cash transfer beneficiaries. For households who are not able to benefit from physical work activities, each community in rural areas will receive approximately US\$2,000 on average to be used to assist the most vulnerable groups in the form of food/grain banks support, cash, or livelihood activities. In urban areas, vulnerable households would receive livelihoods and cash support as well. Beneficiaries would include female heads-of-households, persons with disabilities and IDPs. Based upon community vulnerability mapping, lists of these chronically vulnerable households have already been drawn up by some CDCs, which will help expedite rapid delivery of assistance to communities.²⁷ These lists would be revalidated with communities at the start of community activities. In urban areas where CDCs do not exist, Mosque Committees, with the support of NGOs (Facilitating Partners), would develop the list of eligible beneficiaries. **Through this component, approximately 132,000 vulnerable households or 924,000 poor Afghans will be assisted.**

41. **Component 4: Strengthening Community Institutions for Inclusive Service Delivery especially for Women (US\$27 million):** Investing in CDCs and local communities is critical for long-term sustainability and building social resilience and cohesion. Underpinning the above-mentioned interventions, this component would provide assistance to build the capacity of CDCs and other local community institutions. It will support NGOs' costs for activities related to community mobilization, planning, implementation, monitoring, and training on a variety of topics. These activities would complement the UN and WB interventions for health, education and agriculture by raising community awareness of available services, helping to identify vulnerable beneficiaries, and assisting with information and knowledge campaigns related to healthcare services, vaccinations, nutrition, food assistance, and the importance of girls' education. Supporting CDCs will also build strong accountability mechanisms at the community level for monitoring of activities and resolving grievances.

²⁶ Examples include the Yemen Integrated Urban Services Emergency Project (YIUSEP, P164190) and its successor YIUSEP II.

²⁷ The COVID response in 2020-2021 through CDCs showed the effectiveness of the community identification of most vulnerable households. See MA. 2022. *COVID-19 Response: CCAP/REACH Monitoring, Q3 2021 Final Project Report*. February.



42. **Finally, working with CDCs is especially important as an entry point for supporting women.** Afghan women are seeing their access to livelihoods and services hindered due to social and mobility restrictions. Working with CDCs, including its CDC female members and its youth, health and education sub-committees, will help safeguard some of the critical gains made over the past 18 years in improving women’s participation, livelihoods, and gaining access to basic services such as clean water, health and education. CDCs and their subcommittees for health and education provide a safe space for women to meet, which is especially important given increased mobility constraints. This component will support these forums to help women and vulnerable groups engage, receive information, and have access to services including in health, nutrition, education and livelihoods assistance. For example, for health, this project will work closely with the WB-supported Health Emergency Response Project (P178775) to build the capacity of CDCs and women’s groups on: (i) maternal and child nutrition; (ii) COVID-19 prevention, (iii) availability/access to health and nutrition services; and (iv) water, sanitation, and hygiene. CDC women’s groups will help community health workers and nutrition counselors to identify households with pregnant and lactating mothers and children under two and mobilize them to access health and nutrition services. For education, the project will stress the importance of girls’ education.

43. **Component 5: Implementation Support (US\$14 million):** This component will support the costs of the UN implementing partner, UNOPS, to manage and oversee the program, including technical support, training, monitoring and reporting upon results. This component will finance: (i) general management support and indirect costs and fees for the implementing partner; (ii) direct project management and supervision costs required to support the implementation of the project; (iii) project monitoring, evaluation and coordination at the national and regional levels; (iv) project tailored Management Information System (MIS) and Geospatial Information System to promote transparency and accountability; and (vi) the establishment of a Grievance Redress Mechanism (GRM).

Climate Resilience

44. **Afghanistan is one of the most vulnerable nations to climate change impacts in the world due to a combination of political, geographic, and social factors.** The country is at high risk for natural hazards, including droughts, floods, and heat waves that are exacerbated by climate-change impacts. Widespread poverty and worsening humanitarian conditions increase the Afghan population’s vulnerability to these extreme weather events. Most reports agree that the majority of Afghanistan’s regions saw warming increases of well over 1°C in the 20th century, with a potential rise between 1.4°C and 5.4°C by the 2080s and 2090s relative to a 1986-2005 baseline.²⁸ The projected rise in temperature will increase the frequency of heatwaves and glacial lake outflows and can exacerbate public health issues by increasing the incidence of water, food, and vector-borne diseases. A higher risk of extreme precipitation events will also increase the likelihood of flooding, which is the country’s most frequent and economically devastating natural hazard. With 85 percent of the population reliant on agriculture for their livelihoods, droughts also pose a serious threat to livelihoods, income, and poverty reduction efforts. Afghanistan experienced five major droughts between 1980 and 2009, affecting about 6.5 million people since 2000 and causing US\$280 million in economic damages to agriculture each year. After declaring drought conditions in June 2021, Afghanistan is now experiencing its worst drought in decades.

45. **Infrastructure in Afghanistan is affected by the physical impacts of climate change, including damage due to exposure to floods, landslides, and extreme temperatures.** The lack of adequate hazard, exposure, vulnerability, and risk information compounds this problem by under-estimating the true exposure of the economy and Afghan cities and communities to climate, disaster risk, and effectiveness of management measures. Therefore, information

²⁸ World Bank Group and the Asian Development Bank. 2021. *Climate Risk Country Profile: Afghanistan*.



on the likely frequency and intensity of climate hazards could inform the design of resilient transport (especially roads), water, and other urban infrastructure to curb climate induced defects. To minimize losses from disasters, new infrastructure would be built in less vulnerable areas and designed to withstand potential climate change impacts over the entire life cycle. In other cases, existing infrastructure would be rehabilitated to withstand anticipated impacts. The types of subprojects selected will prioritize nature-based solutions and small-scale simple infrastructure in order to minimize the complexity of design for natural hazards.

46. **The project will also help to address climate vulnerability by delivering infrastructure and services that enable Afghan households and communities to adapt to and mitigate climate change risks.** Through the construction of small-scale climate-resilient infrastructure, the project will preserve and improve access to basic services like clean water, sanitation, and road rehabilitation that make households and communities more resilient to drought, floods, and other risks. This includes the repair and construction of small scale public infrastructure which plays an important role in mitigating impacts from natural disaster and climate change, including simple flood protection walls and terraces, tree planting and agroforestry, and retention ponds (see Annex 2 for a complete list). Climate stressors such as higher temperatures, increased precipitation, and flooding will be considered in the design, based on available data, and construction of all infrastructure subprojects delivered under the program. Consistent with the approach taken under the CCAP, CIP and KMDP projects, this project will leverage provincial and district-level risk profile data and maps from the national multi-hazard risk assessments to inform climate-resilience infrastructure designs.

C. Project Beneficiaries

Table 2: Estimated Number of Beneficiaries of Livelihoods and Basic Services

Component	Estimated Number of Direct Livelihood Support Beneficiary Households (HHs)	Estimated Direct Livelihood Support Beneficiary Population	Estimated Total Population Benefitting from Basic Services
Emergency Livelihoods Support and Services in Rural Areas	774,000 HHs	5.4 million	6.8 million
Emergency Livelihoods Support and Services in Urban Areas	115,000 HHs	810,000	2.5 million
Social Grants for Women and the Most Vulnerable in Rural and Urban Areas	132,000 HHs	924,000	
Total (rounded)	1 million HHs	7.2 million persons	9.3 million persons



D. Results Chain

Figure 1. Project Theory of Change

Activities	Outputs	PDO/Intermediate Outcomes	High-level Outcomes
<p>Component 1: Emergency Livelihoods Support and Services in Rural Areas</p> <ul style="list-style-type: none"> Cash-for-work, short-term livelihood opportunities Small rural community infrastructure rehabilitation 	<p>Temporary employment opportunities provided to 774,000 rural households</p> <p>Approximately 5,000 rural community infrastructures built or rehabilitated in 6,450 communities</p>	<p>Short-term livelihood opportunities provided and urgent essential services delivered in rural and urban areas</p> <ul style="list-style-type: none"> Beneficiary households receiving livelihoods support Vulnerable households receiving social grants 9.3 million Afghans with improved access to basic services 	<p>Community and household resilience is strengthened</p> <p>Households have increased income and consumption</p> <p>Urgent basic services are sustained</p> <p>Community institutions are preserved</p>
<p>Component 2: Emergency Livelihoods Support and Services in Urban Areas</p> <ul style="list-style-type: none"> Short-term livelihood opportunities Small urban community infrastructure works 	<p>Temporary employment opportunities provided to 115,000 urban households</p> <p>Approximately 500 urban infrastructures built or rehabilitated in 8 cities</p>	<ul style="list-style-type: none"> Beneficiary households receiving livelihoods support Vulnerable households receiving social grants 9.3 million Afghans with improved access to basic services 	
<p>Component 3: Social Grants for Women and the Most Vulnerable in Rural and Urban Areas</p> <ul style="list-style-type: none"> Cash, financing for food/grain banks, livelihood activities 	<p>132,000 vulnerable households assisted through cash, food/grain banks or livelihood activities</p>	<ul style="list-style-type: none"> Beneficiary households receiving livelihoods support Vulnerable households receiving social grants 9.3 million Afghans with improved access to basic services 	
<p>Component 4: Strengthening Community Institutions for Inclusive Service Delivery especially for Women</p> <ul style="list-style-type: none"> Support for community mobilization, planning, implementation and monitoring Support women and vulnerable groups to access health, education & other basic services 	<p>Community groups strengthened and trained</p> <p>Women’s groups provided with services and assistance</p>	<p>Increased capacity of community-level institutions</p>	

Assumptions:

- The project’s financial payment system will be operational and reliable
- Security conditions in project areas allow for continued operations
- Implementing agencies will have safe and unhindered access to targeted areas and populations
- CDCs are operational and effective partners in supporting beneficiary identification, assistance distribution, and monitoring



E. Project Costs and Financing

47. The total cost of the proposed project is estimated to be US\$265 million, which will be financed by ARTF. The costing for each component of the project is shown below (Table 3). The proposed allocation of funds between the different components was derived from the estimated number of communities in both rural and urban areas to be reached within the total financing envelope as well as the average costs of cash-for-work activities, social grant and CDC activities:

Table 3. Cost of project, by component

Components	ARTF (US\$ millions)
1. Emergency Livelihoods Support and Services in Rural Areas	\$141
2. Emergency Livelihoods Support and Services in Urban Areas	\$65
3. Social Grants for Women and the Most Vulnerable in Rural and Urban Areas	\$18
4. Strengthening Community Institutions for Inclusive Service Delivery especially for Women	\$27
5. Implementation Support	\$14
TOTAL	\$265

F. Rationale for Bank Involvement and Role of Partners

48. **The international community has recognized the continuum between emergency relief activities, recovery, and rebuilding, and acknowledged the role of the WB to effectively respond to emergency situations to achieve development objectives whilst adhering to its development mandate.** For the WB, this means sustaining key systems and basic services, and safeguarding development gains, including through non-governmental systems in exceptional circumstances, especially when today’s humanitarian crises are tomorrow’s development challenges.²⁹

49. **The rationale for Bank intervention is premised on its comparative advantage.** In complex humanitarian crises, the WB leverages its added value and convening power to deliver critical services, notably to the most vulnerable populations. The WB complements the essential short-term relief provided by humanitarian actors with longer-term development funding support. The WB’s sustained engagement adds value and helps to protect human capital, mitigate risks and shocks, build the resilience of communities and households and, whenever possible, preserve institutional capacity. The coordination between development and humanitarian efforts enhances the overall impact of respective programs.³⁰

²⁹ In line with the commitments taken at the World Humanitarian Summit, and the High-Level Panel on Humanitarian Financing, the new Grand Bargain 2.0, as well as with the guidance of the donor community, the importance of bridging the humanitarian-development divide, notably in FCV settings, is widely recognized. This paradigm shift was confirmed and featured in the recent WBG Strategy for FCV (2020-2025) and IDA19 as well as in the IDA20 thematic commitments and is reflected in the recently Board-approved Updated Bank Policy Development Cooperation and Fragility, Conflict, and Violence.

³⁰ In Yemen, the WBG-funded operations have demonstrated that it is possible to combine both short- and medium-term objectives while



50. **In Afghanistan, the WB and ARTF donors have been strong supporters of community development programs for the past 18 years, in large part due to the proven results and positive impacts on the ground.** The WB has provided ongoing strategic, technical and implementation support for NSP, CCAP, EZ-KAR, KMDP and CIP, while bringing global experience and knowledge into the operations. Lessons learned from past community and cash-for-work projects in the country have helped to inform this new proposed operation.

