

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

**HAITI**

**SUPPORT TO THE EDUCATION REFORM IN HAITI V**

**(HA-L1102)**

**PROJECT PROFILE**

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Under the Access to Information Policy, this document is subject to Public Disclosure.

## PROJECT PROFILE

### HAITI

#### I. BASIC DATA

<b>Project Name:</b>	Support to the Education Reform in Haiti V		
<b>Project Number:</b>	HA-L1102		
<b>Project Team:</b>	Anne Sofie Westh Olsen (Team Leader), Annelle Bellony and Christian Ubertini (EDU/CHA), Gregory Elacqua, Sabine Rieble-Aubourg, Humberto Santos, Maria-Louisa Iribarren and Juanita Caycedo Duque (SCL/EDU), Kathryn Britton (SCL/SCL), Marise Salnave Etienne and Lila Dhyana Mallory (FMP/CHA), Cristian Santelices (CDH/CDH), Elizabeth Graybill Do Nascimento (VPS/ESG), Louis-François Chretien (LEG/SCO), Maria Fernanda Garcia Rincon (ORP/PTR), Vladimir Mathieu (CDH/CHA).		
<b>Borrower:</b>	Haiti (HA-HA)		
<b>Executing Agency:</b>	Ministry of Education and Professional Training (MENFP) and the Ministry of Finance (MEF)		
<b>Financial Plan:</b>	IDB (IDB Grant Facility):	US\$	28 Million
	Local:	US\$	250.000
	Co-financing from Canada		(TBC)
	Total:	US\$	28.250.000
<b>Safeguards:</b>	Policies triggered:	B.1 (OP-102), B.1 (OP-704), B.1 (OP-761), B.2, B.3, B.4, B.5, B.6, B.7, B.10, B.11, B.14, B.15 and B.17 of the Environmental and Safeguard Compliance Policy.	
	Classification:	B	

#### II. GENERAL JUSTIFICATION AND OBJECTIVES

##### A. JUSTIFICATION

- 2.1 **Human capital is one of the most important constraints to sustainable and inclusive growth in Haiti.** Haiti remains the poorest country in the Western Hemisphere and also one of the most unequal countries in the world. In 2014, GDP per capita was US\$824 in Haiti versus \$6,000 in Latin America. Almost 60% of the population lives below the national poverty line and 28.9% live in extreme poverty (less than \$2 a day) versus less than 10% in Latin America. Access to basic services is limited, particularly in rural areas, with wealth and economic opportunity concentrated around Port-au-Prince.<sup>1</sup> This has translated into low human development indicators; Haiti ranks 168th out of 187 countries in the Human Development Index. The country's young age structure - with almost 70 percent of its population under age 30 and half of the population under 20 years old – is one of Haiti's main endowments. However, without universal

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<sup>1</sup> The national, consumption-based poverty line is US\$1.98 per day, and the Gini coefficient is the highest in Latin America at 0.6. (*Investing in People to Fight Poverty in Haiti*, World Bank 2014).

acquisition of basic literacy and numeracy, and a skilled and healthy labor force, this is less likely to create real opportunities to improve the well-being of Haitian citizens. In the coming years, the main challenge faced by the education system is to maintain enrollment rates while improving the quality of primary education. Increasing fiscal constraints and a deteriorating political environment only magnify this challenge.

- 2.2 **The overall education system lacks quality assurance and remains inefficient.** At all levels of education, the public sector plays a limited role in both provision, quality assurance and regulation. Public supply of education is insufficient to meet demand, and private providers have stepped in to fill the gap, operating over 90 % of preschools and more than 80 % of primary schools. The majority of families struggle to finance education costs, which represent 24% of GDP per capita for primary schooling.<sup>2</sup> At the same time, learning conditions are generally deplorable and all providers operate with little oversight or accountability for ensuring learning outcomes. The 2015 pre-pilot of a fourth grade language and math assessment<sup>3</sup> in both public and private schools found that students are not learning enough in the classrooms: Scores were far below the international average in all subject matters; for example only 20% of Haitian students performed satisfactorily in mathematics comprehension and 50% in reading, compared to international averages of, respectively, 70% and 90%<sup>4</sup>. The system is characterized by students starting school late (2 years on average) and with high repetition; for example 17% of children in public school repeat the 4<sup>th</sup> grade. Therefore, overage is common; already in 1<sup>st</sup> grade, 47% of students are overage and by 7<sup>th</sup> grade, 77% of students are overage. Furthermore, dropout is the norm; while only 48% reach 6<sup>th</sup> grade, merely 21% reach 9<sup>th</sup> grade.
- 2.3 **Education is a priority sector in the current Haiti Country Strategy 2011-2015 (GN-2646).** This operation is the fifth education operation financed by the IDB after the 2010 earthquake as part of its US\$250 million commitment to support education reform in Haiti. The strategy underlines the Bank's support to the Government of Haiti (GoH's) education reform and its goal of *free education for all*. The operation is fully aligned with the IDB Country Strategy, currently in effect, in which improved access to quality education is one of the priorities. The operation is also consistent with the Sector Framework Document for Education (GN-2708) as well as the Strategy on Social Policy for Equity and Productivity (IDB, 2011). Furthermore, the proposed project will also support the cross-cutting themes of transparency, accountability, and sustainability in governance, by focusing on institutional strengthening and citizen engagement. By strengthening the publicly funded education system, which disproportionately serves the poorest, and by increasing access to quality education for children in disadvantaged communities, the project will contribute to promote inclusive growth.
- 2.4 **Improved donor coordination has led to geographical targeting.** A dialogue led by MENFP with all development partners is ongoing to align support according to geographic areas in order to maximize impact of project activities while providing more focused support to departmental offices. It is proposed that

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<sup>2</sup> *Investing in People to Fight Poverty in Haiti*, World Bank 2014

<sup>3</sup> International Association for the Evaluation of Education Achievement: Haiti 2015 Pre-Pilot Assessment.

