Project Information Document (PID)

Appraisal Stage | Date Prepared/Updated: 27-Mar-2020 | Report No: PIDA27741
BASIC INFORMATION

A. Basic Project Data

<table>
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<tr>
<th>Country</th>
<th>Project ID</th>
<th>Project Name</th>
<th>Parent Project ID (if any)</th>
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<tr>
<td>Afghanistan</td>
<td>P169970</td>
<td>Afghanistan Water Supply and Sanitation Services and Institutional Support Program</td>
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<th>Practice Area (Lead)</th>
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<td>23-Jul-2020</td>
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<th>Implementing Agency</th>
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<td>Islamic Republic of Afghanistan</td>
<td>Afghanistan Urban Water Supply and Sewerage Corporation (AUWSSC)</td>
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Proposed Development Objective(s)

The Project Development Objective (PDO) is to improve access to and quality of water supply in Kandahar city, and to strengthen the performance of AUWSSC and in particular its Kandahar Strategic Business Unit (KnSBU).

Components

- Water Supply Infrastructure and Efficiency Improvements
- Sector Reform, Institutional Strengthening, and Capacity Building
- Project Management and Monitoring
- Contingent Emergency Response

PROJECT FINANCING DATA (US$, Millions)

SUMMARY

<p>| | |</p>
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DETAILS

World Bank Group Financing
B. Introduction and Context

Country Context

1. **Improvements in development outcomes have been observed in Afghanistan since 2001, however, these gains are now eroding and risks are rapidly rising.** Macroeconomic management remains strong, fiscal revenues have grown since 2014, and the government has engaged in a range of business environment and public financial management reforms. However, over the past years economic growth has slowed substantially, in particular due to severe droughts impacting agricultural production, as well as increased insecurity following a significant reduction in international troop numbers. Civilian casualties have remained high with 10,772 killed or wounded in 2019.¹ Efforts towards a peace settlement are ongoing, but significant security improvements are unlikely in the short run.

2. **The poverty rate in Afghanistan has increased markedly from 38 percent in 2012 to 55 percent in 2017.** It is estimated to have grown and deepened since then. Drought-induced displacement has reached record levels of nearly 300,000 individuals. Poverty is expected to remain high in the medium-term due to weak labor demand and security-related constraints on service delivery. While real GDP growth is expected to accelerate through 2021 due to an easing of drought conditions and improved agricultural production, Afghanistan’s projected growth path will not be strong enough to improve livelihoods for a population expanding rapidly at 2.7 percent annually.

3. **Current political, security and economic challenges are compounded by climate change.** Afghanistan is particularly exposed to the effects of changing temperature and precipitation patterns that are likely to have significant impacts on its largely rain-fed agriculture, public health, drinking water security, ecosystems and biodiversity. Climate change is interacting with population growth to put additional pressure on key resources such as depleting groundwater, in particular in population centers such as Kabul and Kandahar. The widespread poverty makes the population especially vulnerable to climate change related extreme weather events such as droughts, floods and heat waves. Interventions to provide basic services such as safe drinking water, as targeted under the proposed Program, are critical to adapt to and mitigate climate change risks and thus improve resilience.²

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¹ Of these, 3403 were killed. Kandahar province saw total casualties of 467 of which 121 killed (a decline of -13% in casualties relative to 2018). Source: UNAMA, 2020

² A brief overview of the climate change related risks in Afghanistan can be found here: [http://bit.ly/UNFCCC-Afghanistan](http://bit.ly/UNFCCC-Afghanistan) and
Sectoral and Institutional Context

4. **Afghanistan has significant water resources despite its arid climate, but these are increasingly under stress.** The total per capita annual renewable water resources have fallen from approx. 5,000 cubic meters per person to less than 2,000 between 1990 and 2017. The country’s total actual renewable water resources were estimated at 65 billion cubic meters per year in 2014, of which about 85 percent is surface water. Approximately 98 percent of the annual water withdrawals of 20 billion cubic meters are used in agriculture. Climate change has resulted in declining and increasingly erratic precipitation, putting additional pressure on water resources already strained from population growth and unregulated water withdrawals. In this context, the lack of appropriate infrastructure and of efficient service providers has severely constrained the quantity and quality of water available to the population.

