



Concept Environmental and Social Review Summary

Concept Stage

(ESRS Concept Stage)

Date Prepared/Updated: 08/27/2021 | Report No: ESRSC02255



BASIC INFORMATION

A. Basic Project Data

Country	Region	Project ID	Parent Project ID (if any)
Uruguay	LATIN AMERICA AND CARIBBEAN	P176105	
Project Name	Strengthening Pedagogy and Governance in Uruguayan Public Schools Project		
Practice Area (Lead)	Financing Instrument	Estimated Appraisal Date	Estimated Board Date
Education	Investment Project Financing	9/30/2021	12/2/2021
Borrower(s)	Implementing Agency(ies)		
Ministerio de Economia y Finanzas	Administracion Nacional de Educacion Publica		

Proposed Development Objective

The Project’s Development Objective is to strengthen pedagogy and governance in the Borrower’s Expanded Learning Time schools.

Financing (in USD Million)	Amount
Total Project Cost	40.00

B. Is the project being prepared in a Situation of Urgent Need of Assistance or Capacity Constraints, as per Bank IPF Policy, para. 12?

No

C. Summary Description of Proposed Project [including overview of Country, Sectoral & Institutional Contexts and Relationship to CPF]

The proposed Project would seek to strengthen learning quality and equity by supporting the adaptation of schools in the country to a new expanded learning time school model. Expanded Learning Time (ELT) schools can foster the development of academic, digital, citizenship, and socioemotional skills in an equitable manner and should be better equipped to reengage students to successfully transition back to in-person learning, or continue to engage in virtual or hybrid learning during crises. By adapting, coordinating, and providing services for learning continuity, these schools will be prepared to face epidemiological crises, climate-related shocks, or more endemic crises stemming from socioeconomic disparities in the population.



The Project would support a new model of ELT schools through three key components: (i) strengthening pedagogy by realigning the curriculum and developing adequate pedagogical programs; (ii) strengthening governance by realigning the role of teachers, school directors, and other academic staff to support the new model and improve training programs and the hiring and school assignment processes; and (iii) improving school infrastructure and other complementary services to adequately support students and learning activities during extended school days. In combination, these activities would ensure that the additional instructional time that comes with the extension of the school day is used effectively and supports vulnerable students to strengthen their academic trajectories across primary and secondary education. To foster the strengthening and coordination of national institutions, the Project would include PBCs in Components 1, 2, and 3. The Project would also include a technical assistance component (Component 4) to support critical actions required for the achievement of the PBCs, as well as to support overall project management. Importantly, through strengthened pedagogy and governance in all grades, the Project would improve coordination between primary and secondary schools and tackle repetition in primary schools, repetition, and dropouts in the early years of secondary, and overall cumulative learning deficits.

D. Environmental and Social Overview

D.1. Detailed project location(s) and salient physical characteristics relevant to the E&S assessment [geographic, environmental, social]

The proposed Project will be implemented at the national level through the technical assistance to strengthen pedagogy and education governance under Components 1 and 2, as well as through the improvement of school infrastructure under Component 3.

In particular, Component 3 will support the maintenance, construction, and/or rehabilitation of infrastructure needed for ELT schools. The infrastructure would focus on being inclusive, flexible, climate-resilient, healthy, digitally connected, and student-centered. The location and scope of work at each site would be defined during implementation. Under Subcomponent 3.1, investments would support (i) studies to identify the infrastructure and maintenance services needed; (ii) the elaboration of guidelines for the design of the infrastructure works needed by schools, prioritizing energy-efficient facilities design and construction methods and climate-resilient; and (iii) the development and implementation of a preventive maintenance services program for all schools (this would include costs associated with goods, minor works, and operating costs for maintenance, as well as training on school maintenance management for school directors, to contribute to the long-term sustainability of investments in infrastructure).

Subcomponent 3.2 would support the civil works for construction and/or rehabilitation of school infrastructure as determined under Subcomponent 3.1. Infrastructure investments would include the adaptation of existing spaces in primary schools and may include the building of new spaces in secondary schools. Investments will be focused on schools located in vulnerable areas (poverty quintiles 1 and 2) in the first 2 years of the Project to guarantee the prioritization of students from underprivileged socioeconomic backgrounds.