51. **Partnering with UN agencies and humanitarian organizations is critical to deliver on the ground.** By working across the Humanitarian-Development-Peace (HDP) nexus, the UN and the WB have established a longstanding collaboration in FCV settings through strategic and operational cooperation in support of peace, security and prosperity efforts. Leveraging those partnerships – institutionalized in more than 40 crisis-affected situations – have enabled the WB to deliver critical services to conflict-affected populations in areas deemed inaccessible. Partnerships across the HDP nexus are necessary given the highly protracted nature of fragile situations, as well as the spillover impacts caused by violence, forced displacement and conflict.

52. **For this operation, the WB will be coordinating with other development partners working on livelihoods and cash-for-work schemes including UN agencies (UNDP through the ABADEI strategy, WFP, UNICEF, UNHCR, UN-Habitat, UN-Women) as well as NGOs working in this space.** As part of the UN system, UNOPS will be well-placed to cooperate across UN agencies. As part of project preparation, the WB has held several consultations with development partners including NGOs currently operating in Afghanistan, ARTF donors, UN agencies, ADB, and ISDB. For example, the WB task team has conducted regular coordination meetings with UNDP teams to discuss potential synergies with the ABADEI program. This coordination includes scoping on activities and geographical coverage. In parallel, the task team is coordinating closely with UNDP on NGO/Civil Society Organization capacity support. The collaboration with UNDP is unfolding at several technical levels and will be pursued throughout the final stages of project preparation and during project implementation. Collaboration with the Afghanistan cash and voucher working group for this project led by WFP, will also be important moving forward.

G. Lessons Learned and Reflected in the Project Design

International Lessons Learned

53. **The magnitude of the global FCV challenge requires working across the HDP nexus.** The countries that have successfully exited fragility and violent conflict worked concurrently on short-term emergency assistance and medium to long-term recovery efforts. They followed a trial-and-error approach, experimenting iteratively with various reforms and adjusting as they moved ahead. The common thread among their varied approaches is the need to sustain service delivery, avoid having lost generations, and incentivize and implement simultaneous, comprehensive, and complementary humanitarian, development, and peace actions.

54. **The WB is often able to help reduce the negative developmental consequences of political instability by restoring critical financing and leveraging donor funding.**³¹ In five out of the six countries that experienced military

maintaining national systems. Such institution-focused investments can result in considerable savings in the medium and longer term. Since July 2016, IDA grants have reached US\$1.76 billion to finance emergency operations that benefit people across the country. (See World Bank Group, 2019. *World Bank Group Operations in Active Conflict; Operational Experiences in Yemen Since 2015: A Lessons Learned Study*. Washington, DC).

³¹ Independent Evaluation Group. 2021. *World Bank Engagement in Situations of Conflict: An Evaluation of FY10-20 Experience*. World Bank, Washington, DC.



coups or unconstitutional interruptions followed by restorations of constitutional order, the WB was the first development partner to reengage. In these countries, the WB helped preserve hard-won development gains during political change. Indeed, more than 80 percent of emergency operations approved during these changes effectively maintained critical service delivery.

55. Experience in other FCV settings such as Yemen, Somalia, South Sudan, Myanmar, Horn of Africa, and Sahel offers several important operational lessons:

- Cash-for-work and labor-intensive public work activities had positive impacts on economic welfare and livelihoods by putting cash directly into the hands of beneficiaries;
- At the same time as injecting income into the economy, it was also critical to provide basic services and community assets such as roads, water and sanitation, canals, and other climate-resilient infrastructure;
- Project designs and strategies need to take into account vulnerable populations including women and vulnerable households lacking able-bodied members;
- Flexibility in cash-for-work activity design is required for projects to adapt to changing realities on the ground;
- Supporting the role of communities and the local private sector is crucial;
- Community consultations and participation are key to avoid aggravating conflict as a consequence of project interventions;
- The implementation arrangements should be seen as neutral and independent. Working through non-state institutions, civil society, and UN agencies in times of emergencies can be effective in making sure assistance and essential services are delivered to the population.

See Annex 3 for more details on lessons learned.

National Lessons Learned

56. The community platform through CDCs has provided services to communities for over 18 years. Working through trusted community representatives is vital for ensuring community participation and voice in the development process, targeting assistance to the most vulnerable, reaching women, and ensuring that local solutions are found for local problems. Furthermore, as shown during the emergency COVID-19 response, this national delivery platform is able to deliver effectively and reliably. Over 10.3 million Afghans received COVID-19 food assistance from August 2020 to mid-August 2021 despite a rapidly deteriorating security situation. Reports from the independent MA confirm the effectiveness of CDCs in identifying the most vulnerable for assistance.

57. Lessons learned from operating in former Taliban-controlled areas before the August 2021 crisis illustrate both the potential and the limitations of communities' ability to negotiate access to assistance and services. In the majority of areas, Facilitating Partner NGOs, CDCs and community elders negotiated safe passage of assistance (as with COVID-19 food relief), continuation of basic services, and participation of women with varying degrees of success. In other areas, communities were less successful at negotiating access and assistance and much depended upon which province and district the program was operating and local norms and customs. Many of the CCAP NGOs have decades of working successfully in these areas, relying upon their local networks and relationships. Operational adaptations included: smaller meetings instead of larger public gatherings; greater reliance upon CDC members to organize discussions rather than through NGOs; and arranging *mahram* for NGO female social organizers so that they could visit communities. Project activities were also suspended if CDC negotiations were not successful, if CDCs were not allowed to operate or if women could not participate in activities. Lessons from these experiences in former Taliban-controlled areas informed this project's interventions.



58. **Strong oversight and monitoring mechanisms are also a key for success.** Strong mechanisms need to be put in place to ensure that funds are used as intended and reach the target beneficiaries. In the past, the MA, the WB and NGOs provided multiple layers of supervision and fiduciary and environmental and social oversight. Following up on MA findings was crucial to address operational challenges and bottlenecks in real time. CDCs also had GRMs and monitoring committees to ensure that funds were used appropriately. Accountability and transparency in service provision is critical to maintain trust and the belief that there is a better future ahead for all Afghans.

III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

59. **This program will be implemented completely through non-government actors.** As a UN agency partner, UNOPS will receive grant financing from the Bank. UNOPS will then finance the contracted NGOs in rural areas and local contractors in urban areas to deliver assistance to communities. Building on longstanding community development and urban operations in Afghanistan, the network of international and local NGOs as well as urban contractors that have prior Bank experience and recognized capacities on the ground (notably in community organization, planning and implementation of activities) is well known. This network of NGOs and contractors have built trust with community elders and local communities over decades and will be essential to delivering services quickly during this emergency.

60. **UNOPS was selected as the UN Implementing Partner for this project because it has global experience working with the WB to implement livelihoods and cash-for-work projects at the community level, especially in FCV environments.** UNOPS is the largest UN implementing partner for the WB in FCV contexts. Its approach is designed to empower vulnerable individuals and communities by supporting income generation and building livelihoods while developing skills for long term sustainability and strengthened self-reliance in communities. UNOPS has an existing framework agreement and extensive global experience working with the WB as an implementing partner. Recent examples where UNOPS has worked with the WB to deliver community development and cash-for-work programs include the Service Delivery and Support to Communities Affected by Displacement Project (P161591) in the Central African Republic that uses labor-intensive public works to deliver community-prioritized infrastructure projects. Similarly, under the South Sudan Safety Net Project (P169274), UNOPS implemented cash-for-work activities such as road rehabilitation and drainage cleaning to rehabilitate community assets and deliver direct income support to households in the country's most conflict-affected areas. UNOPS is also the implementing partner for the South Sudan Enhancing Community Resilience and Local Governance Project (P169949), which aims to improve access to basic infrastructure and strengthen community institutions, similar interventions to that of this project. In Yemen, UNOPS is undertaking labor-intensive public work schemes in the Integrated Urban Services Emergency Project II (P175791), again similar to this project design in urban areas.³²

61. **UNOPS has on-the-ground experience in managing livelihoods and labor-intensive public works programs in Afghanistan in both rural and urban areas, including on WB-supported operations.** UNOPS has worked on improving rural livelihoods and access to social protection by supporting Afghanistan's National Emergency Employment Program since 2003, creating 2.5 million labor days through rehabilitation of infrastructure work. UNOPS

³² Additional examples of WB-supported projects implemented by UNOPS in FCV contexts include the *Haiti Rural Accessibility and Resilience Project* (P163490), the *Mozambique Northern Crisis Recovery Project* (P176157), and the *Zimbabwe Idai Recovery Project* (P171114).



has also been an implementing agency in the Afghanistan Rural Access Project funded by the WB and the ARTF to enable rural communities in Afghanistan to benefit from all-seasons road access to basic services and secondary and tertiary rural roads and bridges. Previous community-based development and natural resources management projects include: the Afghan Conservation Corp Program, Enhancing Disaster Preparedness and Response Program, and multiple secondary and tertiary road construction projects with community development and cash-for-work components such as the Swedish International Development Cooperation Agency-funded operation, the Rural Access Improvement Project in the northern provinces of Afghanistan. Furthermore, UNOPS' Afghanistan field team is very familiar and experienced with WB policies and procedures. UNOPS has strong procurement and contracting capabilities, as well as emergency procurement and deployment procedures that will expedite the Community Resilience and Livelihoods project's (CRL) planned engagement of NGO partners and infrastructure contractors in rural and urban areas. UNOPS' ability to rapidly mobilize the necessary resources has been demonstrated in numerous WB funded projects.

62. **UNOPS will be responsible for overall coordination, procurement arrangements with local organizations and contractors, engagement with communities, fiduciary, environmental and social risk management, quality assurance, monitoring and reporting, and managing technical assistance activities.** Under the rural component, UNOPS will implement through the network of NGOs and build on lessons learned over the longstanding engagement in Afghanistan. Under the urban component, UNOPS will contract with private contractors engaged as per UNOPS rules and regulations. Experience in CIP and EZ-KAR showed good contractor capacity at the local level to implement such projects.

63. **UNOPS will house the Project Implementation Unit (PIU).** The PIU will include staff supporting several key functions: program and contract management, financial management, procurement and supply chain, social mobilization and training, engineering, reporting, monitoring and evaluation, regional coordination, gender, grievance redress, security risk management and environmental and social risk management.

B. Results Monitoring and Evaluation Arrangements

64. **The WB will provide implementation support and supervision to ensure that the technical design is sound, activities are proceeding according to plan, and there is close coordination with other development partners.** A coordinated approach is critical across the different actors and service providers so that basic services and livelihoods assistance reach those most in need quickly and effectively. The WB task team, composed of international and local staff, has over 18 years of experience working on NSP and CCAP as well as other community development programs in Afghanistan, including in previously Taliban-controlled areas, and in many other FCV contexts, so is well equipped to advise on design and implementation issues. During project implementation, where needed the Bank team will have limited, ring fenced technical contact with operational level staff at the relevant interim administration agencies subject to country management approval.

World Bank Supervision Requirements under ARTF-financed Recipient-executed projects

65. **WB Financing of UN Agencies as Direct Grant Recipient – Operations Policy Flexibilities and Requirements:** The FMFA is relied upon as the authorizing framework under which the World Bank recognizes the UN single audit principle. It allows for WB audit requirements to be met through the normal audit function of UN Agencies own external auditors, without requirement for submission of separate audited financial statements. The FMFA also allows for reliance on UN agencies' own financial management, internal controls and oversights when implementing



Bank financing, based on the application of alternate assurance and reporting arrangements including, supervision activities of frequency and scope mutually agreed with the UN Agency, expanded content and periodicity of Interim Financial Report (IFRs), submission of certified annual financial statements, and independent verification and/or third-party monitoring.

66. The Bank retains the right to supervise, the elements of which are laid out in a project Supervision Plan. As part of its supervision of ARTF-financed projects, the Bank will use a MA.

67. **ARTF Administrative Agreement (AA) and Approach 2.0 Monitoring Requirements:** The ARTF AA requires the Bank to engage a MA(s) to support its supervision of ARTF-financed projects. The ARTF AA Annex on *Standard Terms and Conditions Governing Contributions to the ARTF* (AA Annex) specifies that monitoring provisions include coverage of both physical performance verification and financial and fiduciary checks of eligibility of expenditures. The current ARTF strategy, endorsed June 2021, and Approach Paper 2.0, approved by the Board on March 1, 2022, emphasize the continued use of the ARTF monitoring arrangement.

68. **Supervision and Monitoring Arrangements for projects financed under Approach 2.0:** To ensure continuity of oversight of ARTF-financed activities at the portfolio level, the ongoing use of the existing ARTF-financed monitoring arrangement will be continued with relevant Terms of Reference (TOR).

69. As laid out in the project Supervision Plan, the WB will engage a MA to support supervision of physical performance and financial monitoring. In accordance with the alternate assurance and reporting arrangements enshrined in the FMFA including, the determination of supervision activities with frequency and scope mutually agreed with UNOPS, TORs for supervision services to be carried out by the ARTF MA will be developed in consultation between UNOPS and the Bank. Verification reports will be provided to UNOPS and the Bank. The TORs will be annexed to the POM.

