



Appraisal Environmental and Social Review Summary

Appraisal Stage

(ESRS Appraisal Stage)

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BASIC INFORMATION

A. Basic Project Data

Country	Region	Project ID	Parent Project ID (if any)
Congo, Democratic Republic of	AFRICA	P172341	
Project Name	DR Congo Emergency Equity and System Strengthening in Education		
Practice Area (Lead)	Financing Instrument	Estimated Appraisal Date	Estimated Board Date
Education	Investment Project Financing	4/16/2020	6/11/2020
Borrower(s)	Implementing Agency(ies)		
Ministere des Finances	Ministere de l'Education Primaire, Secondaire, et Technique (MEPST)		

Proposed Development Objective(s)

The Project Development Objective is to lower the burden of school fees on households and increase access to primary schooling in select provinces; and to strengthen core education systems.

Financing (in USD Million)	Amount
Total Project Cost	4212.00

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

Yes

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

The Project is a US\$900 million, Investment Project Financing with Disbursement Linked Indicators. The Project will have the following components: (i) Component 1: Enabling Access for All (US\$410 million), (ii) Component 2: Laying the Foundations for Quality (US\$290 million), Component 3: Strengthening Systems for Results (US\$100 million)

D. Environmental and Social Overview

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D.1. Project location(s) and salient characteristics relevant to the ES assessment [geographic, environmental, social]
The project will be implemented in ten of the 26 provinces of the country, both in rural and urban areas (Nord Kivu, Sud Kivu, Ituri, Lomami, Kasai, Kasai Central, Kasai Oriental, Kwilu, Kinshasa, and Kongo Central), and will cover 23,000 public primary schools in which approximately 249,000 primary teachers are employed. The average net primary enrollment rate is 76.5 percent, below the national average. There are about 9.5 million primary school students and approx. 2.9 million children of primary-school age are out of school in the ten provinces where the project is being implemented.

The project will contribute to lower the burden of school fees on households by strengthening systems to lay the foundation for learning for all and increase access to primary schooling. To date, roughly 18 million children attend primary school in the Democratic Republic of Congo (grades 1-6).

84% of primary schools in Democratic Republic of Congo are public and are managed under two distinct regimes: (i) écoles conventionnées and (ii) écoles non-conventionnées. Non-conventionnées schools are managed directly by the Government. In écoles conventionnées, the state defines the pedagogical programs, oversees and guarantees quality, and subsidizes the schools (paying personnel and operating costs), but churches or religious networks manage the schools: they hire teachers and also mobilize other resources as needed, for example to build or gain access to basic infrastructure. They also have their own administration staffed with civil servants and inspection services.

Free schooling is expected to increase considerably the number of children attending school nationwide.

A number of the provinces where the project is being implemented, including Nord Kivu, Sud Kivu and Ituri have security concerns, which could pose risks to children walking long distances to and from school.

Component 1 includes TA that may have downstream social and environmental impacts – e.g. the development of the 3 year action plan that may lead to construction of additional class rooms, additional recruitment or retrenchment of teachers, etc. The project will ensure adequate assessment of environmental and social implications and that the advice provided through the TA for addressing those implications is consistent with the ESF.

Support for additional physical classroom capacity to absorb increased enrollment, including children with physical disabilities, as well support for adequate Water, Sanitation and Hygiene (WASH) facilities in schools – in part – to support control of infectious disease such as COVID-19, is planned to be financed separately in parallel to the project with public funds and donor support, including an Additional Financing to the World Bank Eastern Recovery Project (STEP AF2, P145196).

D. 2. Borrower's Institutional Capacity

The project is being prepared by the implementation unit of the DRC Quality and Relevance of Secondary and Tertiary Education project (PEQPESU - P149233), under the Ministry of Education : Ministère de l'Enseignement Primaire Secondaire et Professionnel (MEPST). PEQPESU is familiar with the World Bank safeguard operation policies and has an environmental specialist supporting the project with social aspects as well. However, PEQPESU has no prior experience applying the new World Bank Environmental and Social Framework (ESF). Supervision competence of PEQPESU has been rated moderately satisfactory. With only one environmental specialist based in Kinshasa, supervision of activities in all provinces has been a challenge. The implementation of the DRC Emergency Equity and System Strengthening in Education project will require a social development specialist in addition, to support with the supervision of social aspects. Both specialists will need capacity building in regard with the implementation of the



