

## PROJECT PROFILE

### HAITI

#### I. BASIC DATA

<b>Project name:</b>	Support to Reconstruction of Education Infrastructure	
<b>Project number:</b>	HA-L1040	
<b>Project team:</b>	Sophie Makonnen (EDU/CHA), Team Leader; Carlos Gargiulo and Claudia Cox (SCL/EDU); and Rosina De Souza (LEG/SGO)	
<b>Borrower:</b>	Government of Haiti (GOH)	
<b>Executing agency:</b>	Social and Economical Assistance Fund	
<b>Financing plan:</b>	IDB (FSO):	US\$20,000,000
	Local:	US\$0
	Total:	US\$20,000,000
<b>Safeguards:</b>	Policies triggered:	N/A
	Proposed Classification:	B

#### II. GENERAL JUSTIFICATION AND OBJECTIVES

- 2.1 **Education in Haiti: Access to education and in particular to public education is limited but demand is high.** Of 15,664 primary schools identified in the last available education census (2002-2003), only 1,941 are public schools: 1,240 are national schools (under the Ministry of Education) and 701 are communal schools (schools supported by communal authorities i.e. municipalities); the non public sector schools represent 88% of the total. Children enrolled in primary non-public schools represent 78.4% of the student population. Schooling at six years old is not something that happens systematically in Haiti. The population of children ages 6 to 11 years old who are in schools totals about 70% of the school-age population. The Net Enrollment Rate (NER) goes up within this age group, increasing as the children get older. Indeed, NER is 35% at age six and goes up to 75% at 11 years old. This is an indication of difficult access to education, either because of long walking distance required to get to school or inability of families to pay for the cost of education since most schools are not public. Although precise data is not available (data from 2008 school census is being processed and will be available at the earliest by May 2009), it is generally known and accepted that the Haitian school plant is in very poor conditions. The high number of primary schools is not an indication of absorption capacity of the system since 52% of schools has less than 100 students; they are more an indication of the social demand for education and the low capacity of the State to provide education services to its population. Indeed, a 71% NER and 127% Gross Enrollment Rate (GER) in primary school are not the result of State expenses in the sector, they are mostly due to the commitment of Haitian parents to the education of their children. Still, it is estimated that half a million children do not attend school. High GER is mainly caused by over aged students in the system. It is

estimated that 1.5 million students representing 72% of the population in primary schools are two or more years behind according to their school age. This issue also addresses the question of total seats that would be available for the 6-12 age group if there were less over-aged students in primary school.

- 2.2 Given the strong relation between an enabling learning environment and student achievement in disadvantage settings, investments in school rehabilitation, expansion and new building are essential in Haiti. Provision of quality facilities is a factor determinant of education outcomes. Indeed, research suggests that minimum basic quality of school buildings matters significantly for learning achievement.<sup>1</sup> Therefore investment in improving quality of schools will contribute to education outcomes. However, this relation does not take into consideration the fact that school design and building are also conditioned by the proneness to natural hazards of a given region or country. This in turn may impact construction costs.
- 2.3 **During 2008, the country was hit by a series of external shocks.** First, the increase of world food prices caused riots in April 2008 which led to the fall of the government. Five months later, the new government was just about to be settled when four major storms hit in three weeks (tropical storm Fay, August 15<sup>th</sup>; hurricanes Gustav, August 26<sup>th</sup>; Hanna, September 2<sup>nd</sup>; and Ike, September 7<sup>th</sup>) causing flooding and destruction of infrastructure throughout the country. This had a negative impact on an already fragile school plant in which a large number of its schools were already in a state of disrepair. Ministry of Education (*Ministère de l'Éducation Nationale et de la Formation Professionnelle* – MENFP) reports that 964 schools have been damaged among which 122 need to be completely rebuild and 842 need repairs. Two schools collapsed in the Port-au-Prince vicinity in November 2008 killing nearly 100 students and injuring more than 150. These events revealed the fragility of many of the education facilities who are more often then not built without GOH oversight putting safety of students at risk.
- 2.4 The Bank's strategy in Haiti is consistent with the country's Poverty Reduction Strategy Paper (PRSP) and has three objectives: (i) strengthen the underlying foundation for economic growth; (ii) improve access to and coverage of basic services among which education; and (iii) strengthen governance and build the institutional capacity of GOH. The proposed operation will respond to the objective of improving access and coverage of basic education services by providing quality education facilities. Given the state of the Haitian school plant and level of destruction sustained with the last hurricane season, investments in school infrastructure are part of the equation to improve education quality in Haiti. The importance of this part of the equation is due to the lack of resources in schools. Nevertheless other type of factors as provision of textbooks, teacher training are also key and will be addressed in the next education program the Bank will be preparing for 2010 (HA-L1033).