<sup>4</sup> International Association for the Evaluation of Education Achievement: Haiti 2015 Pre-Pilot Assessment.

project activities would focus on a limited number of departments in Northern Haiti (North, North-East and North-West), since IDB investments in the North and North-East regions from 2011 to 2018 amount to 530 million USD, mainly around the Caracol industrial Park, across all sectors. The proposed project will therefore complement steps towards a comprehensive multi-sector approach for the Northern region. The World Bank, on the other hand, will focus its interventions in Southern Haiti. The 5,389 institutions and 748.937 students in the Northern regions represent approximately 20% of Haiti's preschool and primary schools and students. It should also be noted that 20% of the extreme poor in Haiti are concentrated in Northern Haiti, with extreme poverty exceeding 40% in the North-East and Nord-West Departments (compared to 4.6% in metropolitan Port-au-Prince, representing only 5% of the extreme poor in the country).<sup>5</sup>

## **B. PROJECT OBJECTIVES**

2.5 The project will continue to reinforce the three pillars of access, quality and governance of MENFP's Operational Plan (OP) , and will also be aligned with the forthcoming OP 2016-2020. The objective of the project is to improve access to quality preschool and primary education. The specific objectives of the project are to: (i) ensure access to quality education for the poor; (ii) improve learning conditions in selected public and private primary schools; (iii) strengthen governance, regulation and planning of the education sector. The project will build on the results achieved and lessons learned under 2464/GR-HA, 2643/GR-HA, 2863/GR-HA and 3355/GR-HA at the central level while further supporting their implementation at the departmental level. The interventions will be focused in the North of Haiti, and the project is designed to maximize synergies with partner activities and would exploit opportunities to leverage other available co-financing in providing continuity to the Haiti education portfolio.

2.6 **Component 1: Improving access to quality education (US\$15.000.000).** Through the development of a Quality Assurance System (QAS), MENFP will implement and refine replicable models for supporting public and private schools in providing free quality preschool and primary education to poor children. The QAS will focus on measuring and strengthening the following dimensions in schools: (i) infrastructure standards, (ii) school management, and (iii) student learning. Instruments to measure school learning conditions based on existing MENFP regulations (including infrastructure, water and sanitation, leadership, pedagogy, and others) are being developed along with corresponding standards. Furthermore, existing tools to assess student learning will be further improved in order to form an integral part of the QAS, which will provide a means to consistently track progress according to different indicators across schools in Haiti, support schools in developing improvement plans, and measure results of interventions in the sector. The QAS would also serve as the technical foundation for a renewed school accreditation process. Finally, the role of parents and community involvement in ensuring oversight will also be strengthened. The comprehensiveness of support provided to each school would be substantially increased in comparison with previous operations.

2.6.1 **Sub-component 1.1: Public School Improvement Model (US\$8.000.000).** This sub-component will help ensure quality preschool and primary education in public schools. The school improvement model will be applied to selected public

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<sup>5</sup> World Bank, 2014. p. 2.

schools located in poor communities in Northern Haiti, including the 27 schools constructed under previous IDB operations<sup>6</sup>. The project will expand the use of the instruments to assess student learning as developed through the ongoing operations (2643/GR-HA and 3355/GR-HA) in putting in place a broader Quality Assurance System. The QAS will, among other objectives, encompass teacher and director training, which is also supported in the Bank's ongoing operations. School improvement grants will also include dispositions for school health and nutrition, according to national policies and building on operational experience from 2863/GR-HA.

**2.6.2 Sub-component 1.2: Results-based financing of non-public schools (US\$7.000.000).** In areas where access to public schools is limited, the project will support access to preschool and primary school, through a per-pupil subsidy, in a select number of private schools located in poor areas of Northern Haiti. Based on lessons learned from PSUGO and EPT<sup>7</sup>, this will be an improved version of the tuition waiver program supported under all ongoing IDB operations since 2011. The revised approach will represent a results-based model with an emphasis on accountability and improvements in learning conditions and outcomes. It would additionally include access to preschool as recommended in the EPT process evaluation<sup>8</sup>. The project, in collaboration with other partners such as the World Bank, would also support MENFP to develop a systemic approach for a per-pupil funding formula for the most disadvantaged students in Haiti. The model will focus on service delivery improvement in terms of learning conditions and learning outcomes.

**2.7 Component 2: Education sector management and planning (US\$10.000.000).** This component will help strengthen the management capability of MENFP at the local and central level based on an overall modernization and restructuring plan for MENFP. The data produced under previous operations, notably the school census and the school mapping, have helped improve the oversight of the system. However, further efforts will be taken to apply these instruments to improve governance. In particular, under the proposed project, MENFP would strengthen school planning and oversight by improving the data and information systems developed as part of the recent school mapping<sup>9</sup>. First, the decentralized directions of MENFP, Departmental Directorates of Education (DDEs), will be strengthened and restructured in order to play a more important role in data collection and oversight mechanisms and contribute to improving governance procedures at the central level. Second, the project will contribute to finance a Ministry building in order to improve the coordination mechanisms and working environment of the MENFP.

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<sup>6</sup> The World Bank, in its upcoming project, will also finance the same model in new schools constructed with IDB financing in Southern Haiti

<sup>7</sup> The GoH has financed tuition waivers to non-public providers through the donor-funded Education for All (*Education Pour Tous*; EPT) program since 2007 and the Government-funded Universal, Free, and Obligatory Education Program (*Programme de Scolarisation Universelle Gratuite et Obligatoire*; PSUGO) since 2011. At their combined peak between 2011 and 2014, these two programs financed the school fees of over 60 percent of all primary students in Haiti, with PSUGO representing about 20 percent of domestic public spending on education<sup>7</sup>. As a result, the net primary enrollment rate has risen from about 60 percent in the early 2000s to between 70 and 80 percent in 2012.