70. **Some of the results that the MA may support include verifying the ECA, the delivery of project outputs and monitor that funds reach the intended beneficiaries of cash-for work and social grants.** On a sample basis, the MA will verify that: the ECA conditions are met and in place during the life of the project; CDCs and activities remain independent of ITA control and interference, CDCs are functioning and receiving training, women's participation continues in project activities, labor-intensive infrastructure works are of satisfactory quality, beneficiary lists are accurate (without systemic exclusion or inclusion errors), targeted eligible beneficiaries are receiving the proper amount of assistance, workers are receiving the proper wages, and environmental and social risks are properly addressed. The existing MA uses digital platforms to enhance transparency and accountability, and these will be employed under this project.

71. **UNOPS will be responsible for monitoring the activities implemented by the NGOs and contractors and reporting upon progress.** UNOPS will be providing quarterly reports to the WB on progress to date. It will ensure that NGOs and contractors are properly trained on implementation arrangements, working closely with CDCs and communities. A POM will set the operating principles and procedures to be monitored and reported upon.

72. **Lastly, CDCs will help with community monitoring, local accountability mechanisms and grievance redress.** CDCs have appointed monitoring and grievance focal persons who provide regular reports to NGOs about progress and citizens' feedback.



73. **In terms of evaluation, the MA will collect survey data as to whether beneficiaries improve their income through the livelihood opportunities generated through the program and the use of the assistance received, e.g. food consumption, medical expenses, education, working capital, etc.** The MA will also collect data on beneficiaries' satisfaction with project activities. The MA will also be collecting information on the quality of the basic infrastructure provided, e.g. water and sanitation services, road rehabilitation, neighborhood improvements, and flood control measures. The MA will gather both quantitative data through surveys as well as qualitative data through interviews of beneficiaries and key informants, with all data being gender-disaggregated where possible. This information will allow the project to better understand household and community coping mechanisms and how to strengthen resilience at the local level for future programming. In addition, the use of the CDCs as a non-governmental, service delivery platform and as an entry point for assisting women in Afghanistan will be a separate thematic evaluation. This evaluation will explore how CDCs operate in different areas of the country, the role of women in the CDCs and how the program has assisted women in terms of livelihoods assistance and access to services. Information related to reaching poor rural women as well as vulnerable households such as persons with disabilities and IDPs will be particularly valuable for the delivery of other services such as health and nutrition awareness or future livelihoods opportunities.

C. Sustainability

74. **This project proposes action needed in the short term (two years) to help with the humanitarian crisis phase by protecting the poor and providing income/livelihoods support to households and communities.** The project is also designed to maintain investments in basic services – including in water, sanitation, roads – as well as investments in institutions such as CDCs to preserve development outcomes and build an inclusive recovery. The development gains during the past 18 years were built on critical institutional foundations, including investments in civil society and representative community councils which delivered critical services to the Afghan population. Even now, without external project support, CDCs are proving their long-term sustainability as representatives of the poor and coordinating development assistance from UN agencies and other humanitarian actors. According to rapid surveys in February 2022 with UN agencies and NGOs, CDCs are still very active on the ground, providing help to identify vulnerable beneficiaries, distribute assistance, and monitor activities. Investing in such community institutions now, during Afghanistan's worst crisis, is an investment in long-term sustainability for the future. This project is supporting community-level systems and institutions for long-term resilience, sustainability, and inclusive development. These community systems lay the groundwork for citizen engagement and a more accountable, transparent recovery in the future.

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

Technical Analysis

75. **The activities proposed under the project have been implemented in the country and are feasible.** The technical designs of the cash-for-work, LIW, social grants, and community institution strengthening activities build upon similar activities implemented under WB-financed operations in the country, such as CCAP, EZ-KAR, the Community Support Program, KMDP, and CIP, including in previous Taliban-controlled areas. The scope and the geographic coverage of the project is consistent with the size of financing and the cost estimates derived from the



experience of the previous operations (building on the unit costs with projected price inflations). Targeting methodology and criteria, which take into account the increase in poverty rates and the general level of destitution among households, are also consistent with the context and objective of the project. The timing and duration of the proposed activities are adequate, given the rapidly deteriorating economic situation and the urgent need to improve communities' and households' access to livelihood opportunities and basic services. Implementation arrangements, which assume changes to the operational environment, such as reinforced traditional norms, constrained local institutional capacity, mobility challenges (especially for women), limited liquidity, and general scarcity of resources and supply, are reflected in the design of implementation arrangements and process, and will be further detailed in the POM.

Economic Analysis

76. **The project is expected to have substantial positive economic benefits besides the unquantifiable social impacts of enhanced community resilience, cohesion, and mitigation of unsustainable coping strategies.** The economic benefits consist of the following, in both rural and urban areas: (i) generation of rapid employment opportunities; (ii) construction, maintenance, and rehabilitation of basic service infrastructure; and (iii) provision of social grants to vulnerable households.

77. **Rapid employment opportunities.** In rural areas, the cash-for-work livelihoods support activities will provide an average of 28 days of work for 774,000 households (~5.4 million Afghans), benefitting them with wages totaling approximately US\$108 million. In urban areas, LIWs will provide an average of 60 days of work for approximately 115,000 households (~810,000 Afghans), benefitting them with wages totaling ~US\$31 million³³. The first order benefit of these employment opportunities will be the direct income benefit for beneficiary households, which is estimated to provide for 4-6 weeks' and 2-months' worth of food security for rural and urban households, respectively. The second order benefit will be a general multiplier effect for the local economy. Although most of the beneficiary households will likely spend almost all of the wages for basic daily needs given the level of poverty in the country, assuming the average marginal propensity to consume is 0.9 (households will be spending 90 percent of the additional income generated by the project), the aggregate induced consumption (impact on the economy) can be estimated at approximately US\$1.4 billion³⁴.

78. **Basic service infrastructure.** The cash-for-work livelihoods support activities in rural areas include construction, maintenance, and rehabilitation of economically productive infrastructure, such as: construction/maintenance of climate-resilient water infrastructure, water canals, and drainage, terracing of agricultural lands, maintenance of basic road access, sanitization of community and public places, tree planting, and construction of small grain storage facilities. LIWs include, but are not limited to, interventions in solid waste collection, maintenance of water and sanitation infrastructure, cleaning of streets, drainage, and canals, and the gravelling of roads. While Economic Internal Rates of Return (EIRRs) are not available for these specific activities as they will be selected and designed on a demand-basis, the economic analyses of investments in similar community-level infrastructure suggest positive EIRRs. For example, according to the economic returns of a random sample of completed development subprojects funded under CCAP in 2018 and 2019 conducted by the ARTF MA, while the scale of subprojects was much greater, average EIRRs for rural bore wells, rural small-scale irrigation, urban potable water network extensions, urban and rural road rehabilitation, rural solar mini grids, and urban power network

³³ Estimated at US\$4.50/person/day x 60 days x 115,000 laborers

³⁴ Induced increase in consumption multiplier = $1/(1 - \text{marginal propensity to consume}) = 1/(1 - 0.9) = 1/0.1 = 10$. Induced consumption = increase in disposable income x multiplier = US\$139 million x 10 = US\$1.3941 billion.



extensions were all positive. These subprojects were found to provide substantial benefits to users when time savings were considered relative to subproject costs.

79. **Social grants.** The project will provide grants worth an average of US\$2,000 to each of the approximately 6,450 target communities to assist the most vulnerable groups - households who are not able to benefit from the cash-for-work activities in rural areas and the LIWs in urban areas - in the form of food/grain banks support or livelihood activities. Through this component, approximately 132,000 vulnerable households or 924,000 poor Afghans will be assisted with a total grant of approximately US\$18 million. As with the economic impact of rapid employment opportunities, the first order benefit of these grants will be the direct benefit for vulnerable households, which is estimated to provide for 4-6 weeks' worth of food security. The second order benefit of the social grants also include the multiplier effect of the grants injected into the local economy. Assuming the average marginal propensity to consume is 0.9 again, the aggregate induced consumption can be estimated at US\$184 million.

80. **Overall, the economic impact of aggregate induced consumption alone can be expected to generate multiplied positive economic impacts.** In addition, the expected economic benefits of the construction, maintenance, and rehabilitation of basic infrastructure means further positive economic impacts. These estimates do not include unquantifiable social impacts nor other likely long-term positive economic impacts associated with the increased productivity of beneficiaries from improved nutrition and human development.

B. Fiduciary

(i) Financial Management (FM)

81. UNOPS will have the overall financial management responsibility of the project. As per the FPA and FMFA between the UN and WB, the FM arrangements at UNOPS are acceptable to the Bank. The UNOPS financial management systems provide reasonable assurance that the grant proceeds will be used for the intended purposes.

82. The Afghanistan Country Office (AFCO) of UNOPS based in Kabul will lead the day-to-day financial management of the project. The financial management section of the AFCO will maintain separate ledgers to record project-related receipts and payments. Disbursements from the World Bank to UNOPS will be done based on quarterly IFRs. The quarterly IFRs will be submitted to the WB within 45 days of the close of each financial quarter. The WB and UNOPS will mutually agree on the IFR format during the project preparation.

83. The WB will make funds transfer into the UNOPS' corporate bank account. UNOPS will arrange the transfer of funds into Afghanistan and onward transfer to FPs, private contractors, and other vendors. UNOPS and the FPs will deploy a mix of funds transfer options, including bank transfers, to enable all payments to reach the project beneficiaries.

84. The UNOPS Internal Audit and Investigation Group will conduct the annual internal audit of the project and will submit the internal audit report to the WB within six months from the end of each calendar year. The ARTF MA will conduct regular financial reviews of the community grants (for cash-for-work and social grant activities) based on the TORs and a schedule mutually agreed between the WB and UNOPS.

85. **Fiduciary Arrangements.** The institutional level Financial Management Framework Agreement (FMFA) and WB-UN Fiduciary Principles Accord (FPA) provide the authorizing frameworks for UN engagements. The frameworks



allow for reliance on the various UN financial management systems. The WB’s fiduciary team has undertaken an assessment of the agency’s fiduciary system during the preparation phase to design the fiduciary arrangement for the proposed operation. The WB will also consider lessons learned from the previous community development operations and will incorporate mitigation measures in the design of the proposed operation.

(ii) Procurement

86. **Alternative Procurement Arrangements (APA).** UNOPS will follow its own procurement procedures as Alternative Procurement Arrangements (APA) envisaged by the WB’s Procurement Framework Policy Section III.F. (Further details are provided in Annex 1: Institutional Arrangements.)

87. **Procurement Management.** UNOPS will have a procurement team for the project within its office in Kabul, which will be led by an international procurement specialist who will be supported by at least two qualified national procurement specialists to carry out day-to-day implementation of procurement activities. It may also utilize consultants to support the surge in procurement activities on a need basis. UNOPS will be responsible for: (i) implementing the procurement plan as agreed with the WB; (ii) preparing a semi-annual report on the progress of procurement implementation; (iii) reporting on the indicators in the results framework; (iv) providing other relevant performance information to the WB, as requested; and (v) ensuring pre-screening of companies/individuals prior to award of any contract financed by the project against the WB’s lists of sanctioned or temporarily suspended companies. UNOPS will also develop community procurement procedures in consultation with the WB and ensure that the FPs will have adequate procurement capacity to assist CDCs with community procurement activities in alignment with the procedures.

88. **Project Procurement Strategy for Development (PPSD), Systematic Tracking of Exchanges in Procurement (STEP), and Procurement Plan.** For a project following condensed procedures, PPSD will be deferred to the implementation phase. The use of STEP is not recommended, but UNOPS will prepare a procurement plan and regularly update it as required. The WB will: (i) review and approve the procurement plan and its updates in the future; (ii) review the TORs, selection/evaluation criteria for key procurement packages including those of FPs, as indicated in the procurement plan and agreed with the task team.

C. Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

89. **Waiver of Application of the Anti-Corruption Guidelines (ACGs).** A waiver of the application of the World Bank’s ACGs to UNOPS has been approved by the World Bank Vice President, OPSVP on March 14, 2022 for the proposed project pursuant to Bank policy and procedures for Operational Policy Waivers. To ensure appropriate adherence to the principles of the ACGs, including in terms of due diligence and the monitoring of fraud and corruption, UNOPS will use their own procedures for fraud and corruption, based on a special purpose procedure for fraud and corruption under alternative arrangements modeled on the integrity provisions of the WB – UN FPA, to which UNOPS is party.