project according to the ESF’s Environmental and Social Standards (ESS) requirements. The Congolese Agency for the Environment (Agence Congolaise de l’Environnement - ACE) which operates under the the Ministry of Environment and Sustainable Development (MEDD) is responsible for the monitoring and management of environmental and social impacts for all projects in compliance with national regulations. However, the ACE has limited capacity: it is understaffed and under funded. It mostly relies on donor and project funds to carry out its field supervision duties of approving and monitoring the implementation of Environmental and Social Impacts assessments (ESIA). Furthermore, both the Ministry and the ACE have no clear mandate regarding their roles in the management of social risks within the ESIA process, such as community risk management, gender-based violence, including sexual exploitation and abuse/sexual harassment (SEA/H), child abuse and exploitation, and Indigenous Peoples issues. At the provincial level, government agencies (including those attached to the Ministry of Environment) often do not have the equipment necessary to monitor social and environmental impacts, the staff lack training, and management capacity is limited. Participation and citizen engagement are often found to be poor at both the national and local level, despite decentralization efforts, and there are still difficulties in directly implicating beneficiaries, resulting in limited project ownership. The Bank has been diligent in having an approach that is participatory through the various investments, and civil society (vocal and active) is invited to meetings during the design of projects, as well as the local institutions and leaders.

The Bank will plan capacity building sessions for the coordination unit and other stakeholders involved in the management of E&S risks related to the project, especially regarding the preparation and implementation of the Environmental and Social Commitment Plan (ESCP); Stakeholder Engagement Plan (SEP), and Labor Management Procedures (LMP). The project will also ensure that a social development specialist and a specialist in Gender-Based Violence (GBV) and gender equality are recruited to the PIU in addition to the existing environmental specialist, and that they are well trained to assist with the management of risks and impacts related to the project.

II. SUMMARY OF ENVIRONMENTAL AND SOCIAL (ES) RISKS AND IMPACTS

A. Environmental and Social Risk Classification (ESRC)

High

Environmental Risk Rating

Moderate

The project is rated Moderate for environmental risks and impacts. Key environmental issues are related to the implementation of activities under Component 1 (Enhance system capacity for free schooling); and Component 2 (Emergency assistance for free quality schooling), with anticipated environmental risks and impacts associated with the incremental environmental, health and safety impacts related to the operation and maintenance of school facilities of more children being accommodated in existing schools, including use of classrooms and other school facilities, such as solid waste, water and sanitation, hygiene, sanitation and disinfection for infectious disease control (including COVID-19), Occupational Health and Safety (OHS) for school workers, and road and traffic safety for students.

Social Risk Rating

High

The project is rated High for social risks. Potential social issues and risks (including Sexual Exploitation and Abuse/Sexual Harassment (SEA/H), labor issues, stakeholder engagement, grievances, inclusion, disability, social conflict, security, etc.) will be managed through targeted and complementary measures, including the carrying out of a Social Assessment which will assess social risks and identify mitigation measures to be integrated into project activities.

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Potential social risks include social exclusion (for example of girls, disabled students and marginalized groups); impacts of school crowding; bullying, harassment and violence among students and between teachers and students; SEA/H issues among and between students and teachers; and security challenges around and within schools. Other social risks may include teachers affected by overcrowded working conditions or ability to access their salary. Parent groups may find some schools still charging fees despite the government declaration of free primary education in public schools. The social assessment will include mitigation measures which will be incorporated into project activities, as well as providing a baseline for future projects in the sector. The social assessment will commence preparation before Board approval of the Project, utilizing a consultation strategy adapted to the COVID-19 context, and a draft overview assessment will be completed by effectiveness.

Due to the potential risk of sexual exploitation and abuse or sexual harassment (SEA/H) of children, particularly where crowding in schools may leave some children more vulnerable than others to risks of SEA/H, a comprehensive series of mitigation measures will be put in place for the project in an SEA/H Action plan. This plan will include codes of conduct for teachers, training and awareness raising on SEA/H issues prevention, training of female guidance counsellors, teachers or PTA members to provide basic psychosocial support and referral to services, development of Grievance mechanisms that allow safe and ethical disclosure documentation, response, management and closure of SEA/H grievances. The SEA/H Action Plan was prepared prior to Project Appraisal.

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:

Civil works are not expected under this operation. Potential environmental risks are expected to be site specific emerging mostly from the incremental increase of children in classrooms and using existing school facilities. A Generic Environmental and Social Management Plan (ESMP) will be prepared by the PIU, consulted upon and disclosed during project implementation that will provide for effective management of environmental and social risks related to the operation and maintenance of school facilities. Proposed mitigation measures will be proportionate to the level of risks and impact, and must include measures for ensuring adequate hygiene, sanitation and disinfection for schools, as appropriate to manage potential spread of infectious disease (e.g. Ebola and COVID-19), as well as waste management, and in schools, as well as health and safety for workers and students.