<sup>8</sup> Process evaluation of tuition waiver program

<sup>9</sup> Financed as part of 2464/GR-HA and 2643/GR-HA and available on the MENFP website ([www.menfp.gouv.ht/cartographie-scolaire.html](http://www.menfp.gouv.ht/cartographie-scolaire.html))

- 2.7.1 **Subcomponent 2.1: Strengthening the management ability of selected Departmental Directorates of Education (US\$5.000.000).** To improve sectoral governance and the quality of primary education service delivery and to support the implementation of the Quality Assurance System, this component will finance goods, training, and consultancies to carry out activities to modernize and strengthen the technical capacity of MENFP's key units at the decentralized levels. Taking into consideration demographic data<sup>10</sup> while building on the information in the school mapping, DDE's will help foster strategic roadmaps at the school district level in order to ensure access to education for all children in the long term.
- 2.7.2 **Subcomponent 2.2: Financing of the new MENFP building (US\$5.000.000).** This component will complete the financing needed for the construction of the new building for Ministry of Education in Port-au-Prince. The former building fell down during the earthquake and the Ministry has since then been functioning out of containers. While support to the MENFP building was already planned in the operations following the earthquake (2464/GR-HA, 2863/GR-HA and 3355/GR-HA), the initially planned amount of US\$ 4.6 million no longer corresponds to the current needs and vision of MENFP. According to the revised project presented and approved by MENFP in January 2016, the building now amounts to US\$ 11.5 million. Additional funds will be covered by ongoing operations.
- 2.8 **Component 3: Project Management, Monitoring and Evaluation (US\$3.000.000).** This component will finance the costs of implementing the Project, as well as monitoring and evaluation costs. The component will finance operating costs of the implementing agencies to an extent of USD 800.000. Technical assistance will be provided to project implementation, to an amount of USD 1.2 million. The project aims to produce measurable results in terms of both ensuring access for beneficiary children and improving the learning conditions in schools. As an integral part of the evaluation approach for the Project, this component will also finance studies and data collection and impact evaluations.

### III. TECHNICAL ISSUES AND SECTOR KNOWLEDGE

- 3.1 **The project builds on lessons learned produced under previous projects regarding access to and quality of primary education.** The project will continue strengthening achievements made in the sector, and builds on recent data achieved under the school census (2013-2014), school mapping (2015) and student assessments (2015 and 2016). For, example, the project introduces access to preschool for poor and rural children, taking into consideration that a limited number of poor rural children have access to preschool and fewer poor rural children (86%) have access to primary school compared to non-poor urban children (96%). As a consequence, poor rural children generally start school late. Over 70 percent of poor, rural children from ages 10-14 are two or more years over age for their grade, compared to 32 percent of their non-poor, urban counterparts.<sup>11</sup>
- 3.2 **An institutional assessment will be conducted in order to evaluate the most appropriate execution mechanism.** While UTE-MEF will execute the already ongoing construction of the MENFP building, an assessment will determine the

<sup>10</sup> Next Population Census in Haiti planned for 2017. The last Census dates back to 2000.

<sup>11</sup> *Investing in People.* (World Bank, 2014)

mechanisms for implementing the SAQ as well as Planning aspects, analyzing processes of EPT and UCP-MENFP.

#### **IV. ENVIRONMENTAL SAFEGUARDS AND FIDUCIARY SCREENING**

- 4.1 **The program's net social impact is expected to be positive, as communities will benefit from increased access to quality education.** The focus of the program, and the majority of the financing (65%), is on strengthening the capacity of the GoH to ensure access to quality preschool and primary education for the most vulnerable children. However, approximately 15% of the program will partially finance the construction of a new MENFP building in Port-au-Prince. Therefore, according to the Bank's safeguard screening process the Project is classified as a "B", given that the potential negative environmental, social and health and safety (ESHS) impacts of the construction of the MENFP building are expected to be of small to moderate magnitude, highly localized, and typical of small to medium scale construction works. These impacts are fairly standard and can be adequately mitigated with implementation of appropriate ESHS management systems and procedures, and adequate supervision by the UTE.

#### **V. RESOURCES AND TIMETABLE**

- 5.1 The resources for project preparation amounts to 143.000 USD financed from administrative and technical cooperation budgets. The proposal for Operational Development (POD) will be distributed to the Quality and Risk Review (QRR) on July 15<sup>th</sup> 2016 and the Draft Grant Proposal will be presented to the Operation Policy Committee (OPC) on August 25<sup>th</sup> 2016. The presentation to the Board of Executive Directors is planned for December 7<sup>th</sup>, 2016.

CONFIDENTIAL

<sup>1</sup> The information contained in this Annex is confidential and will not be disclosed. This is in accordance with the "Deliberative Information" exception referred to in paragraph 4.1 (g) of the Access to Information Policy (GN-1831-28) at the Inter-American Development Bank.





## Safeguard Policy Filter Report

### Operation Information

Operation		
<b>HA-L1102 Support to the Education Reform</b>		
Environmental and Social Impact Category	High Risk Rating	
B	High Risk	
Country	Executing Agency	
HAITI	{Not Set}	
Organizational Unit	IDB Sector/Subsector	
Education	PRIMARY EDUCATION	
Team Leader	ESG Lead Specialist	
ANNE SOFIE WESTH OLSEN	{Not Set}	
Type of Operation	Original IDB Amount	% Disbursed
Loan Operation	\$0	0.000 %
Assessment Date	Author	
4 Apr 2016	ebrito ESG Specialist	
Operation Cycle Stage	Completion Date	
ERM (Estimated)	25 Apr 2016	
QRR (Estimated)	17 Jun 2016	
Board Approval (Estimated)	{Not Set}	
Safeguard Performance Rating		
{Not Set}		
Rationale		
{Not Set}		

### Safeguard Policy Items Identified

#### [B.1 Bank Policies \(Access to Information Policy– OP-102\)](#)

The Bank will make the relevant project documents available to the public.

#### [B.1 Bank Policies \(Disaster Risk Management Policy– OP-704\)](#)

The operation is in a geographical area exposed to [natural hazards \(Type 1 Disaster Risk Scenario\)](#). Climate change may increase the frequency and/or intensity of some hazards.



## Safeguard Policy Filter Report

### B.1 Bank Policies (Gender Equality Policy– OP-761)

The operation offers opportunities to promote [gender equality](#) or [women's empowerment](#).

### B.10. Hazardous Materials

The operation has the potential to impact the environment and occupational health and safety due to the production, procurement, use, and/or disposal of hazardous material, including organic and inorganic toxic substances, pesticides and persistent organic pollutants (POPs).