D. Environmental and Social

90. The project will build on similar projects (CIP and CCAP) that were being implemented before August 15, 2021 and operated in some areas formally controlled by the Taliban. The project will mainly involve rehabilitating existing infrastructure to provide cash-for-work interventions to communities. The environmental risk is rated as “Moderate”. However, given the FCV context and the security risks involved, the social risk is rated as “Substantial”. The Sexual Exploitation and Abuse and Sexual Harassment (SEA/SH) risks for this project have been rated as “Moderate”. The relevant Environmental and Social Standards (ESS) are ESS1, ESS2, ESS3, ESS4, and ESS10. The potential environmental risks and impacts of the project include: (i) generation of low to medium noise and dust pollution; (ii) removal of vegetation and land degradation in the rehabilitation sites and extraction of construction materials; and (iii) generation and improper disposal of general construction waste. The potential social risks/impacts include: (i) occupational and community health and safety; (ii) possible child labor; (iii) SEA/SH risks faced by female project actors and women and girls within the communities; (iv) increased exposure to COVID 19 by people working in close proximity and communities due to lack of masks, limited social distancing, and low vaccine coverage; and (v) possible risks of excluding poor and vulnerable groups from accessing project benefits. The project will not involve land acquisition as it only involves rehabilitating existing facilities/infrastructure located on public and community lands. The occurrence of conflict (including armed conflict) near project sites and/or terrorist attacks on project workers is also a possible contextual risk. A Stakeholder Engagement Plan that includes a GRM and communication strategy has been reviewed by the Bank and disclosed on UNOPS and WB external websites. UNOPS will also prepare, disclose, and implement an Environment and Social Management Framework (ESMF) which will include simplified Labor Management Procedures post project approval but before UNOPS enters into agreement with implementing NGOs/contractors. The ESMF will also include an environmental and social (E&S) screening template, a generic Environmental and Social Management Plan to manage rehabilitation works and occupational and community health and safety risks and WHO COVID-19 protocols. In order to manage the contextual security risks to communities and project actors, UNOPS will adhere to the UN security protocols and any measures necessary to ensure consistency between the Protocol and the Environmental and Social Framework (ESF) requirements. The ESMF will include a description of the Protocol and any such measures. A SEA/SH action plan will be prepared that will include specific and timebound actions to mitigate the SEA/SH risks which will cover Codes of Conduct, and SEA/SH-responsive GRM where referrals will be made to pre-identified gender-based violence (GBV) service providers.

91. During the implementation phase, UNOPS will be responsible for environmental and social screening of activities and implementation of mitigation measures ensuring that E&S risk mitigation measures are included in bidding documents and specific contractual clauses in contracts of implementing partners. UNOPS will train employees of implementing NGOs and contractors on implementation of E&S instruments and preparation of reports. The implementation of E&S measures will be regularly monitored and reported by UNOPS as well as the NGOs/contractors. UNOPS will hire environmental and social specialists at the beginning of the project to provide E&S support for all project activities. The MA will report quarterly to the WB on environmental and social due diligence processes followed by the implementing NGOs/contractors.

92. **Citizen Engagement:** The project design includes a robust Citizen Engagement approach. Community engagement through participatory planning, implementation and monitoring are core elements of the project. For instance, the selection of services provided is based on rural communities’ own beneficiary mapping and planning process. In addition, the project will ensure strong community involvement in the oversight and implementation of the civil works. The implementing agency will also establish a GRM system for receiving, registering, processing, analyzing, monitoring, and resolving grievances. In addition, consultation with beneficiaries will take place during the



entire stage of project implementation and beyond. Emphasis will be placed on seeking the views of vulnerable groups, especially women and other marginalized groups about project activities. The results framework contains performance indicators related to the resolution of grievances and citizens' satisfaction with project activities.

93. **Gender:** Considering the widening gender gap in the country after August 15, 2021 and women's restricted mobility, access to services and livelihoods, the project will contribute to narrowing gender gaps through two mechanisms. First, building on the success of CCAP and women's participation in CDCs, component 4 ensures that women are an integral part of CDCs by keeping reserved seats for them, ensuring and encouraging their presence and participation in public spaces, and identifying female beneficiaries for assistance. Second, under Component 3, the project will target female headed-households and women who do not have able-bodied family members to benefit from cash-for-work and labor-intensive public works. For successful implementation of these interventions, and based on past experience, the project will ensure that implementing NGOs have adequate numbers of female staff to mobilize and engage with female CDC members. (See Annex 4 for further details on the gender related gains under CCAP, which will be replicated in this project to the extent possible.)

V. GRIEVANCE REDRESS SERVICES

94. Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

95. **The project GRM will provide a transparent process for resolving complaints, facilitating corrective action, and building trust and cooperation.** UNOPS implements the United Nation's well-established grievance mechanism Awaaz Afghanistan (Awaaz), which will be augmented for this project. Awaaz functions as a toll-free, countrywide hotline number that affected populations can call to access information and register feedback on programs. The Awaaz call center also uses a short code that anyone can avail of to send a free SMS with feedback, questions, or complaints. Other means of filing a grievance will include sending an email; filling out a grievance form; reporting a grievance verbally; sending a letter; and using implementing institutions' websites, help desks, and collection boxes for walk-ins at project activity sites. All uptake channels will permit grievances to be made in Dari and Pashto. The project will establish a two-tiered structure for Grievance Redressal Committees (GRC), a local-level GRC operating in the field with FPs and a national-level GRC operating through UNOPS' mechanisms. Every complaint must be closed—resolved, withdrawn, or escalated—within 30 days of receipt. UNOPS will develop and maintain a grievance register and record all steps taken to resolve grievances or otherwise respond to feedback and questions. The MA will also provide independent reviews of GRM implementation.



VI. KEY RISKS

96. **Overall risks are deemed Substantial given the fluid and challenging political, security and operational environment, and reduced implementation capacity in Afghanistan.** These risks with High and Substantial rating and potential mitigation measures are discussed in further detail below.

97. **Political and Governance risks are High.** There is currently great political uncertainty in the country and no country has recognized the ITA. Furthermore, there are high risks regarding the ability of the project to gain safe and unhindered access to all geographical areas and to beneficiaries including women and minorities. Implementing agencies will need to have safe and unhindered access to areas of need across the country and, within those areas, access to women and other vulnerable groups. This open access includes allowing female staff in implementing agencies – be it UNOPS or NGOs – to work unhindered. The UN and international development community are working on principles and rules of engagement for delivering humanitarian assistance without geographical, social, or other constraints. For this program as well as others, the international community needs to ensure, per UN Security Council Resolution 2596 (2021)³⁵ that the full equal and meaningful participation of women, children and minorities is upheld. Some of these risks can be mitigated as most of the UN agencies and NGOs working in Afghanistan have decades of field experience operating in former Taliban-controlled or former government-controlled areas, negotiating access, and working with local communities to deliver assistance where needed. CDCs have also traditionally played a pivotal role in ensuring access to assistance and services, and mitigating tensions within a community regarding aid distribution.

98. Although there has been a significant reduction in active conflict since the political crisis, scores of civilians were killed between August and October 2021. Attacks on Shi'ite mosques and targets associated with the Hazara ethnic minority, who make up the largest Shi'ite group in Afghanistan, are of particular concern. The killing of eight polio vaccination workers in northern Afghanistan in February 2022 raised concerns about whether more violence and instability may be on the horizon. The security situation remains volatile, making it especially important to work with experienced partners at the provincial and district levels. NGOs with experience with CCAP have a solid understanding of conflict-sensitive approaches that can help negotiate space and access. At the community level, CDCs and local elders are the most knowledgeable about local conflict and fragility dynamics and can help mitigate tensions.

99. **Macro-economic risks are High.** The Afghan economy is in crisis due to the suspension of foreign aid and the freezing of the country's US\$9 billion in foreign reserves. The August 2021 political crisis has resulted in an abrupt cessation of most international aid and all international security assistance. This has led to major disruption to core government services and a massive contraction in aggregate demand. The value of the local currency has plummeted and the prices of goods and basic food provisions have escalated. The economy is expected to contract by 30 percent in the year from August 2021. For all humanitarian interventions in the country, the liquidity situation and a reliable financial payment system will be of critical concern. Even before August 2021, the country relied heavily on physical cash-based systems.³⁶ Payments to project staff, suppliers, and beneficiaries as well as the availability of physical cash in the country will need to be reviewed carefully with UNOPS and/or other selected implementing partners to

³⁵ UN Security Council. 2021. Resolution 2596 (2021). New York. Accessed at [https://undocs.org/en/S/RES/2596\(2021\)](https://undocs.org/en/S/RES/2596(2021)).

³⁶ It is estimated that only 15 percent of Afghan adults own a financial account and as of March 2021, according to Da Afghanistan Bank data, the percentage of Afghans using mobile money is only 1 to 1.5 percent of the population with less than 10 percent women users and primarily available in urban areas. Mobile money continues to be cash-based as well.



ensure that operations can be delivered effectively to the intended beneficiaries and that funds are used for intended purposes and not diverted to the ITA.

100. **Financial risks are Substantial.** The inherent financial management risk is High and the residual financial management risk is Substantial. Key fiduciary risks identified include: (i) the accuracy of beneficiary lists; (ii) adequate management of beneficiary information; (iii) accurate documentation of expenditures; and (iv) the ability to transfer money to beneficiaries. Risk mitigation measures have been designed to address these risks based on the implementation experience of community development projects in Afghanistan. Measures include revalidation of the beneficiary listing available under CCAP and REACH with the support of FPs and preparation of new lists. UNOPS will develop an information system building on the design of the CCAP system. FPs will play a role similar to that of a financial service provider distributing cash to end beneficiaries. Payment to beneficiaries by FPs will be made only based on actual expenditure and production of supporting documents. The ARTF MA will provide independent assurance on compliance with the project's control framework. It will conduct periodic validation exercises to confirm cash delivery to beneficiaries and report the results in the quarterly MA reports to UNOPS and the WB.

101. **Procurement risks are Substantial.** Overall procurement risk is rated High due to potential implementation delays caused by the COVID-19 situation, restrictions on local banks' operation in Afghanistan, border closures and import restrictions, the potentially limited availability of qualified service providers and suppliers, the inability of local bidders to submit good quality bids, performance security from reliable local commercial banks, and other unexpected events and security issues. The residual procurement risk after mitigation measures is Substantial.

102. **Environment and social risks are Substantial.** The environmental risk is rated as Moderate and the social risk is rated as Substantial. The potential environmental risks and impacts of the project include: (i) generation of low to medium noise and dust pollution; (ii) removal of vegetation and land degradation in the rehabilitation sites and extraction of construction materials and; (iii) generation and improper disposal of general construction waste. The potential social risks/impacts include: (i) occupational and community health and safety; (ii) possible child labor; (iii) SEA/SH risks faced by female project actors and women and girls within the communities; (iv) increased exposure to Covid 19 virus to workers working in close proximity and communities due to lack of masks, social distancing, low vaccine coverage; and (v) possible risks of excluding poor and vulnerable groups from accessing project benefits. It should be noted that many international NGOs and UN agencies including UNOPS have already worked under WB-financed operations in Afghanistan for many years, are trained, and are familiar with operational guidelines for social and environmental safeguards as well as the ESF.

103. **Other Risks.** The project has Substantial risks in dealing with personal data. The project necessitates the collection and processing of some personal data, personally identifiable information and sensitive data in connection with Components 1, 2 and 3. In order to safeguard this data, UNOPS and its partners will be required to abide by UNOPS' policy on personal data protection. This policy is in alignment with international best practices with regards to data protection, including, inter alia, data minimization (collecting only data that is necessary for the purpose); data accuracy (correct or erase data that are not necessary or are inaccurate), use limitations (data are only used for legitimate and related purposes), data retention (retain data only for as long as they are necessary), informing data subjects of use and processing of data, and allowing data subjects the opportunity to correct information about themselves. As a matter of standard practice, UNOPS further requires any partners who require access to sensitive personal data to sign non-disclosure agreements governing their access to sensitive data, including specification of which individuals will be granted access, duration of such access and provisions for data disposal after the access period has expired.



VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY: Afghanistan

Afghanistan Community Resilience and Livelihoods Project

Project Development Objectives(s)

The objective of the Project is to provide short-term livelihood opportunities and deliver urgent essential services in rural and urban areas.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	End Target
Provide short-term livelihood opportunities and urgent essential services in rural and urban areas			
Number of beneficiary households receiving livelihoods support (Number)		0.00	700,000.00
Number of vulnerable households receiving social grants (Number)		0.00	100,000.00
Number of female-headed households receiving social grants (Text)		0.00	Monitored for progress
Number of people with improved access to basic services (Number)		0.00	7,400,000.00



Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	End Target
1. Emergency Livelihoods Support and Services in Rural Areas			
Number of working days created, Component 1 (Number)		0.00	17,300,000.00
Number of beneficiary households receiving cash for work (Number)		0.00	608,000.00
Number/type of rural activities completed (clean water, sanitation, road rehabilitation, agroforestry, etc.) (Text)		0.00	4,000.00
Number of people in rural areas benefitting from basic infrastructure services (clean water, sanitation, road rehabilitation, agroforestry, etc.) (Text)		0.00	5,400,000.00
Number of rural communities reached with program activities (Number)		0.00	5,000.00
2. Emergency Livelihoods Support and Services in Urban Areas			
Number of working days created, Component 2 (Number)		0.00	5,500,000.00
Number of beneficiary households receiving livelihood support through labor-intensive works (Number)		0.00	92,000.00
Number of IDP households (Text)		0.00	Monitored for progress
Number/type of urban activities completed (road rehabilitation, water infrastructure, drainage, sanitation, canal cleaning, etc.) (Text)		0.00	400.00
Number of urban residents benefitting from basic infrastructure services (road rehabilitation, water infrastructure, drainage, sanitation, canal cleaning, etc.) (Text)		0.00	2,000,000.00
Number of cities reached with program activities (Number)		0.00	8.00
3. Social Grants for Women and the Most Vulnerable in Rural and Urban Areas			
Number of vulnerable households receiving social grants (Number)		0.00	100,000.00
Number of female-headed households (Text)		0.00	Monitored for progress



Indicator Name	PBC	Baseline	End Target
Number of vulnerable households with persons with disabilities (Text)		0.00	Monitored for progress
4. Strengthening Community Institutions for Inclusive Service Delivery especially for Women			
Number of CDCs operating under the project and receiving social and technical support (Number)		0.00	5,000.00
Number of established CDCs with women participating (Number)		4,000.00	5,000.00
5. Implementation Support			
Percentage of grievances received that are resolved (Percentage)		0.00	70.00
Percentage of sampled community respondents (male/female) satisfied with project activities (Percentage)		0.00	70.00

Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of beneficiary households receiving livelihoods support	The number of beneficiary households receiving livelihoods support in Component 1 and 2. Equal to approximately 889,000 households. Targets are set at 80% of value to take into account concerns regarding security, access, and the current economic context.	Quarterly progress reports, Semi-annual Implementation Status and Results reports (ISR)	Project MIS. Data will be validated by Monitoring Agent.	NGO partners and urban contractors are responsible for providing data to UNOPS. UNOPS to then report to the World Bank.	NGO partners and urban contractors to UNOPS. Monitoring Agent will independently verify.



<p>Number of vulnerable households receiving social grants</p>	<p>The number of beneficiary households receiving social grants under Component 3. Equal to approximately 132,000 households. The target is set at approximately 80% of the value.</p>	<p>Quarterly progress reports, Semi-annual ISRs</p>	<p>Project MIS. Data will be validated by Monitoring Agent.</p>	<p>NGO partners and urban contractors are responsible for providing data to UNOPS. UNOPS to then report to the World Bank.</p>	<p>NGO partners and urban contractors to UNOPS. Monitoring Agent will independently verify.</p>
<p>Number of female-headed households receiving social grants</p>	<p>Same as parent indicator. Refers to households headed by a female or households in which the eldest member is a widow.</p>	<p>Same as parent indicator</p>	<p>Same as parent indicator</p>	<p>Same as parent indicator</p>	<p>Same as parent indicator</p>
<p>Number of people with improved access to basic services</p>	<p>The number of people that have indirectly benefitted from improved access to infrastructure services (clean water, sanitation, roads, and basic neighborhood improvements, etc.) under Components 1 and 2. Equal to approximately 9.3 million persons. The target is set at approximately 80% of the value.</p>	<p>Quarterly progress reports, Semi-annual ISRs</p>	<p>Project MIS. Data will be validated by Monitoring Agent.</p>	<p>NGO partners and urban contractors are responsible for providing data to UNOPS. UNOPS to then report to the World Bank.</p>	<p>NGO partners and urban contractors to UNOPS. Monitoring Agent will independently verify.</p>



Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Number of working days created, Component 1	The number of labor days generated under Component 1. Equal to approximately 21.7 million days (28 working days for 774,000 beneficiary households). The target is set at approximately 80% of the value.	Quarterly progress reports, Semi-annual ISRs	Project MIS. Data will be validated by Monitoring Agent.	NGO partners are responsible for providing data to UNOPS. UNOPS to then report to the World Bank.	NGO partners to UNOPS. Monitoring Agent will independently verify.
Number of beneficiary households receiving cash for work	The number of beneficiary households receiving livelihood support in Component 1. Equal to approximately 774,000 households. The target is set at approximately 80% of the value.	Quarterly progress reports, Semi-annual ISRs	Project MIS. Data will be validated by Monitoring Agent.	NGO partners are responsible for providing data to UNOPS. UNOPS to then report to the World Bank.	NGO partners to UNOPS. Monitoring Agent will independently verify.
Number/type of rural activities completed (clean water, sanitation, road rehabilitation, agroforestry, etc.)	The number of rural activities that are completed, disaggregated by activity type (clean water, agroforestry, etc.). Equal to approximately 5,000 activities. The target is set at approximately 80% of the value. Targets by activity type cannot be set because the project type will be	Quarterly progress reports, Semi-annual ISRs	Project MIS. Data will be validated by Monitoring Agent.	NGO partners are responsible for providing data to UNOPS. UNOPS to then report to the World Bank.	NGO partners to UNOPS. Monitoring Agent will independently verify.



	determined by communities.				
Number of people in rural areas benefitting from basic infrastructure services (clean water, sanitation, road rehabilitation, agroforestry, etc.)	The number of people that have indirectly benefitted from basic infrastructure services, by activity type. Equal to approximately 6.8 million persons. The target is set at approximately 80% of the value. Targets by activity type cannot be set because the project type will be determined by communities.	Quarterly progress reports, Semi-annual ISRs	Project MIS. Data will be validated by Monitoring Agent.	NGO partners are responsible for providing data to UNOPS. UNOPS to then report to the World Bank.	NGO partners to UNOPS. Monitoring Agent will independently verify.
Number of rural communities reached with program activities	The number of communities receiving support under Component 1. Equal to approximately 6,450 communities. The target is set at approximately 80% of the value.	Quarterly progress reports, Semi-annual ISRs	Project MIS. Data will be validated by Monitoring Agent.	NGO partners are responsible for providing data to UNOPS. UNOPS to then report to the World Bank.	NGO partners to UNOPS. Monitoring Agent will independently verify.
Number of working days created, Component 2	The number of labor days generated under Component 2. Equal to approximately 6.9 million days (60 working days for 115,000 beneficiary households). The target is set at approximately 80% of the value.	Quarterly progress reports, Semi-annual ISRs	Project MIS. Data will be validated by Monitoring Agent.	Urban contractors are responsible for providing data to UNOPS. UNOPS to then report to the World Bank.	Urban contractors to UNOPS. Monitoring Agent will independently verify.
Number of beneficiary households receiving livelihood support through	The number of beneficiary households receiving	Quarterly progress	Project MIS. Data will be	Urban contractors are responsible for	Urban contractors to UNOPS. Monitoring



labor-intensive works	livelihood support in Component 2. Equal to approximately 115,000 households. The target is set at approximately 80% of the value.	reports, Semi-annual ISRs	validated by Monitoring Agent.	providing data to UNOPS. UNOPS to then report to the World Bank.	Agent will independently verify.
Number of IDP households	Same as parent indicator. Refers to households of internally displaced persons.	Same as parent indicator.	Same as parent indicator.	Same as parent indicator.	Same as parent indicator.
Number/type of urban activities completed (road rehabilitation, water infrastructure, drainage, sanitation, canal cleaning, etc.)	The number of urban activities that are completed, by activity type. Equal to approximately 500 projects. The target is set at approximately 80% of the value. Targets cannot be set for the types of projects, as this will be determined by urban residents.	Quarterly progress reports, Semi-annual ISRs	Project MIS. Data will be validated by Monitoring Agent.	Urban contractors are responsible for providing data to UNOPS that would be continuously monitored by the UNOPS supervisions engineers. UNOPS to then report to the World Bank.	Urban contractors to UNOPS. Monitoring Agent will independently verify.
Number of urban residents benefitting from basic infrastructure services (road rehabilitation, water infrastructure, drainage, sanitation, canal cleaning, etc.)	The number of people that have indirectly benefitted from basic infrastructure services, by activity type. Equal to approximately 2.5 million persons. The target is set at approximately 80% of the value. Target is an estimate as the type of projects will be selected by the urban residents.	Quarterly progress reports, Semi-annual ISRs	Estimated at the sub-project design stage.	UNOPS estimates at the project design stage based on the type of intervention and guidelines set in the Project Operational Manual.	UNOPS estimates the beneficiaries for each sub-project. Monitoring Agent will provide feedback on veracity of estimates for sub-projects on sample basis.



Number of cities reached with program activities	The number of cities receiving support under Component 2. Equal to 8 cities.	Quarterly progress reports, Semi-annual ISRs	Project MIS. Data will be validated by Monitoring Agent.	Urban contractors are responsible for providing data to UNOPS. UNOPS to then report to the World Bank.	Urban contractors to UNOPS. Monitoring Agent will independently verify.
Number of vulnerable households receiving social grants	The number of beneficiary households receiving social grants under Component 3. Equal to approximately 132,000 households. The target is set at approximately 80% of the value.	Quarterly progress reports, Semi-annual ISRs	Project MIS. Data will be validated by Monitoring Agent.	NGO partners and urban contractors are responsible for providing data to UNOPS. UNOPS to then report to the World Bank.	NGO partners and urban contractors to UNOPS. Monitoring Agent will independently verify.
Number of female-headed households	Same as parent indicator. Refers to cover households headed by a female or households in which the eldest member is a widow.	Same as parent indicator	Same as parent indicator	Same as parent indicator	Same as parent indicator
Number of vulnerable households with persons with disabilities	Same as parent indicator. Refers to the number of beneficiary households with persons with disabilities.	Same as parent indicator	Same as parent indicator	Same as parent indicator	Same as parent indicator
Number of CDCs operating under the project and receiving social and technical support	The number of CDCs that are operating and receive social and technical support. Equal to 6,450 CDCs. The target is set at approximately 80% of the value.	Quarterly progress reports, Semi-annual ISRs	Project MIS. Data will be validated by Monitoring Agent.	NGO partners and urban contractors are responsible for providing data to UNOPS. UNOPS to then report to the World Bank.	NGO partners and urban contractors to UNOPS. Monitoring Agent will independently verify.



<p>Number of established CDCs with women participating</p>	<p>The number of established CDCs where women are participating in CDC activities and processes. Equal to 6,450 CDCs. The target is set at approximately 80% of the value. The baseline number will be updated following a CDC assessment.</p>	<p>Quarterly progress reports, Semi-annual ISRs</p>	<p>Project MIS. Data will be validated by Monitoring Agent.</p>	<p>NGO partners and urban contractors are responsible for providing data to UNOPS. UNOPS to then report to the World Bank.</p>	<p>NGO partners and urban contractors to UNOPS. Monitoring Agent will independently verify.</p>
<p>Percentage of grievances received that are resolved</p>	<p>A GRM will be developed for the project. This indicator tracks the percentage of grievances received through any GRM channels that are satisfactorily addressed.</p>	<p>Quarterly progress reports, Semi-annual ISRs</p>	<p>Project MIS. Data will be validated by Monitoring Agent.</p>	<p>Every grievance will be logged in the Project MIS and marked as “resolved” when addressed with explanation as needed.</p>	<p>UNOPS. Monitoring Agent will independently verify.</p>
<p>Percentage of sampled community respondents (male/female) satisfied with project activities</p>	<p>Surveyed community members who report being satisfied with project activities.</p>	<p>Quarterly MA report, regular internal monitoring</p>	<p>Monitoring Agent, Internal monitoring reports</p>	<p>Surveys of sample of beneficiaries</p>	<p>Monitoring Agent, UNOPS</p>



ANNEX 1: Implementation Arrangements and Support Plan

COUNTRY: Afghanistan

Afghanistan Community Resilience and Livelihoods Project

1. **The Community Resilience and Livelihoods Project will be implemented completely through non-governmental actors.** The WB is providing grant financing to UNOPS to lead project implementation. UNOPS will finance selected NGOs and local urban contractors to deliver assistance to communities.
2. **The WB considered a variety of implementing agencies currently working in Afghanistan.** The main selection criteria included the following:
 - Previous experience with community development/resilience in rural and urban areas of Afghanistan
 - Current programs and presence on the ground, experience of field leadership team
 - Institutional mandate and global experience working on similar WB programs in other countries
 - Procurement and contracting capabilities
 - Whether the agency was being considered for other WB operations and its capability to work on multiple projects
 - Potential for future working arrangements in the medium-term should funding be available
3. **UNOPS was selected as the UN implementing partner for this project because it has global experience working with the WB to implement livelihoods and cash-for-work projects at the community level, especially in FCV environments.** UNOPS is the largest UN implementing partner for the WB in FCV contexts. Its approach is designed to empower vulnerable individuals and communities by supporting income generation and building livelihoods while developing skills for long-term sustainability and strengthened self-reliance in communities. UNOPS has an existing framework agreement and extensive global experience working with the WB as implementing partner. Furthermore, UNOPS' Afghanistan field team is very familiar and experienced with WB policies and procedures. UNOPS has strong procurement and contracting capabilities and emergency procurement and deployment procedures that will support the project's planned engagement of NGO partners and infrastructure contractors in rural and urban areas and allow this emergency project to start quickly on the ground. UNOPS' ability to rapidly mobilize the necessary resources has been demonstrated in numerous WB-funded projects.
4. **UNOPS will lead project implementation.** It will be responsible for (i) overall coordination; (ii) procurement arrangements with local organizations and contractors; (iii) engagement with communities; (iv) fiduciary and safeguards management; (v) quality assurance; (vi) monitoring and reporting; and (vii) management of technical assistance activities. UNOPS will also house the PIU. The PIU will include staff supporting several key functions: program and contract management, financial management, procurement, social mobilization and training, engineering, reporting, monitoring and evaluation, regional coordination, gender, grievance redress, and environmental and social risk management. The PIU will be established within 60 days from the project effectiveness date.
5. **UNOPS will engage NGOs and contractors to deliver assistance to communities.** In rural areas, selected NGOs will have responsibilities that include but are not limited to: (i) working with communities and CDCs to identify cash-for-work activities; (ii) helping design, monitor and implement those works; and (iii) providing technical assistance and capacity building support to CDCs. In urban areas, selected contractors will be responsible for



implementing the LIWs.