5. **Weak institutions, insecurity and associated low investments have constrained access to safe water and sanitation across Afghanistan.** In 2016-17, 63 percent of Afghanistan’s population had access to improved water sources. Only 21 percent of the urban population have access to piped water supply on premises, and an even lower percentage to safely managed drinking water (the metric for measuring progress on the Sustainable Development Goals [SDGs]), which also requires regular availability and lack of contamination, but on which precise data is lacking. Access to sanitation is also low and unequal: 57 percent of urban households had access to improved sanitation but only 16 percent in rural areas. As a result of widespread, multi-dimensional poverty, the early child mortality rate in Afghanistan is around 55 per 1,000 live births – in the bottom quintile of countries globally. Improving access to water supply and sanitation (WSS) services can hence play a significant role in improving human development outcomes.

6. **The institutional structure of the sector has undergone reform but remains weak and fragmented.** The Water Law (2009) and National Water Sector Strategy (2012) sought to create a modern framework for the sector, espousing principles of Integrated Water Resources Management (IWRM) such as watershed protection, and a strong role for stakeholder participation and sustainability. However, the principles of IWRM have been slow to be implemented, sector institutions have not fully adapted to their intended roles and the sector structure remains fragmented:

- The Supreme Council of Water, Land and Environment (SCoWLE) is a governing body focused on water resources management in the sector;
- The National Water Affairs Regulatory Authority (NWARA) is the lead line regulation authority for water, responsible for the development and management of water resources, and the implementation of water sector reform, water resources infrastructure (dams, conveyance etc.), supply of water for different users (irrigation, domestic, industrial), and hydropower;
- The Afghanistan Urban Water Supply and Sewerage Corporation (AUWSSC) is the national utility in charge of the management and operation of urban water supply and sewerage, and proposed implementation agency;
- The Ministry of Agriculture, Irrigation and Livestock (MAIL) is responsible for the development and management of irrigated agriculture and livestock;
- The Ministry of Urban Development and Land (MUDL) is responsible for policy and legislation of urban development, including water supply, sanitation and sewerage; in 2005, MUDL adopted the Urban Water Supply and Sewerage Sector Policy (UWSSSP) to guide the sector during the post-Taliban era, which is now being updated;
- The Ministry of Rural Rehabilitation and Development (MRRD) is responsible for rural WSS, small-scale irrigation (village level) and rural micro hydropower projects;

• The Ministry of Public Health (MPH) regulates and monitors quality of drinking water;
• The National Environmental Protection Agency (NEPA) regulates and monitors activities related to the environment, including water. NEPA is responsible for setting and ensuring compliance with environmental standards for planning, design, construction and commissioning of water supply and sewerage infrastructure;
• The National Hydrology Committee for Afghanistan (NHCA) provides advisory services, research activities and capacity building support to the water sector;
• Municipalities are responsible for supervising the implementation of city development plans.

7. **The large number of sector institutions with overlapping mandates remains a particular challenge, as does the lack of an independent regulatory authority.** A revised “Water Regulatory Law” has been endorsed by the president on January 2020 and is pending publication in the official Gazette. The revised law attempts to clarify sector responsibilities, confirming the SCowLE as the highest leadership, policy and decision-making authority; expanding and strengthening the role of the NWARA in developing water sector policy, strategy and legislation. Notably, the new law creates a water affairs regulatory department under NWARA. The updated UWSSSP is supposed to better outline urban wastewater issues and to highlight areas for integration and coordination within the urban water and sanitation sector, as well as with other sectors such as health.