### B.11. Pollution Prevention and Abatement

The operation has the potential to pollute the environment (e.g. air, soil, water, greenhouse gases).

### B.14. Multiple Phase and Repeat Loans

The operation is a repeat or second phase loan.

### B.15. Co-financing Operations

The operation or any of its components is being co-financed.

### B.17. Procurement

Suitable safeguard provisions for the procurement of goods and services in Bank financed operation will be incorporated into project-specific loan agreements, operating regulations and bidding documents, as appropriate, to ensure environmentally responsible procurement.

### B.2 Country Laws and Regulations

The operation is in compliance with laws and regulations of the country regarding specific women's rights, the environment, gender and indigenous peoples (including national obligations established under ratified multilateral environmental agreements).

### B.3 Screening and Classification

The operation (including associated facilities) is screened and classified according to its potential environmental impacts.

### B.4 Other Risk Factors

The borrower/executing agency exhibits weak institutional capacity for managing environmental and social issues.

### B.5 Environmental Assessment Requirements

An environmental assessment is required.

### B.6 Consultations

Consultations with affected parties will be performed equitably and inclusively with the views of all stakeholders taken into account, including in particular: (a) equal participation by women and men, (b) socio-culturally appropriate participation of indigenous peoples and (c) mechanisms for equitable participation by vulnerable groups.



## Safeguard Policy Filter Report

### B.7 Supervision and Compliance

The Bank will monitor the executing agency/borrower's compliance with all safeguard requirements stipulated in the loan agreement and project operating or credit regulations.

### Potential Safeguard Policy Items

[No potential issues identified]

### Recommended Actions

Operation has triggered 1 or more Policy Directives; please refer to appropriate Directive(s). Complete Project Classification Tool. Submit Safeguard Policy Filter Report, PP (or equivalent) and Safeguard Screening Form to ESR.

### Additional Comments

[No additional comments]



## Safeguard Screening Form

### Operation Information

Operation		
<b>HA-L1102 Support to the Education Reform</b>		
Environmental and Social Impact Category	High Risk Rating	
B	High Risk	
Country	Executing Agency	
HAITI	{Not Set}	
Organizational Unit	IDB Sector/Subsector	
Education	PRIMARY EDUCATION	
Team Leader	ESG Lead Specialist	
ANNE SOFIE WESTH OLSEN	{Not Set}	
Type of Operation	Original IDB Amount	% Disbursed
Loan Operation	\$0	0.000 %
Assessment Date	Author	
4 Apr 2016	ebrito ESG Specialist	
Operation Cycle Stage	Completion Date	
ERM (Estimated)	25 Apr 2016	
QRR (Estimated)	17 Jun 2016	
Board Approval (Estimated)	{Not Set}	
Safeguard Performance Rating		
{Not Set}		
Rationale		
{Not Set}		

### Operation Classification Summary

Overriden Rating	Overriden Justification
Comments	



## Safeguard Screening Form

### Conditions / Recommendations

Category "B" operations require an environmental analysis (see Environment Policy Guideline: Directive B.5 for Environmental Analysis requirements)

The Project Team must send to ESR the PP (or equivalent) containing the Environmental and Social Strategy (the requirements for an ESS are described in the Environment Policy Guideline: Directive B.3) as well as the Safeguard Policy Filter and Safeguard Screening Form Reports. These operations will normally require an environmental and/or social impact analysis, according to, and focusing on, the specific issues identified in the screening process, and an environmental and social management plan (ESMP). However, these operations should also establish safeguard, or monitoring requirements to address environmental and other risks (social, disaster, cultural, health and safety etc.) where necessary.

### Summary of Impacts / Risks and Potential Solutions

Generation of solid waste is [moderate](#) in volume, does not include [hazardous materials](#) and follows standards recognized by multilateral development banks.

**Solid Waste Management:** The borrower should monitor and report on waste reduction, management and disposal and may also need to develop a Waste Management Plan (which could be included in the ESMP). Effort should be placed on reducing and re-cycling solid wastes. Specifically (if applicable) in the case that national legislations have no provisions for the disposal and destruction of hazardous materials, the applicable procedures established within the Rotterdam Convention, the Stockholm Convention, the Basel Convention, the WHO List on Banned Pesticides, and the Pollution Prevention and Abatement Handbook (PPAH), should be taken into consideration.

Likely to have [minor](#) to [moderate](#) emission or discharges that would negatively affect [ambient environmental conditions](#).



## Safeguard Screening Form

**Management of Ambient Environmental Conditions:** The borrower should be required to prepare an action plan (and include it in the ESMP) that indicates how risks and impacts to ambient environmental conditions can be managed and mitigated consistent with relevant national and/or international standards. The borrower should (a) consider a number of factors, including the finite assimilative capacity of the environment, existing and future land use, existing ambient conditions, the project's proximity to ecologically sensitive or protected areas, and the potential for cumulative impacts with uncertain and irreversible consequences; and (b) promote strategies that avoid or, where avoidance is not feasible, minimize or reduce the release of pollutants, including strategies that contribute to the improvement of ambient conditions when the project has the potential to constitute a significant source of emissions in an already degraded area. The plan should be subject to review by qualified independent experts. Depending on the financial product, this information should be referenced in appropriate legal documentation (covenants, conditions of disbursement, etc.).

Project construction activities are likely to lead to localized and temporary impacts (such as dust, noise, traffic etc) that will affect local communities and [workers](#) but these are [minor](#) to [moderate](#) in nature.

**Construction:** The borrower should demonstrate how the construction impacts will be mitigated. Appropriate management plans and procedures should be incorporated into the ESMP. Review of implementation as well as reporting on the plan should be part of the legal documentation (covenants, conditions of disbursement, etc).

Safety issues associated with structural elements of the project (e.g. dams, public buildings etc), or road transport activities (heavy vehicle movement, transport of [hazardous materials](#), etc.) exist which could result in [moderate](#) health and safety [risks](#) to local communities.

**Address Community Health Risks:** The borrower should be required to provide a plan for managing risks which could be part of the ESMP; (including details of grievances and any independent audits undertaken during the year). Compliance with the plan should be monitored and reported. Requirements for independent audits should be considered if there are questions over borrower commitment or potential outstanding community concerns.