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<sup>1</sup> Determinants of Primary Education Outcomes in Developing Countries, World Bank, 2004.

- 2.5 **The Program's objective is to improve education supply.** This will be achieved by improving the infrastructure, furniture and learning materials of existing public schools, providing a safe and enabling environment for teaching/learning process. By improving school infrastructure, the Program will not only enhance significantly the quality of school buildings; it will also provide new student places, therefore increase access. Increase in public supply of education will be possible since new facilities will be able to offer all six grades of basic education while providing required space per student. Increasing the supply of public education in a given community will lessen the burden for families who will not have to turn to private schools to educate their children and/or will simply provide accessibility to public education services. In support of this objective, Program activities will consist in: (i) repairs or replacement of existing public schools. Schools will have at least six classes, minimal office space for principals and teaching staff, a refectory, sanitation and water facilities. Works that will improve functioning of schools and access to education such as fences and housing for teachers, among others will also be eligible works under this grant; (ii) support to school facilities in order to provide all participating schools with sufficient furniture, that will contribute to better learning outcomes, ensure clean and safe water, training in hygiene practices and in maintenance; (iii) pilot on Public-Private Partnerships to explore new ways to share responsibilities to provide education; and (iv) support the on-going process of FAES's institutional development and decentralization an important factor in a setting where weakness in managerial skills is widespread in the public system.
- 2.6 **The Social and Economic Assistance Fund (FAES).** Since 1995, most school infrastructure financed by the Bank in Haiti has been done through FAES. The Bank has contributed to the construction; reconstruction (replacement) and repair of 331 schools through four operations (see Table II-1).

**Table II-1: Bank's operation with FAES**

Operation	Start date	End date	Million US\$
FAES I – Loan 854/SF-HA	2/16/1995	8/31/1999	12.4
FAES II – Loan 983/SF-HA <sup>2</sup>	12/19/1996	7/15/2005	27.0
Local Development Program – Loan 1491/SF-HA	12/10/2003	6/30/2009	65.0
Basic Education Project - Loan 1016/SF-HA and 750 P <sup>3</sup>	01/11/2001	4/30/2009	9.0
<b>Total</b>			<b><u>113.4</u></b>

- 2.7 FAES is a government institution under the Ministry of Finance created in 1990 by presidential decree. The social fund's mission is to finance social projects in order to improve, in a sustainable manner, the living conditions of poor populations in rural and marginal urban areas. FAES intervenes in the sectors of education, health, nutrition, sanitation, drinking water, agriculture and transport. FAES has a strong track record executing small-scale social infrastructure and agricultural projects, even under challenging political and security conditions and

<sup>2</sup> This operation was affected by the suspension of disbursement between September 2001 and July 2003. It is to be noted that 90% of the loan had already been disbursed by 2001.

<sup>3</sup> This school infrastructure component of the Basic Education Project (Loan 1016/SF-HA) and the parallel financing from OPEC (Organization of the Petroleum Exporting Countries) – Loan 750P dedicated solely to school infrastructure were executed by FAES.

experience in coordinating services with different line ministries. One third of FAES's funding from the Bank has been dedicated to school repair or building and 65% of these funds were spent between 2004 and 2009. FAES also implements programs funded by the GOH as by other agencies, such as the German Development Bank (KFW) and International Fund for Agricultural Development (IFAD). Following the extensive damages done by the hurricanes in 2008, World Bank responded by preparing a new operation estimated at US\$5 million targeted at school infrastructure in two Departments and scheduled to begin in May 2009. All sources of funding included, FAES's expenditure have grown from US\$2.3 million in 2004 to US\$27.3 million per year in 2008.