8. **AUWSSC was established in 2007 and the World Bank provided the utility with significant support in its early years.** AUWSSC’s mandate is to ensure sustainable provision of safe drinking water supply and sewerage services to the urban population of Afghanistan. In September 2010, AUWSSC was converted to a fully corporatized urban water and sewerage utility that operates in more than 43 cities across Afghanistan. AUWSSC has seven Strategic Business Units (SBUs) which include: Kabul SBU, Herat SBU, Mazar SBU, Kandahar SBU, Jalalabad SBU, Kunduz SBU, and Zarang SBU. SBUs manage operations in multiple towns in their area of responsibility, with dedicated sub-SBUs (SSBUs) for major cities. Thus, for example, the Kandahar SBU (KnSBU) is responsible for two cities, including a dedicated SSBU for Kandahar City which will be the focus of the project activities under SOP 1.

9. **Over the past decade, AUWSSC has made gradual progress in increasing water production and piped connections in urban areas, though access remains low relative to demand and is unequally distributed.** Sustainability has improved due to efforts to raise tariffs, improve billing and repair leaks. Recent gains remain at risk due to corporate governance concerns, weak technical capacity and limited capital investments. While audited financial accounts are not available, data shared by AUWSSC indicates that the utility achieved an Operating Cost Coverage Ratio of 1.28 in 2017. This nominally positive result contrasts with low collection rates and high non-revenue water (NRW) that result in cash flow shortages highlighted in Table 1 below. While generating sufficient billings is an important step, improving collections and reducing water losses remains critical. Until collections improve to a point that AUWSSC can cover its operating costs, the utility will have to continue to rely heavily on subsidies and external assistance. AUWSSC operates as one utility and individual SBUs are thus not financially autonomous, but instead transfer revenues to the center which in turn covers operating costs.

C. Proposed Development Objective(s)

Development Objective(s)

10. The proposed Project Development Objective (PDO) is to improve access to and quality of water supply in Kandahar city, and to strengthen the performance of AUWSSC and in particular its Kandahar Strategic Business Unit (KnSBU).

Key Indicators

11. Key project development indicators to measure progress towards achievement of the PDO include:
• People provided with access to improved water sources (Corporate Results Indicator)
• Improved collection efficiency of KnSBU (percentage of billed water that is collected)
• Increased metering coverage in Kandahar City service area of KnSBU (Percentage of active connections)
• Water distributed complies with WHO standards for biological and physical quality (Percentage of samples).

D. Project Description

12. The Project is the first in a proposed Series of Projects (SoP) to improve access to safe water and sanitation in selected areas of Afghanistan as well as to strengthen sector capacity. The overall SoP is expected to consist of three overlapping projects to be implemented over a 12-year period. The anticipated duration of each project – including the first described in this document – is five years. Overall completion of the SoP is expected by 2032.

13. This Project, the first of the proposed series, will finance water supply infrastructure and capacity building to improve water services to Kandahar city and strengthen utility performance. Total financing for this first project made available through a World Bank Grant is equivalent to US$52 million, in addition to which co-financing in the amount of US$180 million is allocated from the Afghanistan Reconstruction Trust Fund (ARTF).

14. Kandahar is Afghanistan’s second largest metropolitan area and the city’s current domestic water supply is entirely dependent on groundwater which is declining due to excess extraction. The city’s historic water infrastructure has deteriorated while demand has increased rapidly. The existing water network is supplied from groundwater wells and covers fewer than 8,000 households while the vast majority of the population obtains water from private wells drawing from a shallow, unconfined aquifer which is depleting and contaminated due to the absence of a sewerage system.