The project has a number of social risks (including Sexual Exploitation and Abuse/Sexual Harassment (SEA/H), labor, stakeholder engagement, grievances, inclusion, disability, social conflict, security, etc.) which will be managed through targeted and complementary measures. A key output of the project will be the social assessment, which will assess social risks, such as: social exclusion (for example of girls, disabled students, children from indigenous communities and marginalized groups); impacts of school crowding; bullying, harassment and violence among students and between teachers and students; SEA/H issues among and between students and teachers; and security challenges around and within schools. The social assessment will include mitigation measures which will be incorporated into project activities, as well as providing a baseline for future projects in the sector. The ToRs for the social assessment will be prepared, consulted upon and disclosed before Board approval of the project. The social assessment will commence preparation before Board approval of the Project, utilizing a consultation strategy adapted to the COVID-19 context, and a draft overview assessment will be completed by effectiveness.



Monitoring: The project will make sure to coordinate with key stakeholders to facilitate project supervision and monitoring at the local level.

Environmental and Social Commitment Plan (ESCP): The Borrower has prepared jointly with the Bank an ESCP, which includes environmental and social measures to which the Borrower is committed.

ESS10 Stakeholder Engagement and Information Disclosure

A Stakeholder Engagement Plan (SEP) has been prepared and consulted upon; and was updated prior to Board Decision.

The SEP includes a comprehensive analysis of stakeholders and an extensive and inclusive outreach program so that all people – including vulnerable groups (in particular indigenous and other marginalized communities living in remote areas) – are aware of the availability of free primary schooling. Key stakeholders may include: primary school administrators, teachers, and other staff in public schools and those run by faith-based organizations (FBOs); teachers’ unions, parents and parent-teacher associations (PTAs); national, provincial and local Ministry of Education staff and national, provincial and local FBO administrators and staff involved in primary school education; food vendors and other businesses located near primary school premises; health centers located near school premises or serving families with school-age children; and vulnerable groups and individuals, including indigenous families, disabled parents or parents of disabled children, albino parents or parents of albino children, female heads of households and refugees, returnees and/or internally displaced families. Key stakeholder concerns may include: child health and safety issues on school premises and traveling to and from school; impacts of crowding in schools; bullying, harassment and violence among students and between teachers and students (including use of corporal punishment as a disciplinary measure); SEA/H issues affecting students, teachers or other school staff; and, access to schools and information on school enrollment procedures for marginalized groups. The SEP includes a comprehensive analysis of stakeholders and an extensive and inclusive outreach program so that all people, especially members of vulnerable groups, particularly indigenous and other marginalized communities living in remote areas, are aware of the availability of free primary schooling. The project will use a consultation strategy adapted to the COVID-19 context.

The SEP includes a description of the Grievance Redress Mechanism. The project will establish a two-pronged grievance redress mechanism (GRM) to allow affected stakeholders to raise grievances and seek redress if and when they perceive that a negative impact has arisen from the project interventions. The GRM is being designed in consultation among relevant government and non-government stakeholders including the PTAs. It will establish accessible processes to submit complaints as well as clear procedures from investigation to resolution and feedback. A large communication campaign will be implemented aiming at raising awareness and informing stakeholders on how to use the GRM process and stipulating the investigation and resolution sequential process, timeline and procedures. At the national level, a mobile platform will provide voice calls and SMS messages free-of-charge for users through a phone hotline. This mobile platform will build on the “Allo Ecole” pilot through scaling up its coverage, strengthening the structure of the GRM back office units and building the Ministry of Education GRM focal points technical capacity. School workers who have complaints about salary payments will be able to have their



grievances registered and referred to Provincial Education Directorate offices. At the local level, GRM uptakes will be anchored into the Parent-Teacher Associations (PTAs) to enhance parents' voices in holding education providers accountable for improving the quality of education services. In addition to providing early warning of systemic problems, anchoring the GRM uptake in the PTAs will also help capture SEA/H issues that may occur at the school level. Awareness raising and training on GRM procedures will be provided at the local level as well as the training of nominated female SEA/H focal points in the PTAs. Grievances received by the PTAs will be referred to a regional MoE GRM focal points for investigation and resolution while SEA/H related grievances will be referred through specific SEA/H service providers channels. The project will conduct assessment and mapping of PTAs and will formulate a phased plan to strengthen and train existing PTAs. GRM awareness raising and capacity building for PTAs will be delivered to general assemblies of parents at the start of the school year in the targeted schools through a sequenced planning that will be informed by the PTAs mapping and assessment.