6. **UNOPS will be responsible for monitoring the activities implemented by the NGOs and contractors and reporting on progress.** It will ensure that NGOs and contractors are properly trained on implementation arrangements, working closely with CDCs and communities. A POM will set the operating principles and procedures to be monitored and reported on.

7. **The WB will provide implementation support and supervision to ensure that the technical design is sound, activities are proceeding according to plan, and there is close coordination with other development partners.** It will provide continuous support to the project and conduct virtual implementation support missions at least four times a year.

8. **The WB task team will include team members with strong technical and operational skills to deliver this support.** This includes team members with experience delivering community and urban development programs in Afghanistan and technical expertise on community-driven development (CDD), community infrastructure, urban development, and livelihoods. The task team will be composed of two Co-Task Team Leaders, supported by staff members that will provide support on procurement, financial management, and operations and technical expertise in social and environmental safeguards, gender, and monitoring and evaluation. A MA will support in verifying the delivery of project outputs and monitor that funds reach intended beneficiaries of cash-for work and social grants. The WB has set up its largest Monitoring Program in Afghanistan, covering fiduciary controls and project oversight as well as close monitoring on the ground. The existing MA uses digital platforms to enhance transparency and accountability.

KEY FIDUCIARY RISKS AND MITIGATION MEASURES

Financial Management and Disbursement

9. Key fiduciary risks identified include: (i) accuracy of beneficiary lists; (ii) adequate management of beneficiary information; (iii) accurate documentation of expenditures; and (iv) ability to transfer money to the end beneficiaries. Measures to address these risks were designed based on the implementation experience of community development projects in Afghanistan:

- i. Inaccurate beneficiary lists may lead to payments made to ineligible or nonexistent beneficiaries. UNOPS, with the support of FPs, will update the verified beneficiary lists available under the previous community projects, including CCAP and REACH. New beneficiary lists will be prepared where they are not available. The MA will review and validate a sample of beneficiary lists to ensure that beneficiaries meet eligibility criteria.
- ii. The absence of an information system to register beneficiaries and document community expenditure could result in duplicate or erroneous transactions due to a large number of transactions. In the past, the implementing agencies managed the process flow and expenditure recording of community projects using a comprehensive MIS. UNOPS will launch an information system building on the design of the MIS used in the past. No disbursement for community grants will be made until the MA verifies that the information system is operational.



- iii. Unused community grants could be inaccurately documented as expenditures or remain unaccounted for. To avoid such situations, social organizers from the FPs will assist communities in managing cash flows. The FPs will only disburse funds for payments when actual expenditures have been incurred, and documents are available to substantiate them.
- iv. Last-mile payments to end beneficiaries may be challenging due to the limited reach and use of financial institutions across the country. Banks do not have branches, and most beneficiaries do not have bank accounts, especially in rural areas. The FPs will play a role similar to that of financial service providers, distributing cash to end beneficiaries. The project will employ multiple controls, including bank accounts for pass-through payments, monthly replenishment of NGO advances, and MA verification of the distribution to beneficiaries and expenditure documentation.

10. The FPs will play critical roles in the entire process, mobilizing CDCs, identifying households, and assisting CDCs in preparing cash-for-work and Social Grant activities. They will also monitor these activities, including cash distribution and financial management. The project will refer to the existing beneficiary lists developed under the CCAP, REACH, and EZ-KAR projects and FPs will revalidate them by consulting CDC members, community monitoring committees, and local leaders. There may be “new poor” or IDPs who have arrived recently; therefore, these lists will be revalidated with CDCs to ensure they are included. In cases where the community raises concerns, the FP representative and/or UNOPS staff will conduct a verification exercise.

11. The FPs will guide and oversee CDCs as they prepare proposals for cash-for-work and social grant activities and during their implementation. In addition, the FPs will assist CDCs in preparing their monthly simplified expenditure reports using available documentation retained at the community level. They will keep the expenditure reports and supporting documents.

12. The FPs will have access to the MIS for managing subprojects, entering data, and uploading the cash for work and social grant supporting documents. The POM will detail the processes, documentation requirements, and internal controls from beneficiary identification/validation to distribution and expenditure documentation. It will describe steps for: (i) validation and certification of the beneficiary lists; (ii) approval of withdrawal and distribution based on approved beneficiary lists; (iii) expenditure documentation; (iv) monitoring by the CDCs, FPs, UNOPS and MA; and v) review of CDC expenditure documents by the FPs to liquidate advances with UNOPS.

IMPLEMENTATION ARRANGEMENTS

13. The financial management team of UNOPS AFCO based in Kabul will manage the day-to-day financial management of the project. It will perform budget execution, supplier registration, invoice verification, payment processing, cash flow forecasting, and facilitation of the internal and external audit of the project. In addition, it will also manage the financial reporting to the WB and will facilitate the WB’s supervision missions.

Disbursement and Funds Flow

14. Disbursement to UNOPS will be report-based. The WB will transfer an initial advance to UNOPS upon approval of the project based on UNOPS’ expenditure forecast approved by the WB. UNOPS will submit quarterly IFRs within 45 days of the end of each calendar quarter. Based on acceptable IFRs, the Bank will liquidate the previous advance and disburse additional advances. Retroactive financing is eligible for the project up to US\$200,000 for payments



made prior to the signing of the grant agreement, but on or after March 5, 2022 for eligible expenditures.

Table 1.1: Disbursement Categories

Category	Amount of the Grant Allocated (expressed in USD)	Percentage of Expenditures to be Financed (exclusive of Taxes)
(1) Goods, works, non-consulting services, consulting services, Cash for Work Grants, Social Grants, Training, Operating Costs under the Project	98,000,000	100%
(2) Indirect Costs (2%) under Part 5 of the Project	2,000,000	100%
TOTAL AMOUNT	100,000,000	

15. UNOPS will be responsible for transferring funds to Afghanistan via UNOPS’ pooled bank account at the Afghanistan International Bank (AIB), a commercial bank, for payments within Afghanistan. Recognizing the high bank fees for bringing money into Afghanistan because of the prevailing banking situation, UNOPS is expected to use the interest earned from the project funds to partially or fully cover the bank fee. UNOPS will report the interest earned and bank fee in the quarterly IFRs. Furthermore, the FPs will be responsible for transferring funds to end beneficiaries through bank transfers or physical cash distribution.

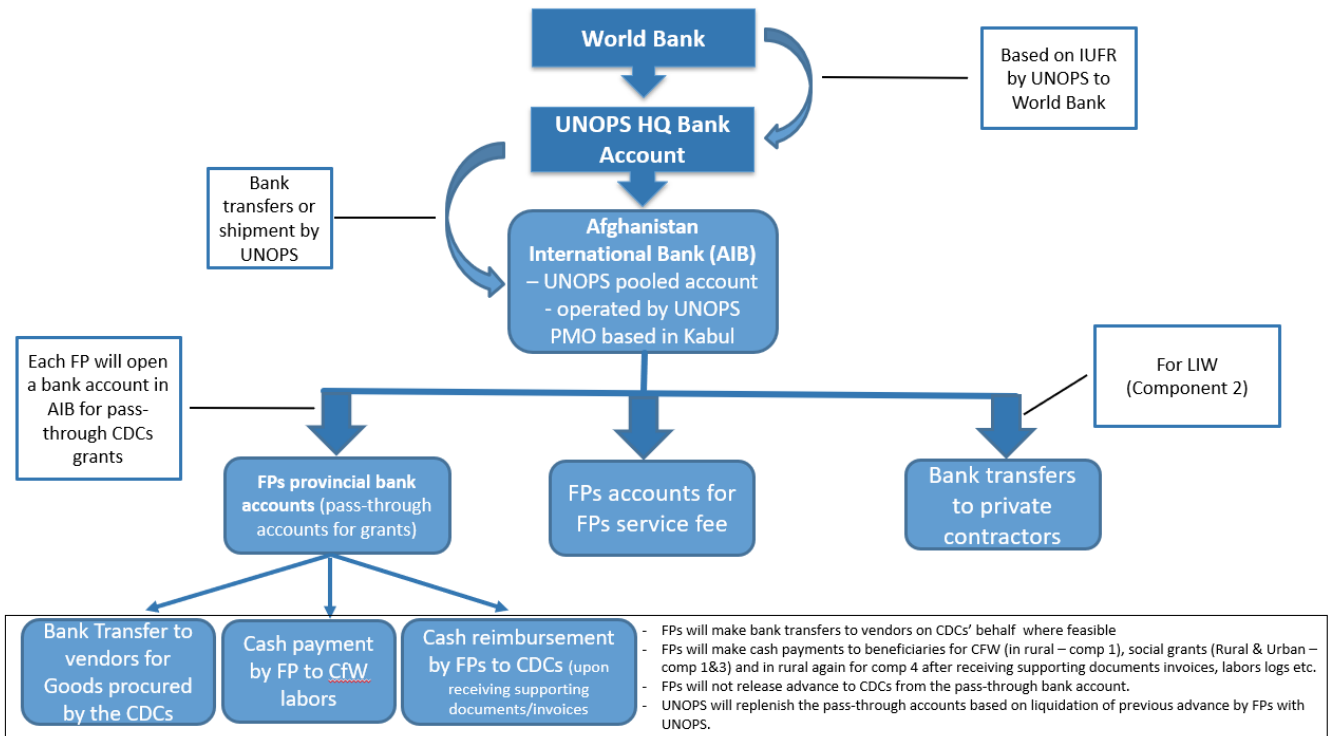
16. **Bank Transfers.** All payments to private suppliers and vendors will be made through bank transfers. The private contractors will choose commercial bank accounts to receive the payment. Payments to FPs (NGOs) for their services related to implementing the rural component will be made through bank transfers. In addition, every NGO will open a separate designated account at the AIB to manage pass-through funds for cash-for-work and social grants activities.

17. **Bank Account for Pass-through Funds.** Every NGO will open a segregated designated account at the AIB to manage the pass-through funds for cash-for-work and social grants activities. UNOPS will help them open these accounts. These will be escrow accounts where the funds can only be withdrawn for making payments to beneficiaries. Each pass-through account will have a ceiling and will be replenished monthly. Liquidation of the pass-through advances will be equal to the amount expended for cash-for-work and social grants activities and supporting documents available in the MIS.

18. **Physical Cash.** Payment to beneficiaries will be through bank transfer. However, FPs will make cash payments to the beneficiaries where bank transfers are not feasible. The FPs will play a role similar to that of financial service providers, making payments to individuals based on the approved listing. They will make payments after verifying the beneficiary, receiving an acknowledgement of receipt, and collecting all documents needed for a complete audit trail. As an additional control, two CDC members will be present at the time of distribution and will sign the receipts and list of signatures.



Figure 1.1 Funds Flow Diagram



CDCs Expenditure Accounting, Documentation, and Reporting by the NGOs

19. In the past, FPs provided facilitation support to the CDCs, whereas government agencies previously maintained their accounts and expenditure documents. In this project, the NGOs will be responsible for maintaining expenditure accounts and documents for each CDC and details of individual beneficiaries. Due to the NGOs' lack of relevant experience and the absence of an MIS, there is a risk that NGOs may not accurately and completely account for and report CDCs' expenditure. Therefore, the fiduciary capacity and experience of NGOs will be pre-qualification criteria. NGOs will be required to submit a CDC-level accounting and document management plan in their proposals. Moreover, the responsibilities for reporting and managing expenditure documents of CDCs will be a part of the NGOs' contracts. NGOs will be responsible for collecting and retaining CDCs' financial records and expenditure documents for the record, future reviews, and audits. UNOPS will develop the MIS and provide access and training to NGOs to record transactions and upload documents. NGO advances will be replenished based on appropriate expenditure recording and the availability of expenditure documents. The MA will regularly review the MIS and records maintained by the NGOs to ensure completeness and accuracy.