**Table II-2: Disbursement per Haitian fiscal year and all funding source US\$**

	2004	2005	2006	2007	2008	2004 - 2008
<b>TOTAL</b>	<b>2,293,315</b>	<b>13,155,460</b>	<b>15,339,129</b>	<b>21,882,727</b>	<b>27,315,332</b>	<b>79,985,962</b>

### III. TECHNICAL ISSUES AND SECTOR KNOWLEDGE

3.1 **Targeting.** The nature of the Programs is such that quantities and location of work involved can't be precisely defined in advance. Nevertheless, the following guidelines can be established: (i) the Program will target at least 50 schools. Eligible schools will be already existing public schools in rural or poor urban settings needing substantial repairs or replacement because of damages sustained during last hurricane season as per the list established by MENFP in September 2008 or deemed unsafe and in bad shape by the last school census (done in 2008) and therefore at risk. Schools in Departments already covered by other programs implemented by FAES (emergency program financed by GOH through Petrocaribe funds and World Bank program on emergency school reconstruction) will not be part of the eligibility list; (ii) next steps will consist of site visits with MENFP and in particular with the civil engineering unit (*Direction du Génie Scolaire* – DGS). Sites visits will allow for screening with further criteria as enrollment rate, number of public schools in the catchment area and vulnerability of region. Tools for this step of screening will be developed during the eligibility phase and will be approved by the Bank before their use. They will also be introduced in FAES's operation manual; and (iii) at this point of the selection process risk analysis will be done to confirm eligibility of the site.

3.2 **Natural hazard resistant building codes and dissemination of lessons learned.** Haiti being in a tropical cyclone-prone area, sturdiness of infrastructure is necessary to ensure their resistance to withstand tropical storms and hurricanes and all their associated hazards like flooding and mud slides. FAES throughout the years has improved and perfected new schools buildings using regionally and internationally approved building standards for its civil works activities. None of the schools financed through FAES have suffered any significant damage following the hurricanes of August and September 2008. The Program will build upon FAES's experience with past operations to promote and disseminate best practices regarding school building to influence and shape policy regarding school construction. This operation will provide an opportunity for FAES to further

explore the use of natural hazard resistant building standards and keep on promoting and disseminating lessons learned.

- 3.3 **Maintenance.** As a first step, this operation will provide support through training school directors and school management committees. The material will be developed with the participation of FAES, the constructors, the community, the municipality and MENFP. But as a general rule, the participation of the local population in school maintenance is a necessary condition although not sufficient on its own. Financial resources for maintenance must also be provided from other sources. Decentralization of funds down to the level of the individual school is necessary to achieve real participation by the local populations. Therefore, the involvement of municipalities in the case of communal schools and the departmental level of the MENFP in the case of national schools are key to ensure success of maintenance schemes. But, since the Education Departments and municipalities, which are responsible for daily operation of national and communal schools, do not yet have the resources or the capacity to contract, the Bank will look into the possibility of earmarking public funds for school maintenance through FAES's annual budget.
- 3.4 **Cost of school building.** Cost of construction in Haiti is perceived as high. Although the Bank has reviewed unit cost accepted and used by FAES and has found them to be reasonable for the Haitian construction market, for the purpose of this grant the Bank will undertake a thorough independent review of cost of schools done by FAES with the assistance of an independent consultant/engineer.

#### **IV. SAFEGUARDS AND FIDUCIARY ISSUES**

- 4.1 The operation will be mainly concentrating on building schools which are not considered large or complex works. The Program's net environmental and social impacts are likely to be positive for those communities which will benefit from better schools. According to the Safeguard Classification toolkit the project team has been classified as "B". An Environment and Social Strategy has been drafted.