The negative impacts from production, procurement and disposal of [hazardous materials](#) (excluding POPs unacceptable under the Stockholm Convention or toxic pesticides) are [minor](#) and will comply with relevant national legislation, [IDB requirements on hazardous material](#) and all applicable International Standards.

**Monitor hazardous materials use:** The borrower should document risks relating to use of hazardous materials and prepare a hazardous material management plan that indicates how hazardous materials will be managed (and community risks mitigated). This plan could be part of the ESMP.

The project is located in an area prone to [hurricanes](#) or other [tropical storms](#) and the likely severity of the impacts to the project is [moderate](#).



## Safeguard Screening Form

A Disaster Risk Assessment, that includes a Disaster Risk Management Plan (DRMP), may be necessary, depending on the complexity of the project and in cases where the vulnerability of a specific project component may compromise the whole operation. The DRMP should propose measures to manage or mitigate these risks to an acceptable level. The measures should consider both the risks to the project, and the potential for the project itself to exacerbate risks to people and the environment during construction and operation. The measures should include risk reduction (siting and engineering options), disaster risk preparedness and response (contingency planning, etc.), as well as financial protection (risk transfer, retention) for the project. They should also take into account the country's disaster alert and prevention system, general design standards and other related regulations.

The project is located in an area prone to [earthquakes](#) and the likely severity of impacts to the project is [moderate](#).

A Disaster Risk Assessment, that includes a Disaster Risk Management Plan (DRMP), may be necessary, depending on the complexity of the project and in cases where the vulnerability of a specific project component may compromise the whole operation. The DRMP should propose measures to manage or mitigate these risks to an acceptable level. The measures should consider both the risks to the project, and the potential for the project itself to exacerbate risks to people and the environment during construction and operation. The measures should include risk reduction (siting and engineering options), disaster risk preparedness and response (contingency planning, etc.), as well as financial protection (risk transfer, retention) for the project. They should also take into account the country's disaster alert and prevention system, general seismic design standards and other related regulations.

### Disaster Risk Summary

Disaster Risk Level

**Moderate**

Disaster / Recommendations



## Safeguard Screening Form

The reports of the Safeguard Screening Form (i.e., of the Safeguards Policy Filter and the Safeguard Classification) constitute the Disaster Risk Profile to be included in the Environmental and Social Strategy (ESS). The Project Team must send the PP (or equivalent) containing the ESS to the ESR.

The Borrower prepares a Disaster Risk Management Summary, based on pertinent information, focusing on the specific moderate disaster and climate risks associated with the project and the proposed risk management measures. Operations classified to involve moderate disaster risk do not require a full Disaster Risk Assessment (see Directive A-2 of the DRM Policy OP-704).

The Project Team examines and adopts the DRM summary. The team remits the project risk reduction proposals from the DRMP to the engineering review by the sector expert or the independent engineer during project analysis or due diligence, and the financial protection proposals to the insurance review (if this is performed). The potential exacerbation of risks for the environment and population and the proposed risk preparedness or mitigation measures are included in the Environmental and Social Management Report (ESMR), and are reviewed by the ESG expert or environmental consultant. The results of these analyses are reflected in the general risk analysis for the project. Regarding the project implementation, monitoring and evaluation phases, the project team identifies and supervises the DRM approaches being applied by the project executing agency.

Climate change adaptation specialists in INE/CCS may be consulted for information regarding the influence of climate change on existing and new natural hazard risks. If the project requires modification or adjustments to increase its resilience to climate change, consider (i) the possibility of classification as an adaptation project and (ii) additional financing options. Please consult the INE/CCS adaptation group for guidance.

### Disaster Summary

#### Details

The project is classified as moderate disaster risk because of the likely impact of at least one of the natural hazards is average.

#### Actions

Operation has triggered 1 or more Policy Directives; please refer to appropriate Directive(s). Complete Project Classification Tool. Submit Safeguard Policy Filter Report, PP (or equivalent) and Safeguard Screening Form to ESR.



## ENVIRONMENT AND SOCIAL SAFEGUARDS STRATEGY (ESS)

### HA-L1102

#### I. PROJECT DESCRIPTION

- 1.1 This operation is the fifth education operation financed by IDB after the 2010 earthquake as part of its US\$250 million commitment to support education reform in Haiti. The operation builds upon the achievements and lessons learned from previous projects, aiming at continuing and consolidating the Bank's experience in the sector while responding to new realities and priorities of the Government of Haiti (GoH) six years after the earthquake.
- 1.2 Specifically, this operation will finance mainly (65%) institutional strengthening and education planning, management and quality assurance systems and activities of the Ministry of Education and Professional Training (MENFP). However, approximately 15% of the program will partially finance the construction of the new MENFP building in Port-au-Prince (US\$ 5.0 million)<sup>1</sup>. Given that the potential environmental and social impacts of this component are likely to be localized in an urban area, and of small to moderate magnitude and significance, the operation is classified as Category B.
- 1.3 The Project is structured around three (3) components, of which only the second component includes construction works: Component 1: Improving access to quality education (US\$ 15.0 million): Support for the MENFP in establishing a Quality Assurance System in schools based on: (i) achievement of infrastructure standards<sup>2</sup>, (ii) better school management, and (iii) improving student learning. In particular, a school improved model will be applied to selected public and non-public schools located in poor communities in Northern Haiti, including the 27 schools constructed under previous operations<sup>3</sup>. In school districts lacking a public school, a short- to medium-term strategy for ensuring access to education will be to support financing of non-public schools under the same model. This model includes improved water and sanitation solutions that were developed with support from an IDB consultant specifically hired for that purpose.<sup>4</sup> Finally, the role of parents and community involvement in ensuring oversight will also be introduced; Component 2: Education sector management and planning (US\$ 10.0 million): This component includes US\$3.0 million for institutional strengthening of selected Regional Directorates and US\$5 million for the new building of the MENFP. The decentralized directions of MENFP (Departmental Directorates of Education – DDEs) will be reinforced and restructured as part of the project in order to play a more important role in data collection and oversight mechanisms to feed into improving governance procedures at the central level. MENFP will in particular strengthen school planning through improving the data and information system and

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<sup>1</sup> The former building fell down during the earthquake and since then the Ministry has been functioning out of containers. According to the revised project presented and approved by MENFP in January 2016, the building amounts to US\$ 11.5 million. The initial amount of US\$ 4.6 million planned under the previous operations no longer corresponds to the current needs and vision of MENFP. The additional funds required will be covered by ongoing operations.

