



Combined Project Information Documents / Integrated Safeguards Datasheet (PID/ISDS)

Appraisal Stage | Date Prepared/Updated: 2-Oct-2016 | Report No: PIDISDSA19820



BASIC INFORMATION

A. Basic Project Data

Country Uruguay	Project ID P159771	Project Name Improving the Quality of Initial and Primary Education in Uruguay	Parent Project ID (if any)
Region LATIN AMERICA AND CARIBBEAN	Estimated Appraisal Date 19-Sep-2016	Estimated Board Date 14-Dec-2016	Practice Area (Lead) Education
Lending Instrument Investment Project Financing	Borrower(s) Ministry of Finance	Implementing Agency ANEP - Administracion Nacional de Educacion Publica	

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Financing (in USD Million)

Financing Source	Amount
Borrower	19.00
International Bank for Reconstruction and Development	40.00
Total Project Cost	59.00

Environmental Assessment Category

B - Partial Assessment

Have the Safeguards oversight and clearance functions been transferred to the Practice Manager? (Will not be disclosed)

Yes

Decision

Track I-The review did authorize the preparation to continue

Other Decision (as needed)

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B. Introduction and Context

Country Context

After a decade of inclusive economic growth, Uruguay has achieved impressive gains in poverty reduction and shared prosperity. Since the banking crisis and economic slowdown of 2001-2002, Uruguay's economy has expanded rapidly, at an annual average rate of 5 percent, allowing the country to achieve a per capita income of



US\$16,866 -- the highest in Latin America. Moreover, an inclusive socioeconomic agenda lifted over a million people out of poverty, so that in 2015, only 9.7 percent of the population lived below the official poverty line, less than a third of the rate observed a decade earlier. Extreme poverty declined even further from a peak of 4.5 percent in 2004 to its virtual elimination in 2015 (0.3 percent). Shared prosperity progressed proportionally, as then mean income of the bottom 40 (B-40) rose more rapidly than that of the rest of the population and income inequality fell to the lowest in LAC (from a Gini coefficient of 45.5 in 2006 to 38.6 in 2015). The country's middle class, an impressive 60 percent of the population, continues to be the largest in the region.

Nevertheless, macroeconomic deceleration threatens the sustainability of social gains. In the context of a global and regional slowdown and the end of the commodity boom, growth decelerated dramatically in 2015 to 1 percent. Much of this deceleration stems from Uruguay's high vulnerability to exogenous shocks as a small and open economy. Uruguay has built important buffers to shocks (such as a reduction of debt-to-GDP ratios) but fiscal space has declined as growth lagged behind, unemployment increased, and spending on social programs rose. Poverty gains have slowed, especially among children and youth, who are disproportionately overrepresented amongst the poorest. While poverty among children is less than a half of the 2006 figures, it has recently become more concentrated among children under 18.

Education investment and human capital accumulation has become especially critical. High concentration of poverty among children is especially concerning because Uruguay is facing the peak of its 'demographic window of opportunity'. The increase in the proportion of elderly Uruguayans as the working-age population shrinks, has placed added pressure on building the human capital of current youth. Education reform is especially important to strengthen the skills and increase the productivity of the current generation so to sustain and extend attained social gains in the midst of slower medium-term growth.

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Sectoral and Institutional Context

The early and primary education system in Uruguay includes a complex array of institutions. In primary education (grades 1 through 6), the public education system is composed of: (i) traditional schools (301 schools and 27% of all students), that provide 4 hours of instruction in double shifts (ii) APRENDER schools (254 schools and 22% of students), that target students from poor backgrounds; (iii) practice schools (135 schools and 14% of students) that are similar to traditional schools, but allow teachers in training to practice; (iv) full-time schools (FTS) (211 schools and 12% of students) that provide 8 hours of instruction; (v) rural schools (1105 schools and 5% of students) that provide 5 hours of instruction to smaller rural communities and operate with fewer students and teachers; and (vi) extended time schools (37 schools and 2% of students) that focus on less vulnerable urban areas in single shifts. The remaining 18 percent of students attend private institutions.