20. **Accounting and Financial Reporting.** UNOPS will maintain project accounting and reporting in accordance with UN Financial Regulations and the FMFA. It will be responsible for preparing and submitting quarterly IFRs to the WB within 45 days of the close of each quarter. The format and details of IFRs will be mutually agreed on between the WB and UNOPS. In addition, per FPA, UNOPS will submit the grant's annual financial statement of account within six months of the close of its financial year. UNOPS' financial year closes on December 31, and the annual financial statement of account will be due by June 30 of the following year.

21. **Project-Specific Internal Audit.** The UNOPS Internal Audit and Investigation Group will facilitate the annual



internal audit of the project and submit the audit report to the WB within six months of the end of each calendar year. The audit is conducted based on UNOPS' standard internal audit TORs, which are acceptable to the WB and in compliance with the UN single audit principle.

22. **Monitoring Agent.** The ARTF MA will conduct periodic physical and financial monitoring of the project activities. The work scope will include reviewing the FPs' compliance with the UNOPS-NGO contract and verifying cash delivery to beneficiaries under social grants and cash-for-work schemes. MA will also review the documentation of community grants on a sample basis to determine compliance with the required procedures and the adequacy of supporting documents for the expenditure reported. The WB will develop the TORs for MA in consultation with UNOPS.

23. **External Audit.** Each audit of the UNOPS Financial Statements must cover the period of one fiscal year of the Recipient, commencing with the fiscal year in which the first withdrawal was made. The audited Financial Statements for each such period must be furnished to the Associations not later than six (6) months after the end of such period as per FMFA and based on single audit principle.

Procurement

24. **Key Procurement Activities.** The project mainly involves procurement of: (i) local and international NGOs as FPs that will assist community-led activities under Components 1, 3, and 4; and (ii) local contractors and consultants that will implement civil works under Component 2, both of which will be procured by UNOPS. Community-led activities under Components 1 and 3 will involve community procurement of (iii) construction materials like cement, gravel, rebar steel, and piping tubes under Component 1; (iv) laborers for cash-for-work civil works under Component 1; and (v) food items like rice, wheat, beans, and cooking oil under Component 3, all of which will be implemented by FPs supporting CDCs.

25. **Alternative Procurement Arrangements.** UNOPS will follow its own procurement procedures as APA envisaged by the WB's Procurement Framework Policy Section III.F to procure the goods, works, consulting, and non-consulting services required by the project. This procurement arrangement is considered a fit-for-purpose arrangement for the following reasons: (i) UNOPS has a strong ground presence in the country with a proven track record of working in post-conflict areas and capacity to reach the most affected beneficiaries; (ii) the procurement activities proposed under this project are within the mandate of UNOPS; (iii) UNOPS is the WB's largest UN partner in FCV settings and has worked with the WB to deliver community livelihood and cash-for-work projects, and support from the UNOPS Copenhagen Office is available when required by the project; (iv) UNOPS has an Emergency Procurement Procedure to facilitate timely procurement in emergency situations; and (v) UNOPS' procurement arrangements provide reasonable assurance that the WB's financing will be used for the intended purpose. Based on the corporate-level assessment, UNOPS procurement procedures are consistent with the Core Procurement Principles. Therefore the use of UNOPS Procurement procedure as an APA under the project was reviewed and approved by the WB on March 4, 2022.

26. **Procurement Management.** UNOPS will have overall procurement responsibility under the project and will implement the procurement plan, which will be agreed on with the WB prior to the initiation of procurement activities and updated during implementation. UNOPS will have a procurement team for the project within its office in Kabul, which will be led by an international procurement specialist who will be supported by at least two qualified national procurement specialists to carry out day-to-day implementation of procurement activities. It may also utilize consultants to support the surge in procurement activities on a need basis. UNOPS will be responsible for:



(i) implementing the procurement plan as agreed with the WB; (ii) preparing a quarterly report on the progress of procurement implementation; (iii) reporting on the indicators in the results framework; (iv) providing other relevant performance information to the WB, as requested; and (v) ensuring pre-screening of companies/individuals prior to award of any contract financed by the project against the WB’s lists of sanctioned or temporarily suspended companies. UNOPS will also develop community procurement procedures in consultation with the WB and ensure that the FPs will have adequate procurement capacity to assist CDCs with community procurement activities in alignment with the procedures.

27. **Monitoring Arrangement.** Procurement activities under this project will not be monitored through STEP; UNOPS will use its own procurement tracking system to monitor its procurement activities and generate progress reports (e.g., semi-annual reports) as required by the WB. The WB will monitor procurement activities against the procurement plan developed by UNOPS, which will be reviewed and agreed by the WB prior to initiation of any procurement activities and as updates are made over the course of project implementation (the PPSD will also be prepared and agreed on during project implementation). The WB will review the TORs and the selection/evaluation criteria for key procurement packages, including those of FPs, as indicated in the procurement plan and agreed to with the task team. In addition, the WB will use the ARTF-financed MA to monitor the project by conducting field visits, monitor procurement plan implementation progress, verify the delivery of respective works, goods and services under the project and monitor the delivery of contractual obligations by procured NGOs, contractors, and service providers, such as the quality of civil works, food items, payment of wages to workers, and compliance to environmental and social risk mitigation requirements. The MA will conduct sample-based monitoring on the ground and use digital platforms to enhance transparency and accountability. As indicated in the financing agreement, UNOPS will: (i) submit procurement plans and their updates for the Bank’s review prior to implementation; and (ii) submit periodic reports on progress.

Implementation Support

28. Table 1.2 outlines the focus areas of implementation support during project implementation.

Table 1.2. WB Implementation Support

Time Frame	Focus of Implementation Support	Skills Needed (Estimated Resources)
Continuous, Yrs 0-2	Work-planning, review progress of producing the POM, training materials, and project roll-out. Review and clearance of documents	Task Team Leader (TTL): 38 staff weeks (SWs) Co-TTL: 38 staff weeks
	Review financial management and disbursements	Financial Management Specialist: 10 SW
	Review procurement	Procurement Specialist: 8 SWS
	Review E&S risk management	E&S Specialists: 6 SW total
	Provide operational support on implementation, gender, technical support, and community organizing	Gender specialist: 8 SWs Operations specialist (2): 8 SWs Ops/implementation technical specialist: 8 SWs Community organizing: 8 SWs
	Provide monitoring and evaluation support	Monitoring and Evaluation Specialist: 8 SWs
Quarterly	Conduct joint reviews of project progress, financial management and ECA	Task team
Mid-term in April 2023	Conduct Mid-Term Review	Task team, external staff and experts: 20 SWs
Completion in April 2024	Prepare Implementation Completion Report	External team with support from Task Team: 30 SWs



ANNEX 2: Types of Community Subprojects

The exact positive list will be outlined in the POM.

General Approach: Subproject selection will be based on the following principles:

- Minimizing technical complexity – prioritize “non-design” activities as much as possible in order to achieve scale and speed of implementation
- Maximize LIWs and livelihood benefits for beneficiaries. This will also prioritize low skill, less complex, and “non-design” activities
- Assessment of environmental, social and cultural risks and prioritize low-risk activities
- No land acquisition, maintain same “footprint” to the extent possible

Rural areas:

Subprojects in rural areas will include the following subproject types:

I. Rehabilitation of small-scale infrastructure works

- Tertiary Road Graveling/Repairing
- Construction of small gabion retaining/protections walls
- Construction/maintenance of small check dams
- Construction of small storage structures for community grain banks
- Maintenance of intra and inter-community level streets and roads
- Construction/maintenance of community drainages and water canals/conduits
- Repair/maintenance of schools, health facilities, grain bank storages that do not require structural design/input
- Extension/Repair of irrigation canals
- Soil/stone bund construction

II. Agroforestry

- Tree planting/agroforestry
- Terracing (Create new/maintain the existing)
- Improvement of grazing reserves through improved water harvesting and rainfall management
- Mulching of degraded areas
- Multi-purposes tree nurseries

III. Climate/Environmental Resilience

- Climate-resilient solutions to solid waste management
- Vegetative fencing and fodder belts
- Construction/maintenance of climate-resilient water infrastructure (particularly retention ponds)



- Construction/maintenance of infiltration pits

IV. Public Health

- Sanitization of community and public places
- Community awareness raising about COVID-19, nutrition or other public welfare related activities

Urban areas:

Subprojects in cities will include the following subproject types:

- Construction or rehabilitation of gravel roads
- Pavement or improvement of tertiary streets
- Street cleaning
- Sidewalk and pedestrian crossings
- Canal cleaning
- Cleaning or restoration of storm water drainage canals
- Rehabilitation or climate resilient upgrading of parks
- Greening of open spaces
- Rehabilitation or improvement of small boundary walls
- Rehabilitation of basic water and sanitation systems
- Improvements to markets (walls, pavement, drainage, basic structures, etc. – not buildings), strengthening resilience to natural hazards
- Provision or improvements of public spaces
- Other labor-intensive activities



ANNEX 3: International Lessons Learned related to Cash-for-Work Programs in other FCV Contexts ³⁷

1. **Yemen, South Sudan, Somalia, Myanmar and many other FCV countries have turned to cash-for-work, cash transfers and/or community development programs to complement vital health, education and food security interventions during political transitions and the years that follow them.** Protecting basic services and providing income and livelihoods to communities have been vital during such crises. In these countries, UN agencies and/or NGOs have helped implement these activities.

2. **Some relevant lessons learned for Afghanistan include:**
 - (a) **Cash-for-work had positive impacts on economic welfare and livelihoods.** In Yemen, South Sudan, Somalia, and Myanmar, cash-for-work as well as labor-intensive public work programs have been used to facilitate immediate access to cash, food, and other productive assets. In later years of WB engagement in Yemen, local neighborhood improvements were supported in key cities. An impact evaluation of cash-for-work activities in Yemen found positive impacts on the number of workdays and average wages, food consumption, debt repayment, durable goods ownership, and the probability of female employment for beneficiaries. In Somalia, the benefits of FAO's cash-for-work program included reductions in the impact of malnutrition on productivity, the rehabilitation of productive assets and a higher quality of life. In Myanmar, a recent evaluation found that beneficiaries reported that labor-intensive public works such as road rehabilitation helped spur economic growth and new employment opportunities in their villages by creating new jobs for poor laborers and increasing small business and trading activities. Furthermore, an impact evaluation of seven labor-intensive public work programs in five countries (Côte d'Ivoire, the Democratic Republic of Congo, Comoros, Egypt, and Tunisia) found that these programs all delivered economic benefits for communities in the short term, as measured by consumption, income or employment rates.³⁸

 - (b) **Project designs and strategies need to take into account vulnerable populations including women and vulnerable households lacking able-bodied members.** In Yemen and South Sudan, projects allowed flexible hours and childcare for on-site work, delivered subprojects close to villages, and consulted women on the types of projects they could participate in, in order to encourage their participation. In South Sudan, the project prioritized public works that were appropriate for women and implemented other gender considerations, providing mobile childcare shelters, defining the time and duration of work that made it possible for women to assume their other responsibilities, and limiting mobility risks. Cash-for-work activities were delivered in conjunction with other types of cash transfer activities, to ensure that assistance reached the most vulnerable households. This revised design was based on previous project experience that found that a segment of vulnerable households was left out of public works activities because of household labor constraints. In response, the project scaled up cash assistance to eligible poor and vulnerable households lacking able-bodied members.

³⁷ Referenced projects by country include: **Yemen:** Yemen Emergency Crisis Response Project (P159053) and Yemen Emergency Social Protection Enhancement Project (P173582); **Yemen** Integrated Urban Services Project (P164190); **Somalia:** Somalia Emergency Drought Response and Recovery Project (P163830); **South Sudan:** South Sudan Safety Net Project (P169274); and **Myanmar:** Myanmar National Community Driven Development Project (P132500) and Enhancing Community Driven Development Project (P162647).

³⁸ World Bank. 2018. What are we learning about the impacts of public works programs on employment and violence? Early findings from ongoing evaluations in fragile states. Washington, DC.