<sup>2</sup> As a result of the work of an inter-ministerial commission, the MENFP approved new construction standards for schools in 2013 and 2014 that are designed to be earthquake and hurricane resilient. ([http://menfp.gouv.ht/normes\\_en\\_matiere\\_d\\_infrastructures.html](http://menfp.gouv.ht/normes_en_matiere_d_infrastructures.html)),

<sup>3</sup> The World Bank, in its upcoming project, will also finance the same model as those recently constructed IDB schools in Southern Haiti.

<sup>4</sup> This operation will finance minor improvements to the infrastructure needed for the functioning (operation) of the schools, such as waste bins, planting of trees to reduce heat levels inside the schools, and other soft elements.

management tools developed as part of the recent school mapping<sup>5</sup>; and Component 3: Project Management, Monitoring and Evaluation (US\$ 3.0 million): This component will finance the costs of implementing the Project, as well as monitoring and evaluation costs, including supervision of the Environmental and Social Management Plan (ESMP) for construction of the MENFP. As an integral part of the evaluation approach for the Project, this component will finance studies, data collection and evaluations of all components. The component will also finance goods, rental space, training and operating costs of the implementing agency.

- 1.4 The Executing Units (EU) for this operation will be the Ministry of Education's *Unité de Coordination du Projet* (UCP-MENFP), as well as Education Pour Tous (EPT), whereas the infrastructure component will be managed by UTE (*Unité Technique d'Exécution*) of the Ministry of Finance, which manages the latest operations (2863/GR-HA and 3355/GR-HA).

## II. INSTITUTIONAL AND REGULATORY CONTEXT

- 2.1 The principal legislation on the Haitian legal framework for environmental management is the National Decree on Environmental Management of October 12, 2005 (*Décret sur la Gestion de l'Environnement et de la Régulation de la Conduite des Citoyens et Citoyennes pour un Développement Durable*) that define the institutional framework and the policy mechanisms and instruments for environmental management in the country, including Environmental Impact Assessment (EIA) for all projects likely to have environmental impacts, as well as public disclosure of its findings. The Decree N 199/PRG/SGG/89 codifies requirements for conducting an EIA, but it is unclear whether one will be required for building the MENFP infrastructure, as the decree does not include a detailed categorization of subprojects that would require an EIA. Nevertheless, to ensure compliance with Bank policies, the UTE will require an Environmental Assessment (EA) and ESMP for the new MENFP building<sup>6</sup>, in accordance with Operational Directive B.5 of OP-703 (Policy on Environment and Safeguards Compliance).
- 2.2 The Haitian National Building Code (CNBH), issued in 2012 by the Ministry of Public Works, is the reference for all construction in Haiti. The CNBH is based on the most common norms, in order of importance: American norms (American Society of Civil Engineers), Canadian norms and Eurocode. Also relevant to the operation is the Haitian Work Code (Code du Travail) that establishes protections for construction workers.
- 2.3 The Project will also be compliant with applicable IDB environmental and social policies:
- (i) OP-703: B.1 (Bank Policies) considering that the project will follow all environmental and social Bank policies; B.2 (Country Laws), considering that the Project will be designed to comply with Haitian local laws; B.3 (Screening and Classification), taking into account that the Project was screened and classified as Category B; B.4 (Other Risks), given that the Executing Agency has a specific environmental unit for implementing the EA and supervision requirements for the new MENFP building; B.5 (Environmental Assessment), by requesting an EA and ESMP for the new MENFP building; B.6 (Consultations) considering that consultations on the ESMP for the construction of the MENFP building will be held with the surrounding communities prior to starting construction;

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<sup>5</sup> Financed as part of 2464/GR-HA and 2643/GR-HA and now available on the website MENFP ([www.menfp.gouv.ht/cartographie-scolaire.html](http://www.menfp.gouv.ht/cartographie-scolaire.html))

<sup>6</sup> The new3 MENFP building is the only component that involves medium scale construction activities.