Based on available information at this stage, infrastructure interventions are expected to be of small scale and highly localized, and will take place in already disturbed, man-modified land; in all cases, civil works would be implemented in urban or peri-urban zones, already transformed land, where natural habitats or environmentally sensitive areas are



not present. In addition, the Project would intervene in land fully owned by ANEP and where no displacement (economic or physical) is expected to occur.

D. 2. Borrower’s Institutional Capacity

The Project will be implemented by ANEP through the Project Implementation Unit (PIU, also referred to as Proyecto de Apoyo a la Escuela Pública Uruguaya – PAEPU). Thus, the implementation arrangements under the proposed Project would be the same as those for the ongoing Bank-financed project: Improving the Quality of Initial and Primary Education in Uruguay (P15977). ANEP would remain the key responsible agency, while PAEPU would continue to be entrusted with the implementation arrangements, including Project fiduciary and environmental and social management-related aspects. The proposed implementing agency and its PIU have a very strong track record in executing Bank financed operations. Since the mid-1990s, ANEP has implemented five education operations, all of which have been satisfactorily executed. The current operation has been rated “Satisfactory” in safeguards compliance throughout its implementation. For the new operation, social and environmental standards will continue to be managed by the qualified and experienced specialists within PAEPU, which has adequate resources and processes in place, and has demonstrated its capacity to screen, implement, monitor and report on environmental and social commitments as part of Bank-financed activities.

However, given that this will be the first project where ANEP’s and PAEPU’s teams implement the Environmental and Social Framework (ESF), an assessment will be carried out prior to appraisal to determine any additional actions needed to strengthen the Borrower’s capacity to meet the objectives of the Bank’s Environmental and Social Standards, which would be covered, as necessary, by Component 4 of the Project. The outcome of the Bank’s capacity assessment will be presented in the Appraisal ESRS.

II. SCREENING OF POTENTIAL ENVIRONMENTAL AND SOCIAL (ES) RISKS AND IMPACTS

A. Environmental and Social Risk Classification (ESRC) Moderate

Environmental Risk Rating Moderate

The Environmental risk has been determined as Moderate. Based on the available information, physical interventions expected under Component 3 consist of small scale and highly localized construction and/or rehabilitation of school infrastructure. Furthermore, the infrastructure design is expected to be universally accessible and inclusive, flexible, climate-resilient, healthy, digitally connected, and student-centered. Universal Design looks for ways to meet the needs of all people who wish to use it, regardless of their age, size, ability, ethnicity, race, income, class, sexuality, and gender identity. Other interventions associated with preventive maintenance are also foreseen under Component 3. In general, this type of minor civil works have the potential to generate environmental risks and adverse impacts, such as consumption of water and raw materials for civil works, generation of solid waste from residual construction materials, nuisance related to particulate material generation, vibration and noise, and health and safety risks for the workforce as well as for the school community when works take place jointly with the functioning of the school. These environmental risks and potential impacts are predictable and expected to be temporary and/or reversible, site-specific, low in magnitude and not expected to cause serious adverse effects to the environment by applying standard and accessible measures. In all cases, risks are expected to be easily mitigated in a predictable manner. In sum, planned investments are considered low-to-moderate risk activities from an environmental perspective, requiring attention to building standards, community health and

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safety, worker health and safety, debris and other construction wastes management risks, as well as the incorporation of pertinent ESS requirements into relevant technical assistance to be provided.