15. To address the critical challenge of groundwater depletion and contamination, and to ensure safe provision of sufficient water to Kandahar, the use of treated surface water has been proposed as a sustainable source of supply. The most feasible source of surface water is the existing Dahla Dam reservoir on the Arghandab river located 30 km north of Kandahar city. The project will finance the construction of a bulk transmission pipeline from the existing Dahla Dam to a new water treatment plant (WTP) with associated booster station and service tanks, rehabilitation and extension of the existing network with up to 80,000 new house connections with the possibility of public standpipes. The initial focus of the project would be the rehabilitation of existing water system (pipes, pumps, and wells), followed by construction of the new conveyance, treatment and distribution infrastructure. The water supply in Kandahar will benefit from conjunctive use of ground and surface water (Dahla Dam and existing groundwater wells) until the full operation of the WTP. The use of groundwater will be gradually reduced over the years.

16. The Project will consist of four components: Component 1 will finance technically robust infrastructure, that will include climate resilience measures; Component 2 will finance services, goods and training to support Sector Reform, and a range of activities towards institutional strengthening and capacity building; Component 3 will support project management and monitoring; and Component 4 is a Contingent Emergency Response Component. A summary of activities to be financed under each component is provided below, with additional details given in Annex 1. The components are designed to maximize climate-change adaptation and mitigation measures, as this section will also outline:

17. Component 1 - Water Supply Infrastructure and Efficiency Improvements (US$ 217 million): This component will finance the implementation of the water supply infrastructure required to improve access to and quality of water supply in Kandahar city and will include the following sub-components:

(a) Sub-Component 1.1 – Bulk Transmission Pipeline and Water Treatment Plant: This sub-component will
finance the construction of the bulk water transmission pipeline of approximately 30 kilometers length to convey water from the Dahla Dam to the new WTP. ³ The project will also finance the construction of phase 1 of this WTP with a capacity of 150,000 cubic meters per day.

(b) **Sub-Component 1.2 – Water Supply System in Kandahar City:** The project will finance the rehabilitation and expansion of the piped water network in urban Kandahar, making up to 80,000 new connections (Residential, Institutional, Commercial and Industrial)) and up to 1,000 standpipes. To further improve supply and bolster the population’s resilience to increasing water shortages, the Project will also finance the rehabilitation of the existing wells, pipes and storage facilities.

18. The budget for this component will also provide for the supervision service for the construction alongside the preparation and implementation of environmental and social impact assessments.

19. **Component 2 - Sector Reform, Institutional Strengthening, and Capacity Building (US$ 10.0 million):** This component aims to strengthen the capacity of AUWSSC and its Kandahar SBU to deliver safe drinking water to the population in a financially sustainable manner. The institutional strengthening activities will consider the potential role of the private sector, and where appropriate, seek to promote and enhance private sector participation for efficient and sustainable service delivery. The technical assistance will provide general planning and institution-building support to improve AUWSSC’s operational performance in line with the PDO. In particular:

   (a) **Sub-Component 2.1 - Sector Reform and Strategic Planning:** This sub-component will support AUWSSC to accelerate the development and implementation of sector reforms, including the preparation of a sector strategy. Opportunities for water use efficiency will be identified and implemented, as well as policies and regulations such as a regulatory framework for private sector participation in service delivery. This intervention will target key stakeholders at the national level, including the Ministry of Finance (MoF) and NWARA, and will include capacity building, knowledge, and skills development activities.

   (b) **Sub-Component 2.2 - Improve Financial and Technical Performance of AUWSSC:** This will comprise of consultancy services for designing a systematic approach to improving the operational and managerial performance of AUWSSC, with a focus on the KnSBU. It will include support to optimize tariff setting, improve billing and collections, as well as the design and roll-out of systems and training to improve asset management and maintenance. The latter will include an analysis of AUWSSC’s current and anticipated energy use in Kandahar and energy efficiency measures. AUWSSC will also receive assistance to better manage non-revenue water in the existing and new distribution system, through metered connection and district metering and leak detection. The project will help institute modern approaches to human resource management as well as financial reporting and auditing that meets international standards.