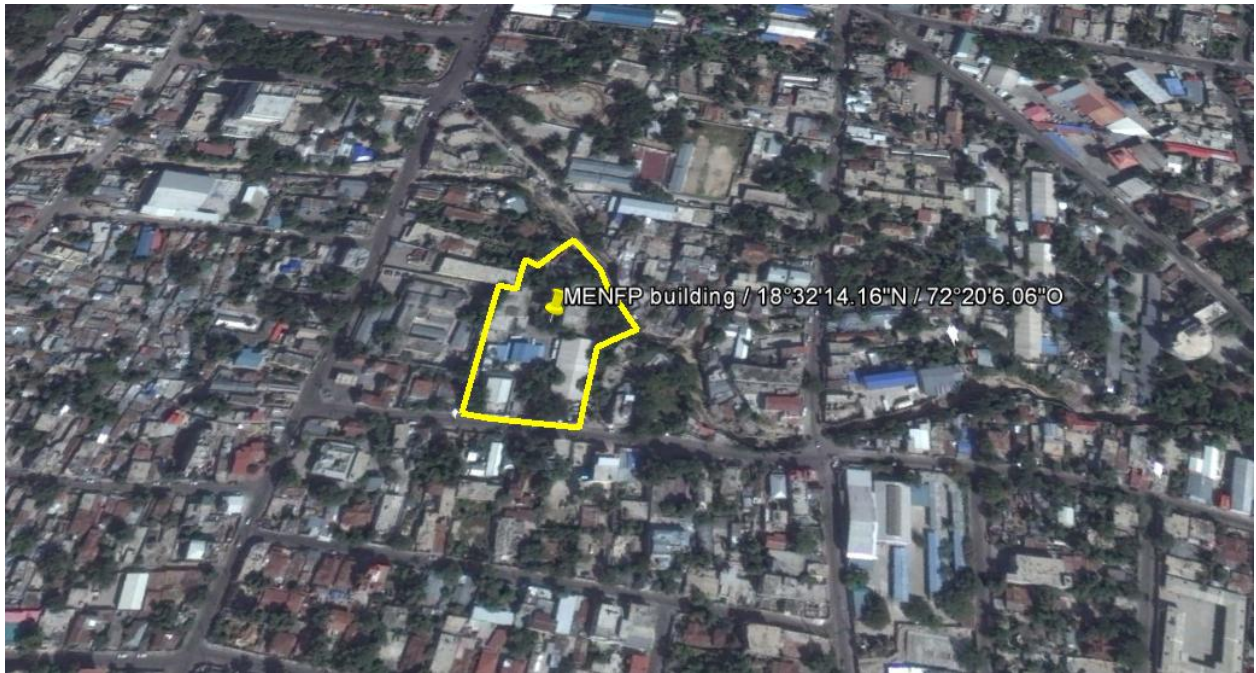
B.7 (Supervision and Compliance), with a designated environmental and social specialist at the Executing Agency responsible for the supervision of the construction activities (the UTE); B.10 (Hazardous Materials), given that the Bank will require and enforce an ESMP for the construction of the MENFP building; B.11 (Pollution Prevention and Abatement), though design and implementation of specific ESMP for the construction, where all measures required to avoid or reduce pollution will be specified; B.14 (Multiple Phases and Repeat Loans), taking into account that any non-conformities within previous operations will be addressed under the applicable operation, given that they are still being executed; B.15, given that the portion that is co-financed does not require environmental assessment processes; and B.17, given that suitable safeguards provisions will be applied to the procurement of goods and services in the Bank's financed operations.

- (ii) OP-704 - Disaster Risk Management Policy, through incorporation of the most prevalent natural disasters risks (earthquakes, hurricanes, landslides, and flooding) into the EA and ESMP of the MNFP building, adopting appropriate mitigation measures in its design and construction. In addition, the Executing Agency will, directly or through competent third parties, ensure it is designed to withstand the prevalent natural risks and to be climate and energy efficient, to the extent possible and practical.
- (iii) OP-761- Operational Policy on Gender Equality in Development, by promoting, as much as possible and practical, gender equality and the empowerment on women through education, while also taking into account specific gender needs of both men and women, and by disaggregating the project beneficiaries by sex.
- (iv) OP-102 – Access to Information Policy, through ensuring that all project documents are disclosed, in accordance with the Policy requirements.

### **III. ENVIRONMENTAL AND SOCIAL SETTING AND CONTEXT**

- 3.1 This section highlights only those aspects that are most relevant to the operation. Haiti occupies the western half of the island of Hispaniola, shared with its eastern neighbor, the Dominican Republic. Port-au-Prince, the capital of Haiti, is home to approximately 39% of the country's growing population of 9.8 million. Haiti has the highest hurricane risk index of the small, developing island states. In 2008, Haiti was impacted by four successive hurricanes. Haiti is also located in a seismically active zone, with major earthquakes occurring in 1751, 1771, 1842, 1887, 1904, 1946, and most recently in 2010. Four fault lines capable of producing high magnitude shocks cross its territory. The recurrence interval is estimated at 150-200 years, with the country's capital and biggest town, Port-au-Prince, situated directly on fault lines.
- 3.2 The MENFP building will be built in the urban area of Port-au-Prince, at the same location of the old building, which was destroyed by the 2010 earthquake (Figure 1).

**Figure 1 - Image of the location of the MENFP where the new edification will be built.**



#### **IV. IMPACTS RISKS AND CONTROL MEASURES**

- 4.1 Considering that the majority of the components of the operation will be of an institutional nature, the principal environmental and social impacts will be largely positive, mainly on better quality of education and increased access to school for poor girls and boys.
- 4.2 Nevertheless, minor to moderate negative environmental, social impacts and health and safety impacts will be associated with the construction of the new building for the MENFP. In spite of being located in an urban area intensely occupied, the construction of medium-size building (3 stories) will have the potential for some moderate impacts, in particular: potential soil erosion; limited amounts of waste and hazardous wastes, such as used oil and lubricants, leading to potential contamination of soil and surface and groundwater; noise and dust affecting surrounding communities; risks of accidents due to conflicts between pedestrian and vehicular traffics, including heavy load trucks; and inadequate labour conditions, resulting in work-related accidents.
- 4.3 These impacts are fairly standard and can be adequately mitigated with implementation by the construction contractor of appropriate environmental, social, and health and safety (ESHS) management systems and procedures, and adequate supervision by the UTE. Since the previous operation, the Bank is supporting the UTE's Environmental and Social Unit with an additional environmental and social specialist. In addition, the Bank has retained an engineer to review geotechnical and seismic resistant structures for the Bank-financed infrastructures.

#### **V. ENVIRONMENTAL STRATEGY FOR ANALYSIS**

- 5.1 The analysis of the proposed operation will focus on two principal elements: (i) gender equality opportunities; and (ii) the new MENFP building. The specific activities will include:

- (i) Identify opportunities to promote gender equality, together with an ESG Gender Specialist.
  - (ii) Assess project compliance status with the applicable country (national, provincial, municipal, local) environmental, social, and health and safety regulatory requirements (e.g. laws, regulations, standards, permits, authorizations, applicable international treaties/conventions, etc.), project-specific legal requirements (e.g. concession contract, etc.), and any applicable Bank environmental and social policy or guideline.
  - (iii) Prepare a Disaster Risk Assessment (DRA) and review the proposed project for the MENFP building (if available during analysis mission) to confirm it complies with local legislation and that the engineering designs adequately address the risks related to natural disasters. If the DRA is not available, procedures will be put in place for the Bank to review it prior to the Non Objection for bidding the construction.
  - (iv) Review, to the extent it is available<sup>7</sup>, the EA and ESMP of the MENFP project, to ensure adequate environmental and social mitigation measures and monitoring, in terms of their completeness, sufficiency of detail, feasibility, cost, definition of responsibility, schedule, and quality control. If the EA and ESMP are not available during the analysis mission, procedures will be put in place for the Bank to ensure that the UTE requires it and includes the ESMP as part of the bidding documents for the construction of the building.<sup>8</sup>
  - (v) Define key performance ESHS indicators to verify performance of the construction of the MENFP, and the gender equality opportunities.
  - (vi) Review the project-related information disclosure and public consultation activities that have been performed in relation to the MENFP building<sup>9</sup> and the proposed engagement with the surrounding communities during the construction phase.
  - (vii) Propose the ESHS procedures that must be incorporated into the Project's Grant Agreement as well as its Operational Manual to ensure proper implementation of ESHS requirements, including monitoring/supervision for the MENFP building.
- 5.2 The results of the analysis will be consolidated in the Environmental and Social Management Report (ESMR).