Social Risk Rating

Moderate

The Social Risk rating for the Project is Moderate. The Project is expected to have only positive impacts on all target populations, including vulnerable groups, and will have no negative social effects. The main social risks are associated with the potential exclusion of these groups from participating in the benefits of the Project. Uruguay is a regional leader in the path toward social inclusion. Sustained economic growth and redistributive policies have made it the most egalitarian country in Latin America. However, some groups like afro-descendants, persons with disabilities, and LGBTI+ still face unequal opportunities, lower accumulation of human capital and skills, and a lack of voice and agency to have their points of views and aspirations of development included in decision making. This translates into disadvantages in services like education, related to the quality -rather than to lack of access- which produce differentiated outcomes (for example, higher dropout rates, lower education achievements, etc). In this context, ANEP and PAEPU will need to assess the proposed ELT model, and the associated pedagogy, governance and infrastructure to ensure they are socially and gender inclusive. The Project will require the carrying out of a participatory approach. PAEPU is already implementing proactive beneficiary feedback and consultation processes associated to the infrastructure works that are being financed under the current Improving the Quality of Initial and Primary Education in Uruguay Project (P159771), where the broad school community can participate not only during each sub-project preparation, but also in different ex-post stages. The Project will require implementation of a similar approach to ensure active participation of all stakeholders, including representatives of teachers, school directors, and beneficiaries from the vulnerable groups identified above, among other interested parties.

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B. Environment and Social Standards (ESSs) that Apply to the Activities Being Considered

B.1. General Assessment

ESS1 Assessment and Management of Environmental and Social Risks and Impacts

Overview of the relevance of the Standard for the Project:

This standard is relevant. Physical interventions foreseen under the Project are included in Component 3 and refer to construction and/or rehabilitation of school infrastructure considering the adaptation of existing spaces in primary schools and the building of new spaces in secondary schools; other minor interventions associated with preventive maintenance are also foreseen. The rest of the Project’s activities, essentially focused on technical assistance and stretching programs to adapt and improve the quality of the pedagogical contents for ELT schools and professional development of teachers, school directors, and other learning support staff, do not involve environmental risks.

No major adverse environmental impacts are anticipated with this Project. Expected potential negative impacts are primarily during the construction phase of civil works, which are foreseen to be localized, site-specific, non-irreversible, not significant, and that can readily be prevented or mitigated with routine/standard measures. During the operation stage, potential negative impacts would be related to potential misuse or maintenance problems of the school infrastructure. To comply with World Bank’s Environmental and Social Framework (ESF), relevant provisions of ESS1 will be considered, and project investments will undergo environmental assessment commensurate with the scale and nature of the infrastructure investments.



Given that the location and scope of the minor civil works at each site would be defined during implementation, ANEP through PAEPU will develop an Environmental and Social Management Framework (ESMF) for the management of the risks and potential adverse impacts. The ESMF will also identify any potential barriers that may lead to the exclusion or discrimination of students that belong to vulnerable groups identified above and could create challenges for them to have access to the activities financed by the Project and look for ways to ensure that these groups are afforded opportunities to participate in planning and/or implementation of activities that can affect them (e.g. integrating a gender perspective in the new curriculum will be explored to encourage increased girls' participation in Science, Technology, Engineering, and Math (STEM)). The same will apply to potential development and adaptation of the curriculum to facilitate inclusion of persons with disabilities.

The ESMF will be built upon the ESMF that is being applied to the ongoing operation "Improving the Quality of Initial and Primary Education in Uruguay Project (P159771)", which was in turn built upon the systems, procedures and experience acquired by ANEP-PAEPU through its long history executing Bank financed operations, and has a proven adequacy as the instrument for the management of safeguards. PAEPU is now going to carry out a comprehensive review of this instrument to adapt and improve procedures, as pertinent and/or necessary, to ensure its suitability for the particularities of the new proposed Project under the ESF and, accordingly, the accomplishment of the objectives of the relevant ESSs.

The updated version of the ESMF will reinforce all the already existing provisions related to the following: (i) new and rehabilitated schools are designed, built and operated to reduce the consumption of water, and increasing energy efficiency and recycling; (ii) sub-project designs [new schools spaces building / existing schools rehabilitation] include measures to ensure universal accessibility for persons with disabilities; (iii) all required measures to ensure life and fire safety are adopted in the schools; (iv) pertinent occupational health and safety measures are also included, taking into account those related to the removal and safe disposal of asbestos, which is a potential risk during rehabilitation interventions; and (v) identification of potential barriers for vulnerable groups identified above and mitigation measures to address them; among other aspects. The ESMF of the Project will also incorporate, as appropriate, any additional processes/measures to ensure compliance with the relevant ESSs. Site specific Environmental and Social Management Plans (ESMP) will be developed in line with the requirements of the ESMF.