   (c) **Sub-Component 2.3 - Improve Social Accountability of AUWSSC:** The project will finance measures to strengthen AUWSSC’s communications, social accountability, citizen engagement, women’s participation and customer responsiveness with a focus on KnSBU. This will include: (i) effective consultations with community members and enhancing the role of women in the water sector as staff and beneficiaries; this will include measures to provide training, improved facilities and career opportunities to female employees of AUWSSC; (ii) establishing a functional grievance redress mechanism (GRM); and (iii) establishing a substantive interaction between beneficiaries and the government on issues of project design. During the implementation stage, the client will carry out beneficiary surveys in the selected sites to evaluate public satisfaction through phone surveys, workshops, and community score cards. The project will also finance measures to raise consumer awareness of water conservation, and mainstream operational and emergency plans for demand management during climate change related events such as

³ The size of the pipe and capacity of the WTP will be confirmed by the Detailed engineering design mid-2020.
droughts. and heat waves.

(d) **Sub-Component 2.4 - Preparation of feasibility studies and engineering designs for the second Project:** This sub-component will finance preparation of feasibility studies for the second project in the proposed SoP, that is, identify priority water supply and sewerage infrastructure, measures for citywide inclusive sanitation and institutional investments. This sub-component will finance development of a water balance and monitoring of the use of water over the duration of the Program taking into account the impact of climate change. It is envisaged that the second project of the SoP will have a similar sub-component to further extend sector-wide institutional development and reform activities, responding to emerging needs as they arise, for the duration of the Program.

20. **Component 3 - Project Management and Monitoring (US$ 5.0 million):** This component will support the Project Coordination Team (PCT) hosted within AUWSSC and the Project Implementation Unit (PIU) in Kandahar’s SBU that will coordinate, implement, monitor and report on the project. An effort will be made to identify competent internal candidates who are likely to remain with the AUWSSC and KnSBU after the end of the project. To facilitate project implementation and mitigate institutional capacity risks in the first of the SoP, the Project will support selected, competitively recruited specialists to reinforce the PIU. The aim of the project, however, will be to minimize the use of external specialists and to build AUWSSC’s capacity to administer future projects internally. Within this general objective, the project will also enhance the career prospects of female staff by supporting their training, by improving facilities (e.g. daycare, separate restrooms etc.), and by direct outreach to local universities to identify female engineers and a paid internship program to facilitate their entry into the utility. The component will finance payments under Component 3 made for the project preparation purposes before the date of signing the Financing Agreement but on or after September 2019 for Eligible Expenditures approved by the World Bank on September 2019.

21. The Project will support the Project Coordination Team (PCT) and Project Implementation Unit (PIU) to ensure an effective implementation, including office equipment, training, and consultancy services. Moreover, this component will fund financial management (FM), procurement and Environment and Social related activities and monitoring and evaluation (M&E) of project activities, project audits, training, and operating costs. It will also establish and equip a Project Steering Committee (PSC). While the PCT will be an AUWSSC internal body in Kabul to support the local PIU in Kandahar, the PSC will coordinate external stakeholders (see III. Implementation Arrangements for details).

22. **Component 4 - Contingent Emergency Response Component (CERC) (US$ 0.0 million):** This component will improve the GoIRA’s ability to respond effectively in the event of an emergency in line with World Bank procedures on disaster prevention and preparedness. Following an eligible crisis or emergency, the Recipient may request the Bank to re-allocate project funds to support emergency response and reconstruction. This component would draw from the available balance under the Project to cover emergency response.

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<tr>
<td>Projects in Disputed Areas OP 7.60</td>
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* A Water Balance Study for the Dahla Reservoir “Multi-Sector Water Allocation Options” has been completed with ADB funding in 2019.
Summary of Assessment of Environmental and Social Risks and Impacts