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<sup>7</sup> The construction of the MENFP building is part of the 2863/GR-HA. The current operation (HA-L1102) will only complement the amount of resources needed.

<sup>8</sup> Considering that the construction of the MENFP building is part of the 2863/GR-HA, and that the current operation (HA-L1102) will only complement the amount of resources needed, the EA and ESMP were required as part of the 2863/GR-HA. However, regardless of the operation number, the Bank will verify that the construction will not be bided out without an EA and ESMP.

<sup>9</sup> The disclosure and consultation activities might have been performed under the 2863/GR-HA. The Bank will verify it.

**INDEX OF COMPLETED AND PROPOSED SECTOR WORK  
HA-L1102**

Issues	Description	Dates	IDBDOC#
<b>Technical options and design</b>	National Evaluation of student learning	Complete	<a href="#">40195852</a>
	Quality Assurance System tools	Complete	<a href="#">40198298</a> <a href="#">40198390</a> <a href="#">40198292</a> <a href="#">40198294</a>
	Process Evaluation of tuition waiver program	Complete	<a href="#">38864633</a>
	IDB post-earthquake education Program in Haiti: Mid-term Evaluation Report.	Complete	<a href="#">38877864</a>
	Early childhood development Policy/ strategy.	Complete	<a href="#">38890806</a>
	Analysis of situation of Early Childhood	Complete	<a href="#">40195844</a>
	ICT proposals for MENFP's Management Information System.	Complete	<a href="#">37845680</a> <a href="#">38878090</a>
	School Mapping (terms of reference) <a href="http://menfp.gouv.ht/Cartographie-scolaire.html">http://menfp.gouv.ht/Cartographie-scolaire.html</a>	Complete	<a href="#">40198411</a>
	School planning and diagnostic of public school infrastructure. Preliminary study to propose a methodology to elaborate pilot local school planning on selected municipalities with the scope of reinforcing the MENFP at central and departmental levels as well as to assess the infrastructure needs, through the reinforcement of the engineering units at Departmental level, as complementary data for school planning and database for future rehabilitation program (Terms of reference).	September 2016	<a href="#">40215733</a>
<b>Analysis of cost and economic viability</b>	Conduct required cost-benefit analysis of the project	July 2016	
<b>Financial management/fiduciary</b>	Assessment of procurement capacity completed	August 2016	

Issues	Description	Dates	IDBDOC#
<b>issues and control environment</b>	Fiduciary management capacity of DDE's as well as MENFP and other executing agencies	September 2016	
<b>Data collection and analysis for reporting on results</b>	Parent Surveys and studies on school choice in Haiti (TC abstract).	September 2016	
	Pilot and improvement of QAS along with elaboration of baseline pilot. Beyond the data provided through the Quality Assurance system, this is based on information provided via school survey, school mapping, phone surveys, inspectors' reports and other data available combined with qualitative research and field visits. 7 schools are situated in the Nord, 7 in Nord-Est and 13 in Nord-West; this presents a total of 27 schools.	September 2016	HA-T1223
	Baseline of non-public schools participating in the program. This is based on an elaborated methodology including school mapping, EPT data and school results on national evaluations and exams (Draft)	September 2016	<a href="#">40215748</a>
<b>Institutional analysis/personnel, procedures other aspects of implementation capacity</b>	Institutional diagnostic in terms of planning and school construction	Complete	<a href="#">40195833</a>
	Evaluation of institutional capacity of Direction of Administrative Affairs (DAA)	Complete	<a href="#">40195833</a>
	Audit of Human Resources Direction (DRH) at the central and local level	Complete	<a href="#">40196061</a>
	Management manual for Departmental Directions (DDE)	Complete	<a href="#">40198284</a>
	Capacity building and local governance in the education sector (UNICEF)	Complete	<a href="#">40198265</a>
	Assessment of technical and institutional capacity in selected DDE's, including their connected Zone Inspection Offices (BIZ) and School District Offices (BDS). This would include an assessment of EFACAPs and school network assessment around selected public schools	June 2016	
	Various studies will be required prior to implementing reorganizations in several important sectors: 1) Ministry's staffing as well as budget preparation, especially in DDE's, 2) organizational protocol (Manuals and procedures) and 3) organizational structures of the Ministry's Headquarters and 10 deconcentrated directions	September 2016	
<b>Social and environmental</b>	Social and Environmental Strategy developed by ESG as part of project preparation	June 2016	<a href="#">40215765</a>

Issues	Description	Dates	IDBDOC#
safeguards			
Other key issues, such as donors, gender, sustainability, country/sector issues	Haitian Education Plan 2010-2015	Complete	<a href="#">37093635</a>
	Priority Intervention Plan for Education (PIPE) 2013 - 2016; an updated Plan Operationnel for the education sector that was prepared by Global Partnership for Education and MENPF	Complete	<a href="#">38878060</a>
	Evaluation of implementation of the Operational Plan (2010-2015)	Complete	<a href="#">40195913</a>



CONFIDENTIAL

<sup>1</sup> The information contained in this Annex is confidential and will not be disclosed. This is in accordance with the "Deliberative Information" exception referred to in paragraph 4.1 (g) of the Access to Information Policy (GN-1831-28) at the Inter-American Development Bank.