In addition to the existing good practices already included in the ESMF of the current operation, the updated ESMF will refer to the EHSGs and the World Bank's ESF/Safeguards Interim Note "COVID-19 Considerations in Construction/Civil Works Project," as relevant.

The draft updated ESMF under ESS1 will be developed by Appraisal; preliminary consultations on the draft instrument will also be conducted prior to Appraisal. The updated version of the ESMF will be finalized at an appropriate milestone still to be defined, but estimatively no later than two months after the Effective Date or prior to carrying out any of the ground activities, whichever comes first. The specific timeline for the preparation of the updated ESMF will be included in the appraisal stage ESRS and detailed in the Environmental and Social Commitment Plan (ESCP); a draft ESMP will be prepared and disclosed prior to appraisal and finalized and re-disclosed by negotiations.

Finally, the requirements of relevant ESSs will be considered for all technical assistance to be provided under the Project. The terms of reference for all such technical assistance will be reviewed and approved by the Bank to ensure



that all pertinent provisions, including stakeholder engagement aspects in line with ESS 1-10, are fully incorporated in such TORs, in a manner acceptable to the Bank. Early engagement of key stakeholders like teachers' unions will be essential to build support to the TA activities and, ultimately, to ease implementation of the measures resulting from the TA.

Areas where "Use of Borrower Framework" is being considered:

None

ESS10 Stakeholder Engagement and Information Disclosure

This standard is relevant. Both project direct beneficiaries and other interested parties will be proactively involved during Project preparation and implementation. Relevant stakeholders will be adequately involved during all project stages, providing the required measures and mechanisms according to the health conditions and social distancing measures associated with the COVID-19 pandemic. PAEPU will prepare a Stakeholder Engagement Plan (SEP), and a draft version will be disclosed and preliminarily consulted prior to Appraisal. The SEP will be informed by these consultations to be carried out during project preparation. The SEP will include a stakeholder mapping, a communication and disclosure of information strategy, and a plan for consultations to guide the engagement with all relevant stakeholders during Project implementation including specific provisions promoting engagement of those groups to be identified as disadvantaged or vulnerable. Preliminarily, main stakeholders would be the broader education community: teachers, school authorities, students, parents, project cycle school-building responsible professionals (designers, works supervisors, etc.), and other local representatives, such as NGOs representing persons with disabilities, civil associations advocating for girl's education or organizations representing LGBTI+ groups. Additionally, the SEP will include a beneficiary feedback indicator that will be part of the PAD's results framework.

The SEP will also ensure that a Grievance Mechanism (GM) is in place to address concerns and grievances during project preparation and implementation. Based on PAEPU's current system, the Project's GM will establish the mechanisms to submit grievances and receive responses, the number of days to receive a response, and will identify different levels of conflict resolution. To achieve that, the SEP will include an assessment of the existing GM to identify any necessary adjustments to strengthen the system considering specific elements of this Project. PAEPU's team has vast experience in engaging with local school communities and other relevant interested parties.

Taking into account the COVID-19 pandemic, all social communication and consultation processes associated with the Project will follow the guidelines stated in the Bank's Technical Note on "Public Consultations and Stakeholder Engagement in WB-supported operations when there are constraints on conducting public meetings, March 20, 2020."

The draft SEP under ESS10 will be developed by Appraisal; preliminary consultations on the draft instrument will also be conducted prior to Appraisal. The SEP will be finalized in a satisfactory manner to the Bank at an appropriate milestone still to be defined, but are expected to be no later than two months after the Effective Date or prior to carrying out any of the ground activities, whichever comes first. The specific timeline for the preparation of the SEP will be included in the appraisal stage ESRS and detailed in the ESCP.



B.2. Specific Risks and Impacts

A brief description of the potential environmental and social risks and impacts relevant to the Project.