Consultations on the SEP itself were held in early February, and the SEP was revised to include the outcomes of those consultations. The SEP also contains further details on the GRM and its interaction with SEA/H aspects of the project.

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

Labor Management procedures (LMP) were prepared before Board approval for the PIU staff, who are expected to include direct and contracted workers. The LMP provides guidance on direct and contracted staff, including: terms and conditions of employment; nondiscrimination and equal opportunity; the establishment of any worker's organizations; and OHS measures for employees, as well as measures to be taken as a result of the COVID-19 virus. The project will not engage child or forced labor. The LMP includes provisions to ensure that women have equal opportunities to participate in the PIU and includes measures to prevent SEA/H actions against teachers and other education workers. The LMP also explains where national law and regulations meet ESS 2 requirements and sets out the requirements for a grievance mechanism addressing disputes about labor issues. Teachers, directors and other school staff are not considered project workers and therefore not subject to ESS 2 requirements.

Relevant OHS measures appropriate to the activities to be undertaken by school workers will be included within the Generic ESMP.

ESS3 Resource Efficiency and Pollution Prevention and Management

The additional school children are expected to generate an incremental increase of household waste and potentially sanitary effluent at schools to be supported by the project. Reducing risks of spread of infectious disease (such as Ebola and COVID-19) will include measures to provide for regular hygiene, sanitation and disinfection of schools, as appropriate, which could include use of chemicals that could be classified as hazardous, presenting risks for the safe management and use of these materials. The Generic ESMP will include mitigation measures for all relevant waste



streams and appropriate measures for management of chemicals, as well as contextually appropriate guidelines for related school maintenance.

ESS4 Community Health and Safety

Close to 3 million primary school age children have been out of school in the 10 provinces where this project will be implemented. Many of those children who were unable to attend primary school in the past due to lack of financial means will now be able to access school. In fact, since free primary education was announced beginning in September 2019, many classrooms across the country have seen a doubling or more in the number of children attending class. This will put a serious strain on the available infrastructure leading to risks of epidemics and other health and security issues. The project must ensure that important aspects such as hygiene, sanitary facilities, immunization, gender balance, inclusion of vulnerable groups (including persons living with disabilities, Indigenous Peoples, etc) are taken into consideration when enrolling new students. Other social issues may include the need to introduce school shifts, and the economic impact of current school age children no longer contributing to household income when they start going to school, Traffic safety also may be a concern in areas where large numbers of children walk to school along busy roadways. The Social Assessment will assess these and other community health, safety and security issues and propose mitigating measures where needed. Other key social elements that need to be observed in project activities include mitigating any risks of child abuse and exploitation, and ensuring that there is a functional grievance redress mechanism accessible to all. The ESMP will also take into account current measures related to Ebola response in particular in the eastern part of the country, as well as measures related to the COVID-19 virus response in all provinces covered by the project, and will also include measures regarding road safety in areas surrounding the schools. Due to the potential risk of sexual exploitation and abuse or sexual harassment (SEAH) of children, a comprehensive series of mitigation measures will be put in place for the project in an SEAH Action plan, including codes of conduct for teachers, training and awareness raising on SEAH issues prevention, training of female guidance counsellors, teachers or PTA members to provide basic psychosocial support and referral to services, development of Grievance mechanisms that allow safe and ethical disclosure documentation, response, management and closure of SEAH grievances. Given the large geographical area and numbers of schools covered by the project, risk mitigation measures will be phased in over three years.

ESS5 Land Acquisition, Restrictions on Land Use and Involuntary Resettlement

No land acquisition will take place during the implementation of project activities

ESS6 Biodiversity Conservation and Sustainable Management of Living Natural Resources

No activity is expected to have adverse impact on biodiversity conservation and Natural habitats.

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

As the project is aimed at offsetting the costs for providing free schooling for all children, this Standard is not relevant. The Stakeholder Engagement plan will include outreach programs to ensure that indigenous communities, especially those living in remote areas, are aware of the availability of free primary schooling. The Social Assessment



will include in its analysis the program’s impacts on vulnerable children, including those from indigenous communities.

ESS8 Cultural Heritage

No excavation or building activities are being contemplated for this project.

ESS9 Financial Intermediaries

The project does not involve any financial intermediaries.

B.3 Other Relevant Project Risks

The large number of schools, school staff and primary students to be covered by this project creates potential capacity challenges for school staff to manage the influx of new students seeking access to free primary education . There are other potential governance challenges, including ensuring regular payment of salaries, and signing and enforcement of codes of conduct.