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

- 5.1 Education Division (SCL/EDU) administrative funds will be used to carry out initial preparatory work. Approximately US\$35,000 of administrative resources will be needed to finance preparation of the operation. Distribution of the POD is expected by the last week of March 2009 (see Annex IV).

## SUPPORT TO RECONSTRUCTION OF EDUCATION INFRASTRUCTURE (HA-L1040)

### ANNEX II - SAFEGUARD SCREENING FORM

This Report provides a summary of the project classification process and is consistent with Safeguard Screening Form requirements. The printed Report should be attached as an annex to the Project Concept Document (or equivalent) (together with the Safeguard Policy Filter Report) and sent to ESR.

1. Save as a Word document. 2. Enter additional information in the spaces provided, where applicable. 3. Save new changes.

<b>PROJECT DETAILS</b>	<b>IDB Sector</b>	Education
	<b>Project Type</b>	Innovation Loan
	<b>Additional Operation Details</b>	
	<b>Country</b>	Haiti
	<b>Project Status</b>	New Operation
	<b>Investment Checklist</b>	Generic Checklist
	<b>Team Leader</b>	Sophie Makonnen
	<b>Project Title</b>	Support to Reconstruction of Education Infrastructure
	<b>Project Number</b>	HA-L1040
	<b>Safeguard Specialist(s)</b>	<i>To be completed by assessor</i>
	<b>Assessment Date</b>	2009-02-19
	<b>Assessment Number</b>	2009-02195620-2
	<b>Additional Comments</b>	

<b>PROJECT CLASSIFICATION SUMMARY</b>	<b>Project Category:</b> C	<b>Override Rating:</b> B	<b>Override Justification:</b> Reduce: further assessment confirms less impacts/lower risk
	<b>Conditions/Recommendations</b>	<p>• Category "B" operations normally require an environmental impact analysis (see Environment Policy Guideline: Directive B.5 for Environmental Analysis requirements).</p> <p>• 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.</p> <p>• The Project Team must send to ESR the PP or PCD (or similar) containing the E&amp;S Strategy (the requirements for an ESS are described in the Environment Policy Guideline: Directive B.3) plus the Safeguard Policy Filter and Screening Form Reports.</p> <p>• 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).</p> <p><i>Policy Directives can be accessed from the Resources tab on the Toolkit home page.</i></p>	

<b>SUMMARY OF IMPACTS/RISKS AND POTENTIAL SOLUTIONS</b>	<b>Identified Impacts/Risks</b>	<b>Potential Solutions</b>
	No issues identified	

<b>ASSESSOR DETAILS</b>	<b>Name of person who completed screening:</b>	<b>Date:</b>
	<b>Comments:</b>	

## SAFEGUARD POLICY FILTER REPORT

This Report provides guidance for project teams on safeguard policy triggers and should be attached as an annex to the Project Concept Document (or equivalent) together with the Safeguard Screening Form, and sent to ESR.

1. Save as a Word document. 2. Enter additional information in the spaces provided, where applicable. 3. Save new changes.

<b>PROJECT DETAILS</b>	<b>IDB Sector</b>	Education
	<b>Project Type</b>	Investment Loan
	<b>Additional Operation Details</b>	
	<b>Country</b>	Haiti
	<b>Project Status</b>	New Operation
	<b>Investment Checklist</b>	Generic Checklist
	<b>Team Leader</b>	Sophie Makonnen
	<b>Project Title</b>	Support to Reconstruction of Education Infrastructure
	<b>Project Number</b>	HA-L1040
	<b>Safeguard Specialist(s)</b>	<i>To be completed by assessor</i>
	<b>Assessment Date</b>	2009-02-19
	<b>Assessment Number</b>	2009-02193858-2
	<b>Additional Comments</b>	