ESS2 Labor and Working Conditions

This standard is relevant. The standard recognizes the importance of treating workers fairly and providing safe and healthy working conditions. The Project will be implemented by staff from ANEP - PAEPU (Government Civil Servants). In addition, the Project would hire some consultants -individuals or through consulting firms- to provide technical assistance, analysis, studies and trainings, among other services as well as contractors to carry out the physical interventions foreseen under the Project (Contracted Workers). Based on available information at this stage that will be further analyzed during preparation, some specialized consultants may be hired to perform specific tasks in support of PAEPU (Direct Workers). In the case of PAEPU's staff and hired consultants, Project activities are mainly administrative-related tasks in an indoor environment for which appropriate occupational health and safety (OHS) for low OHS risks will be applied. However, OHS risks for contracted workers in charge of the civil works foreseen under the Project are low to moderate. Some common OHS risks and hazards may include, among others: (i) falls from heights; (ii) electric shocks; and (iii) failure to use proper protective equipment. Protocols to deal with COVID-19 and dengue risks should be developed and included in the ESMPs to be implemented among Project workers, in line with EHSGs, and the World Bank's ESF/Safeguards Interim Note "COVID-19 Considerations in Construction/Civil Works Project."

The exact types and numbers of Project Workers are not yet known, although civil servants and contracted workers are anticipated to be employed under the project. The type of Project workers, specific measures to address OHS risks, the terms and conditions of employment of Project Workers, considerations on SEA/SH, as well the details of a Grievance Mechanism (GM) dedicated to address Project workers grievances, will be included in the Labor Management Procedures (LMP) to be developed by PAEPU, and in a code of conduct that will be part of it. The LMP will pay particular attention to promote non-discrimination and equal opportunity in the recruitment of Project Workers and will endeavor to foster the recruiting of women, afro-descendants, LGBTI+ people and people with disabilities, where possible. The LMP will be ready and implemented at an appropriate milestone still to be defined, but are expected to be no later than two months after the Effective Date or prior to the hiring of any project worker, whichever comes first; the specific timeline for developing the LMP will be included in the appraisal stage ESRS and detailed in the ESCP.

ESS3 Resource Efficiency and Pollution Prevention and Management

This standard is relevant. The civil works foreseen under Component 3, although of small scale, might consume raw materials (e.g. wood, stone material, concrete, water, etc.) and generate potential air pollution (particulate material), noise, water pollution and risks related to management of hazardous materials and construction waste management.

Risks and potential impacts will be further identified, corresponding appropriate mitigation measures will be developed and included, as appropriate, as part of the ESMF following the mitigation hierarchy. In addition, green architecture criteria will be applied (such as green roofs, natural ventilation and lighting, water and energy consumption efficiency, etc.).



Schools may use pesticides during their operational phase to control pests (for example, termite treatment, vector control, etc.). Although quantities of pesticides that might be required will not be significant, the ESMF of the Project will include a Guide to Pest Control and Safe use of Pesticides that will provide clear guidance on use of pesticides in line with ESS3 (Section D). The management measures for the schools' operational phase that will be established in the ESMF will be in line with the ESF approach to pesticides.

ESS4 Community Health and Safety

This standard is relevant. The Project involves some community health and safety aspects, mainly in connection with the infrastructure works to be financed under Component 3. Risks include: (i) potential for accidents from physical hazards on sites where the community (including students and teachers, among others) has access and/or increased traffic of project vehicles and contractor and primary supplier machinery and trucks; (ii) management of hazardous materials, especially airborne particulates during construction; and (iii) exposure of community to increased levels of dust and noise from construction activity. Designs of school spaces will be universally accessible and inclusive, climate-resilient and healthy, among other considerations under ESS4 requirements, in addition to addressing risks associated to exposure to COVID-19. The ESMF will outline specific management and mitigation measures for community health and safety during construction and operation.

ESS5 Land Acquisition, Restrictions on Land Use and Involuntary Resettlement

The standard is not currently relevant. The outcome of E&S screening did not identify any potential risks and/or impacts relevant to ESS5. Works to be financed by the Project will neither require land acquisition, nor restrictions on land or involuntary resettlement as defined under this Standard; the Project would intervene in already existing schools, in land fully owned by ANEP and where no displacement (economic or physical) is expected to occur. In addition, the screening procedure to be included in the ESMF will ensure that there are no informal settlers or vendors in the areas of intervention.