23. The project will have potential environmental and social impacts and risks. The overall environmental impact of the project investments is expected to be largely positive, providing improvements in health and sanitary conditions as well as protecting groundwater from over-exploitation. Adverse environmental impacts associated with the project activities are mainly construction related and are moderate and reversible in nature and scale. These may include (i) generation of dust, noise, debris, waste products and vibrations at project sites; (ii) potential water pollution from vehicle and equipment or due to pipeline leakages; (iii) increased sludge generation from the water treatment; (iv) soil erosion and sedimentation in case of improper site restoration after completion of civil works; (v) occupational health and safety issues of workers and communities which may include exposure to hazardous chemicals and working conditions, (vii) the project will also increase the generation of household wastewater; the lack of wastewater collection systems, and the discharge of municipal wastewater into rivers and seepage into groundwater will likely constitute a significant source of water quality problems. This will require attention and regulation for safe recycling or proper disposal at an appropriate site. The project triggers the operational policy concerning Projects on International Waterways (OP 7. 50), because water from the existing Dahla Dam reservoir on the Arghandab river will be used for the water supply in Kandahar city. The Arghandab river is a tributary of the Helmand River, which is shared with Iran and considered an international waterway under the Policy. Given the nature and location of the activities, it is expected that the proposed investments will not adversely affect the quality or quantity of the flows of water to the other riparian.

24. The proposed interventions will also cause social risks and impacts, though these are expected to be less severe and mostly temporary, predictable and reversible. Works associated with the construction and upgrading of the water network may cause land acquisition and resettlement impacts such as (i) impacts on people's assets including crops, buildings, and structures which were built close to the water pipelines and thus restrict access to the network; (ii) labor influx risk as some of the supported activities may rely on hiring labors from outside the project' area of influence; (iii) potential gender based violence and issues of child labor or forced labor. The project will also have to balance concerns about the financial sustainability of the utility with affordability of services to the poor. There are also concerns related to the client capacity, weak institutional arrangement and malfunctioning regulatory system would also exacerbate the foreseeable risks.

25. To mitigate and address these risks AUWSSC has prepared an Environmental and Social Management Framework (ESMF) materially consistent with the World Bank’s environmental and social standards. The ESMF provides guidance for further studies including an Environmental and Social Impact Assessment (ESIA) of each project component and other due diligence when the specific locations of activities are identified during project implementation.

E. Implementation

Institutional and Implementation Arrangements

26. Overall management responsibility for the project will rest with the AUWSSC. The project will be implemented by a dedicated Project Implementation Unit (PIU) based in Kandahar under AUWSSC’s KnSBU. The PIU will receive guidance and support from a Project Coordination Team (PCT) within AUWSSC headquarters. The core PIU and PCT members responsible for the project’s implementation have been involved in the project preparation since concept stage. The key PIU staff consist of the Head, senior financial officer (Chief Accountant), Procurement Specialist
and engineers from KnSBU staff. The PIU hosted in KnSBU will be responsible for daily project implementation, project progress reporting, monitoring compliance with environmental and social (E&S) standards, coordination with other agencies in Kandahar city; as well as coordination with other stakeholders in line with the Project Operating Manual (POM). The FM Directorate of AUWSSC will be responsible for project expenditure, financial reports and project audits. For specialized tasks such as E&S monitoring or communications, the PIU and PCT may engage consultants with expertise in the implementation of Bank projects. Component 3 will provide additional capacity support as needed. In addition, qualified engineering firm(s) will be hired for construction supervision. The Kandahar municipality and other stakeholders from the Kandahar region will participate at various levels during the implementation of relevant project activities. This organizational structure aims to ensure sufficient implementation capacity for the project.

27. **A Project Steering Committee (PSC) will be created to coordinate with other stakeholders such as those involved in the USAID and ADB-financed investments.** The PSC will be responsible for overall project coordination, review of progress reporting and coordination with other stakeholders. It is envisaged that PSC will be chaired by the MoF and consist of nominated representatives of relevant governmental agencies (including AUWSSC, MEW, Kandahar Municipality, MAIL, and the MRRD, etc.). A representative of the donors will provide technical support and advice. This committee will serve as a coordination platform for the multi-faceted interventions and meetings that will be conducted semiannually, and as needed, to report on the project progress and seek support on the multi-sectoral aspects of the project implementation.

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