<b>SAFEGUARD POLICY FILTER RESULTS</b>	<b>Project Type</b>	Investment Loan	
	<b>Safeguard Policy Items Identified (Yes)</b>	Activities to be financed in the project area are located within a geographical area or sector exposed to <a href="#">natural hazards (Type 1 Disaster Risk Scenario)</a> .	<a href="#">OP-704 A-2</a>
		An Environmental Assessment is going to be performed.	<a href="#">(B.05)</a>
		Consultations will be performed.	<a href="#">(B.06)</a>
	<b>Potential Safeguard Policy Items (?)</b>	No potential issues identified	
	<b>Recommended Action</b>	<p>Operation has triggered 1 or more Policy Directives; please refer to appropriate Directive(s). Complete Project Classification Tool. Submit Safeguard Policy Filter Report, PCD (or equivalent) and Safeguard Screening Form to ESR.</p> <p><i>Policy Directives can be accessed from the Resources tab on the Toolkit home page.</i></p>	



	<b>Additional Comments</b>	
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<b>ASSESSOR DETAILS</b>	<b>Name of person who completed screening:</b>	
	<b>Title</b>	
	<b>Date</b>	2009-02-19

**SUPPORT TO RECONSTRUCTION OF EDUCATION INFRASTRUCTURE  
(HA-L1040)**

**ANNEX III - ENVIRONMENT AND SOCIAL SAFEGUARD STRATEGY (ESS)**

- 1.1 The operation will be mainly concentrating on building schools which are not considered large or complex works. The Program's net social impacts are likely to be positive for those communities which will benefit from better schools and increase in public supply of education. Environmental impacts under the proposed Program are expected to be minimal and highly localized. Construction will be on existing sites to replace damaged buildings (repair, partial or full replacement) or on new sites if the school is found to be on locations that: do not belong to the Ministry of Education or the municipality; and are unsafe, insanitary or inappropriate in anyway deemed by the environmental assessment of the site.
- 1.2 There is no national building code in Haiti. Technical standards that are used are determined by the educational background of the engineers responsible for the design of projects. Most common norms are, in order of importance: French norms, American norms (American Society of Civil Engineers) and Canadian norms. The same situation prevails in the universities and tertiary institutions where future engineers and construction professionals are trained. FAES in order to ensure high level and uniform quality standards of all its civil works corrects this situation by having very detailed and precise specifications regarding works to be done.
- 1.3 Haiti does not have environmental and disaster risk management entities that regulate construction and rehabilitation. FAES has a strong track record in execution of small-scale social infrastructure. Since 1995, most school infrastructure financed by the Bank in Haiti has been done through FAES; the Bank has contributed to the building, replacement and repair of 331 schools through four operations executed by FAES. Even though most of these schools were already existing facilities and the original school locations were used, all sites were evaluated prior to design of project. **This evaluation consisted of three main steps: (i) meeting with the beneficiaries; (ii) evaluating the site and the amount of work needed; and (iii) validation with MENFP or Municipality.**
- 1.4 The number and severity of natural hazards are rising; the occurrence of the four hurricanes that hit Haiti in close succession is a reminder of the country's extreme vulnerability to frequent hydro-meteorological hazards, which stands to be further exacerbated because of climate change. The vulnerability to these hazards is increasing mainly due to environmental degradation and growing urbanization, accompanied by rapid increase of poorly built facilities because of lack of enforcement of building standards, uncontrolled use of land, overstretched services and high population densities. Faced with such a situation FAES will be proactive by including risk analysis in all steps of its project cycle. Given that the

project will include the construction and repair of schools in areas prone to Natural Disaster, it has been classified as category B. The POD will be sent to ESRNET with the Environmental and Social Management Report (IGAS) and Plan (ESMP) for standard review.