ESS6 Biodiversity Conservation and Sustainable Management of Living Natural Resources

The standard is not currently relevant. The proposed Project will finance technical institutional capacity building and Infrastructure investments would include the adaptation of existing spaces in primary schools and the building of new spaces in secondary schools. Investments will be mainly focused on existing buildings and no green land interventions are expected. In this context, it is not expected to generate any negative impact on the Biodiversity Conservation and Living Natural Resources.

ESS7 Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities

The standard is not relevant. There are no groups or communities in Uruguay that meet the four cumulative criteria defining indigenous peoples/Sub-Saharan African Historically Underserved Traditional Local Communities set out in ESS7.

ESS8 Cultural Heritage



ESS8 is relevant for the project as there may be tangible and intangible cultural resources within the sites where the project’s physical interventions will take place, which will be defined during implementation, that need to be considered. Therefore, the ESMF will include provisions for managing any potential chance finds, or impacts on such cultural resources, if applicable, that could take place during project activities in the field. They include, inter alia, early identification, consultations with community and cultural heritage authorities, specific project designs as needed.

ESS9 Financial Intermediaries

The standard is not currently relevant. The Project will not imply the use of Financial Intermediaries

C. Legal Operational Policies that Apply

OP 7.50 Projects on International Waterways No

OP 7.60 Projects in Disputed Areas No

III. WORLD BANK ENVIRONMENTAL AND SOCIAL DUE DILIGENCE

A. Is a common approach being considered? No

Financing Partners

N/A

B. Proposed Measures, Actions and Timing (Borrower’s commitments)

Actions to be completed prior to Bank Board Approval:

Based on the available information, the following instruments would be developed and disclosed by the Borrower prior to Appraisal:

1. Draft Environmental and Social Management Framework (ESMF), under ESS1. Preliminary consultations of the draft instrument will be also conducted prior to Appraisal
2. Draft Stakeholder Engagement Plan (SEP), under ESS10. Preliminary consultations of the draft instrument will be also conducted prior to Appraisal.

Possible issues to be addressed in the Borrower Environmental and Social Commitment Plan (ESCP):

A draft Environmental and Social Commitment Plan (ESCP) will be prepared and disclosed by the Borrower during the preparation stage of the project, prior to Appraisal, and finalized during Negotiations. The ESCP will be in line with the relevant environmental and social instruments described in the ESSs. It will detail the E&S instruments that would be prepared during project’s implementation and complementary actions for the proper E&S risk management, as applicable:



1. The update, finalization, approval and disclosure of the ESMF and SEP at an appropriate milestone still to be defined, but are expected to be no later than two months after the Effective Date or prior to carrying out any of the ground activities, whichever comes first (draft instruments will be disclosed prior to Appraisal).
2. The implementation of the ESMF and SEP
3. Development and implementation of Labor Management Procedures (LMP) at an appropriate milestone still to be defined, but are expected to be no later than two months after the Effective Date or prior to the hiring of any project worker, whichever comes first.
4. Other possible issues: (i) Organization structure to manage the E&S risks of the project; (ii) Incidents and accidents notifications; (iii) Monitoring and reporting; (iv) Operationalization of the project GM; (v) Capacity building activities on E&S aspects of the project, among others.

C. Timing

Tentative target date for preparing the Appraisal Stage ESRS

30-Sep-2021

IV. CONTACT POINTS

World Bank

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Borrower/Client/Recipient

Borrower: Ministerio de Economia y Finanzas

Implementing Agency(ies)

Implementing Agency: Administracion Nacional de Educacion Publica

V. FOR MORE INFORMATION CONTACT

Public Disclosure



The World Bank

Strengthening Pedagogy and Governance in Uruguayan Public Schools Project (P176105)

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VI. APPROVAL



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Practice Manager (ENR/Social)	Maria Gonzalez de Asis Recommended on 26-Aug-2021 at 15:52:55 GMT-04:00
Safeguards Advisor ESSA	Marco Antonio Zambrano Chavez (SAESSA) Cleared on 27-Aug-2021 at 05:24:38 GMT-04:00