Should "Other Relevant Project Risks" be disclosable? No

C. Legal Operational Policies that Apply

OP 7.50 Projects on International Waterways No

The project will not involve International Waterways

OP 7.60 Projects in Disputed Areas No

The project will not involve Disputed Areas

III. BORROWER’S ENVIRONMENTAL AND SOCIAL COMMITMENT PLAN (ESCP)

DELIVERABLES against MEASURES AND ACTIONs IDENTIFIED	TIMELINE
ESS 1 Assessment and Management of Environmental and Social Risks and Impacts	
A generic Environmental and Social Management Plan will be prepared by the PIU, consulted upon and disclosed within six months after Effectiveness.	03/2021
The Terms of Reference (TORs) for a Social Assessment will be prepared, consulted upon and disclosed prior to Board approval of the project .	06/2020
The Social Assessment, including mitigation measures to be incorporated into project activities, will be carried out within one year of Effectiveness. A draft overview of the Social Assessment will be completed by Effectiveness (9/2020).	09/2021

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The Initial Stakeholder Engagement Plan (SEP) was prepared, consulted and disclosed prior to Appraisal, and will be updated within six months of effectiveness and periodically thereafter as needed. The SEP includes a GRM for which the design and procedures will be finalized by effectiveness.	03/2021
The Labor Management Procedures (LMP) were prepared and disclosed prior to the Board Approval.	03/2020
The SEAH Action Plan was developed prior to Appraisal, is described in the ESCP and in the PAD, and will be included in the ESMP.	03/2020
ESS 10 Stakeholder Engagement and Information Disclosure	
An initial Stakeholder Engagement Plan (SEP) was prepared prior to Appraisal. The SEP will be incorporated into the project’s management system, and adequate staffing and budget allocated to implementing the SEP.	05/2020
The SEP will be revised, updated and redisclosed within six months of Effectiveness and periodically to reflect ongoing evolution of project planning and implementation and related stakeholder consultations.	03/2021
ESS 2 Labor and Working Conditions	
Labor Management Procedures (LMP) including information on a grievance mechanism for project workers, was prepared prior to Board approval.	03/2020
Occupational Health and Safety (OHS) Measures will be specified in the specified in the ESMP, and be implemented prior to project activities commencing.	03/2021
ESS 3 Resource Efficiency and Pollution Prevention and Management	
The generic ESMPs will identify all sources of waste and propose mitigation measures proportionate to the level of risk.	03/2021
ESS 4 Community Health and Safety	
The SEA/H Action Plan was developed prior to Appraisal, is described in the ESCP and in the PAD, and will be included in the ESMP.	03/2020
ESS 5 Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	
N/A - no Resettlement Policy Framework or Resettlement Action plan is required for this project	
ESS 6 Biodiversity Conservation and Sustainable Management of Living Natural Resources	
N/A -No Biodiversity Management Plan is required	
ESS 7 Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	

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N/A - No Indigenous Peoples Plan is required for this project.	
ESS 8 Cultural Heritage	
N/A -No special measures are required for protection of cultural heritage.	
ESS 9 Financial Intermediaries	
N/A – there are no financial intermediaries in this project	

B.3. Reliance on Borrower’s policy, legal and institutional framework, relevant to the Project risks and impacts

Is this project being prepared for use of Borrower Framework? No

Areas where “Use of Borrower Framework” is being considered:

The use of the Borrower's Framework is not being considered for this project.

III. WORLD BANK ENVIRONMENTAL AND SOCIAL DUE DILIGENCE

A. Is a common approach being considered? No

Financing Partners

No financing partners are being considered at this time

IV. WORLD BANK ES OVERSIGHT

Corporate advice/oversight will be provided by an Environmental and Social Standards Adviser (ESSA) during project preparation Yes

V. CONTACT POINTS

World Bank

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Borrower/Client/Recipient

Borrower: Ministere des Finances

Implementing Agency(ies)

Implementing Agency: Ministere de l'Education Primaire, Secondaire, et Technique (MEPST)

VI. FOR MORE INFORMATION CONTACT

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VII. APPROVAL

Task Team Leader(s):	Scherezad Latif, Melissa Adelman, Elena Georgieva-Andonovska
Practice Manager (ENR/Social)	Robin Mearns Cleared on 15-May-2020 at 14:56:52 EDT
Safeguards Advisor ESSA	Hanneke Van Tilburg (SAESSA) Concurred on 08-May-2020 at 12:19:21 EDT

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