- 1.5 Although FAES has been doing thorough site assessments it recognizes the need to further strengthening its capacity. FAES has recruited an environmental engineer to set up an environmental division within the organization. **This will allow for the development of systematic tools for environmental and social appraisal.** These tools will aim to satisfy environmental and social safeguards of international organizations and will be in line with Haitian legislation on environmental risk management (January 2006 Presidential Decree on Environmental Management - *Décret sur la Gestion de l'Environnement et de la Régulation de la Conduite des Citoyens et Citoyennes pour un Développement Durable*). This is an on-going process that will allow FAES to **mainstream disaster risk analysis and reduction into their project cycle.**
- 1.6 The process followed by FAES will be the following:
  - a. **Community mobilization.** This phase will consist in meetings with the community and local authorities that will be benefiting from the project to ensure that all are in agreement with the request or the site selected for the project and explanation of next steps including risk analysis that will determine eligibility of the site and procurement procedures,
  - b. **Risk analysis.** FAES will have the principal responsibilities for implementing the environmental assessment process by introducing environmental and social review criteria in the planning and site evaluation process. FAES will review the site taking into consideration the following points: (i) impact of infrastructure on community; (ii) probability of natural hazards; (iii) appropriate buffer zones to water and other resources are respected; (iv) protected areas and/or habitat for endangered species are not affected; (v) appropriate water and sewerage systems suitable to the soil and water tables in the area are designed; and (vi) cultural and historical properties in the area are not adversely affected.
  - c. **Eligibility of sites.** At this point in the process FAES will accept the site without reservations because it will be considered safe or will accept the site by including mitigation measures that will necessarily be part of the future project funded by FAES. FAES may also refuse the **site** (if initial site is not acceptable, FAES will request community to find another one with appropriate characteristics) if deemed to risky and mitigation measures are not possible or to costly.
  - d. **Preparation of intervention.** FAES will proceed with engineering studies including soil analysis and topographical studies by FAES personnel or consultants depending on complexity of works; and

- e. **Validation** of study by line ministries and local government.
- 1.7 FAES will set up a permanent environment unit within the organization that will be responsible for reviewing procedure and ensure compliance with environmental and social safeguards. The existence and staffing of this unit will be a prior condition for full eligibility. FAES will be able to cover salary of at least one staff with grant funds that will be available through a special disbursement that will be made available to FAES in order to accelerate the completion of prior conditions as well as start-up of activities. It is to be noted that World Bank is preparing a five million dollar project on emergency school reconstruction; these funds will also support staffing of this unit.
- 1.8 **Impact on student attendance.** Construction will have no significant impact on student attendance for schools being built on new sites (full replacement). Schools extensions or partial replacements will add new classrooms to existing facilities but since they are not yet catering to the extra students, they will be able to absorb them at the end of the project; actual students won't be affected by works. For students attending schools being extended or partially replaced in other parts of the facility, safety measures will put in place during construction. This measure will be added to the contracts with engineering firms building the schools as a contractual obligation. For schools being built on new sites the question of attendance is not an issue because the school will keep on operating in its actual facility until the new school is ready. Lastly for schools that are being replaced using the original site, students will be sent to neighboring facilities for the duration of works. This issue will be discussed with school authorities, MENFP and municipal officials and communities prior to final selection of school and during public audition part of the social assessment done by FAES. Identification of safe temporary facilities for the children will be a prior condition for eligibility of schools.

**SUPPORT TO RECONSTRUCTION OF EDUCATION INFRASTRUCTURE  
(HA-L1040)**

**ANNEX IV - INDEX FOR COMPLETED AND PROPOSED SECTOR WORK**

Issues	Description	Expected dates	References & hyper links to technical files
Description of communal schools	Communal schools are under the responsibility of municipalities; they have received very little support throughout the years although they are financed by local government funds. If properly supported this type of school has the potential to improve the public education supply. Since very little is known of them, a short diagnostic of these schools will be undertaken	03/13/2009	
Cost of school construction	Cost of construction in Haiti is considered high. Although the Bank has reviewed unit cost submitted by FAES and has found them to be reasonable for the Haitian construction market, for the purpose of this grant the Bank will undertake a thorough independent review of cost of schools done by FAES with the assistance of an independent consultant/engineer.	03/06/2009	
Consultant for analysis of data from last school census	A consultant to analyze the data regarding infrastructure in the last census will be recruited. This will allow setting a valid base line.	03/13/2009	