- (c) Flexibility in cash-for-work activity design was required for projects to adapt to changing realities on the ground.** In Yemen’s emergency COVID-19 crisis response project, cash-for-work subprojects focused on technically simple activities, so that cash support could more quickly reach beneficiaries. In cities, labor-intensive activities were designed to meet the needs of the local context and to target medium-term development gains. In Somalia, cash-for-work payment schedules were adjusted to provide a frontloaded payment equivalent to two weeks of work at registration, in order to respond to the extremely precarious food security situation and the urgent need for cash. Beneficiary payments were made primarily through designated money vendor offices, and beneficiaries received travel allowances to minimize barriers to collecting payments. In some situations, money vendors made payments at work sites or village locations in order to ensure no additional burden for beneficiaries where main offices were far from villages.
- (d) Support the role of communities and the private sector.** In Yemen’s emergency projects, supporting community resilience was critical for preserving social cohesion in the context of conflict and ensuring that communities were able to support future peace and reconstruction processes. Under a different model in cities, a contractor-driven implementation approach (with strong community involvement) was vital to preserving the capacity of small private contractors who competed for various labor-intensive projects in urban neighborhoods. In South Sudan, investments in building community and local government capacities were critical to fostering social cohesion and building citizens’ confidence despite a deteriorating political situation. Building local institutions for future sustainability is key to eventually moving from emergency relief to longer-term recovery. For these reasons, the WB has been supporting community-driven LIW and services.
- (e) Community consultations and participation are key to avoid exacerbating conflict as a consequence of project interventions.** In Somalia and South Sudan, the operations emphasized the importance of community consultation and participation to help identify beneficiaries and support social cohesion and foster inclusion. Participation of target beneficiaries helped with better needs assessments and improved efficiency as well as the empowerment of affected communities. For example, lessons from the South Sudan Safety Net Project showed that in project locations where community mobilization and sensitization were not adequately conducted, the project experienced higher levels of implementation challenges which on rare occasions, escalated to violence against project staff by beneficiaries and community members. The project is strengthening its community mobilization and sensitization activities, with a specific focus on unity, inclusion, and GBV/gender issues to avoid misinformation and misconceptions, mitigate social risks, and prevent escalated tension and violence.
- (f) Neutrality and independence are important.** In Yemen³⁹, a long-established public agency, the Social Fund for Development (SFD), has maintained its operations across the country irrespective of who controls the local area or the central government. The independent governance of the Fund and its donor-funding of staff has allowed it to keep operating in conflict. In terms of implementation arrangements, the WB finances UNDP as the recipient of International Development Association (IDA) funding while implementation continues through the SFD, but with oversight and fiduciary responsibility carried out by UNDP. SFD has a reputation as being nonpolitical and fair in its funding decisions. As a result, communities pressure local rulers to allow it to operate with minimal interference. Similarly, the Yemen Public Works Project was able to work across cities by maintaining neutrality as a purely development entity. It worked with UNDP and UNOPS, focusing on small-scale urban neighborhood improvement projects in both government and opposition-controlled areas.

³⁹ Al-Ahmadi, Afrah Alawi; de Silva, Samantha. 2018. “Delivering Social Protection in the Midst of Conflict and Crisis: The Case of Yemen.” *Social Protection and Jobs Discussion Paper; No. 1801*. World Bank, Washington, DC.



ANNEX 4: Afghanistan's Community Development Councils: Delivering Essential Services at a National Scale

- 1. In the current emergency situation in Afghanistan, leveraging the country's longstanding community development platform is critical to delivering vital services and providing emergency livelihoods support.** Programs that actively involve local communities in planning and implementation have relied on a national network of democratically elected CDCs to represent the interests of Afghan communities and deliver essential services.
- 2. CDCs prepare and implement Community Development Plans (CDP) and projects that reflect community priorities and promote social inclusion and community resilience.** CDCs' projects have been financed by various sources from multilateral, bilateral and non-governmental development partners, including the ARTF and IDA, usually with social and technical facilitation by NGOs. CDCs help implement, monitor, and coordinate development work in their communities. They assist in identifying the poorest and vulnerable segments of the population in need of assistance including poor women, female heads-of-households, persons with disabilities and IDPs.
- 3. CDCs are composed of volunteers who are committed to helping their communities develop.** Members were elected by neighbors within their community's 'election unit,' a grouping of households that ensures elected representatives live close to those they represent and are knowledgeable about their priorities. Under CCAP, each council is composed of approximately 50 percent women and includes four elected office bearers: a chairperson, vice-chair, treasurer, and secretary, two of whom must be women. The majority of CDC members, both male and female, are below the age of 45, providing opportunities for the younger generations to develop leadership and community mobilization skills and influence development priorities. Under CCAP, the majority of CDCs include IDP (60 percent) and returnee (53 percent) members.⁴⁰ CDC sub-committees are organized thematically to cover education, health, agriculture, youth, and vulnerable group development.
- 4. CDCs mobilize communities to deliver essential services, create jobs, and provide assistance to the poorest.** CDCs receive development grants and are responsible for the management and implementation of community subprojects. Through CDCs, communities identify and select subprojects, ensuring projects are locally relevant and representative of community priorities. In rural and urban areas, subprojects have improved access to water, irrigation, roads and electricity at a unit cost below or comparable with domestic and international benchmarks.⁴¹ By prioritizing LIW and short-term employment opportunities, subprojects have created millions of labor days for the poorest Afghans. Subprojects are implemented with minimal leakage, as verified by the MA. In 2020, subprojects flagged for discrepancies between payments made and physical progress represented less than 1 percent of the total contract value monitored.⁴²
- 5. Independent studies of CDCs have found that they are a trusted institution for representing community needs and effective at targeting households most in need.** Afghan communities consistently reported that CDCs are trustworthy (83 percent of respondents), rating them as more trusted than institutions including NGOs and government bodies. The majority of community members (76 percent) reported being highly satisfied with CDC performance, citing that they represent community needs. CDC were also viewed as accessible to the community, with 77 percent of community members reporting that they could influence CDC decision-making.⁴³ Social

⁴⁰ MA (Monitoring Agent). 2021. *2020 Annual Report*. Kabul.

⁴¹ Atos Consulting. 2014. *NSP: Phase III Financial and Economic Analysis Final Report*. Washington, DC: World Bank. Donahue, D.J. and Gary Glass. 2019. *Citizens' Charter Afghanistan Project Returns and Cost Comparisons: Afghanistan Reconstruction Trust Fund Third Party Monitoring – Supervisory Agent*. Washington, DC: Management Systems International.

⁴² MA (Monitoring Agent). 2021. *2020 Annual Report*. Kabul.

⁴³ Asia Foundation. 2018. *Citizens' Charter "Booster" to the 2018 Survey of the Afghan People: Baseline Report*. Kabul: The Asia Foundation.



mobilization activities were viewed as beneficial to the community and effective at identifying households most in need. The decentralized elections and CDP process were found to reduce elite capture and increase local legitimacy.⁴⁴

6. **The community development platform, led by CDCs, has been repeatedly used as an emergency response mechanism for various shocks (droughts, displacement, earthquakes, etc.) that the country faced.** It has been used to respond to the latest rounds of drought in 2018 and 2021, the 2017 regional displacement crisis and the COVID crisis in 2020, providing emergency food assistance and food production to most of the country.

7. **Accomplishments of the community development platform over the past five years include:**

- Over 3.1 million people gained access to clean drinking water;
- 1.5 million people have improved access to roads and markets;
- 160,000 hectares of land have been irrigated;
- Over 234,000 people in remote areas have gained access to electricity;
- 10.8 million labor days have been generated;
- For COVID-19 response (2020-2021), food assistance was provided to over 10.3 million poor Afghans earning less than US\$2/day.

Supporting Women through CDCs

8. **Supporting Afghan women was a key priority under the National Solidarity Program (NSP) and CCAP.** Afghan women, particularly in rural areas, have historically faced numerous challenges in accessing basic services and receiving assistance. Conservative gender norms in many parts of the country have restricted their participation in public life. CCAP operated across Afghanistan's 34 provinces in rural and urban communities with significant variation in women's access to services and societal attitudes around women's roles. Through its community-level platforms, CCAP mobilized over 134,000 women across the country as grassroots leaders responsible for designing, delivering, and monitoring community development priorities. Through community activities, CCAP reached 6.8 million Afghan women with improved access to services, livelihood support, and vital emergency assistance.

9. **Women's participation was built into every step of CCAP's program cycle.** The formation of CDCs begins with an intensive social mobilization process that substantively engages women. Social mobilization strategies like building mobility maps that visualize women's activities outside of the home increased women's knowledge of community affairs and informed community discussions around women's practices and potential activities. CCAP's CDC election system also ensured that women could vote within their immediate neighborhood. This decentralized approach facilitated strong election participation from women, with 50 percent of community women participating on average.⁴⁵ Women represented the majority of new CDC members (52 percent) and office bearers (57 percent).

10. **Women remained substantively engaged beyond elections, shaping community priorities and project selection.** Women participated in thematic sub-committees that are responsible for contributing to and implementing community development activities within their focus area, each with a women and men's wing. Participating women were trained in important community engagement skills, including facilitation, planning, and leading development activities, with 78 percent of female CDC/sub-committee members reporting that they received training on their roles and responsibilities. Through CDC leaders, women received information on health, nutrition,

⁴⁴ ATR Consulting. 2020. *Experience and Expectations in Community-Driven Development: Monitoring Research on Citizens' Charter Afghanistan Project.*

⁴⁵ Election participation varied by region, ethnicity, class, age and status.



COVID-19, and education services. CCAP achieved high women's participation in CDC decision-making, with women participating in the development planning process in over 90 percent of CDCs.⁴⁶ As a result, 91 percent of community development plans included at least one women's priority activity under CCAP.

11. In rural and urban areas, CCAP reached women with tailored livelihood support and emergency assistance.

In urban areas, CCAP implemented 160 women's livelihood projects that supported 15,580 women with livelihood activities like tailoring, baking, and chicken farming, based on the targeted cities' market needs. In rural areas, CCAP mobilized community mechanisms to reach the most vulnerable community members with emergency food assistance. Grain banks, community-led facilities that mobilize community resources to mitigate food shortages faced by the poorest households, were examples of Afghan communities channeling food assistance to over 166,000 of the poorest households, frequently benefiting female-headed households.

12. Independent studies have found that CDCs are a trusted and effective institution for representing women's needs.

In the current environment, CDCs could serve as useful entry points for creating safe spaces for women. CDCs have been found to effectively engage women to address their concerns and priorities in rural communities.⁴⁷ Women consistently reported that CDCs and women's committees are the most effective spaces for their participation and are the most likely groups they would turn to when they want to influence a public decision. Engaging women in larger numbers, like sub-committees, was found to give them more confidence and power to act. Surveyed men also recognized the health and education sub-committees as legitimate platforms for women's involvement, increasing the accepted opportunities for women's engagement in local development governance.⁴⁸ This is consistent with qualitative data that indicates women primarily use female CDC office-bearers and subcommittee members or a male family member to share their concerns and believe that female council members were more likely to keep them informed about project activities.⁴⁹

13. Women's increased participation and leadership in communities facilitated important social changes.

An impact evaluation of CCAP's predecessor program, NSP, found that women who participate in CDCs have higher rates of community participation and socialization outside of their households. Women's participation in CDCs also had durable impacts on the provision of local governance services specific to women and women's participation in local governance. Importantly, men's acceptance of women's participation in CDCs increased by 22 percent.⁵⁰ Studies have identified shifts in men's and the broader communities' attitudes towards women's participation in public decision-making. In a nationally representative study, a majority of community respondents (67 percent) expressed that they agree with women being members of CDCs.⁵¹ An evaluation of CCAP in Balkh, Parwan, and Zabul provinces found that communities reported certain social norms changes, highlighting new roles for women in their communities. Communities also reported reductions in bride prices and wedding/funeral expenses that frequently lead to household indebtedness.⁵²

⁴⁶ Monitoring Agent (MA). 2021. *Quarterly Management Report: January 1 to 31 March 2021*. Kabul: ATR Consulting, Integrity, IBDO.

⁴⁷ SIGAR (Special Inspector General for Afghanistan Reconstruction). 2021. *Support for Gender Equality: Lessons from the US Experience in Afghanistan*. Washington, DC.

⁴⁸ Haines, Rebecca. 2020. *Social inclusion in fragile contexts: Pathways toward the inclusion of women in local governance processes, Perspectives from Afghanistan*. Washington, DC: CARE International.

⁴⁹ Monitoring Agent (MA). 2021. *2020 Annual Report*. Kabul: ATR Consulting, Integrity, IBDO.

⁵⁰ Beath, Andrew, Fotini Christia, and Ruben Enikolopov. 2013. *Randomized Impact Evaluation of Afghanistan's National Solidarity Program: Endline Report*. World Bank, Washington DC.

⁵¹ Asia Foundation. 2018. *Citizens' Charter "Booster" to the 2018 Survey of the Afghan People: Baseline Report*. Kabul.

⁵² ATR Consulting. 2020. *Experience and Expectations in Community-Driven Development: Monitoring Research on Citizens' Charter Afghanistan Project*.