Uruguay has an equally diverse configuration of agencies implementing education policy. The Ministry of Education and Culture (Ministerio de Educación y Cultura, MEC) is responsible for education policymaking, and plays a coordinating role with various institutional actors throughout the sector. The National Administration for Public Education (Administración Nacional de Educación Pública, ANEP) is an autonomous institution mandated with carrying out policy. It is comprised of the Central Steering Council (Consejo Directivo Central, CODICEN), as well as the Councils of Preschool and Primary Education (Consejo de Educación Inicial y Primaria, CEIP), and Secondary Education (Consejo de Educación Secundaria, CES). Many of these institutions have overlapping spheres of influence, creating duplication of functions, poor communication, and unclear hierarchies among them. These conflicts explain the limited work across levels and lack of a systemic approach to resolving



education bottlenecks.

Uruguay presents relatively better performance when compared to the region, but challenges remain. Poor learning outcomes and low internal efficiency are Uruguay's main challenges. In the latest round of PISA (2012), Uruguay scored far below the OECD average and showed a deterioration in both performance and equity as compared to 2003. These learning gaps begin as soon as early education. A recent assessment of cognitive and non-cognitive skills among children aged 4 to 6 found that between 25 percent and 40 percent exhibited low levels of development. The Uruguayan system also presents high repetition, dropout and overage rates throughout basic education, with a strong socio-economic gradient for most indicators. The transitions from initial to primary, and from primary to secondary education represent especially critical bottlenecks, as illustrated by the fact that the highest repetition rate in primary education occurs in the first grade (12 percent), and the highest repetition rate in secondary education also occurs in the first year (34 percent). Repetition exhibits a gender bias throughout basic education -males are more likely to repeat the first grade of primary by 3pp and the first year of secondary by 4pp.

To address these challenges, the Government of Uruguay's (GoU) strategy rests on three pillars: FTS, early education, and student trajectories. The GoU established three priority areas, as reflected in the budget program for 2015-2019: (i) expanding the coverage of Full-time schools; (ii) universalizing of early education for children aged 3; and (iii) supporting successful transitions across education levels. To achieve the latter, the government is strengthening in-service teacher training so to shift the focus towards the key competences expected in each education cycle (as defined by graduate profiles). Furthermore, and based on these profiles, the government is planning to drastically expand its evaluation capacity: it seeks to diagnose learning gaps earlier in the education cycle, create mechanism to respond accordingly, and monitor progress. The GoU has already undertaken some initiatives aligned with these pillars: (i) the doubling in the number of FTS in a decade (from 104 in 2005 to 211 in 2015); (ii) the revision of the curricula, taking into account the graduate profiles developed for each education cycle; (iii) the production and distribution of didactic materials and guidelines to improve teaching methodologies; (iv) remedial courses in early secondary education, and (v) pilot assessments in early and primary education.

The GoU has requested the Bank's support to further implement the FTS model. The Government launched the FTS model in the mid-1990s and it has been supported by the Bank since its inception. Its value-added chiefly stems from an extension of the number of class hours (from 4 to 7.5). The additional class time improves learning conditions by allowing for time to consolidate learning, non-cognitive abilities, and to support students at risk of grade failure. The most rigorous impact evaluation available showed considerable learning gains from the FTS model in Uruguay, equivalent to almost an additional year of schooling (Cerdan-Infantes & Vermeersch, 2007). Furthermore, FTS supports proper nutrition (especially for the most vulnerable) and allow parents, and especially mothers, to work. These advantages made the FTS model hugely popular in the country and led the government to make its expansion a policy priority; a multiparty agreement seeks to reach 300 schools by 2019. The FTS model also has an equity angle, with the bottom-40 representing about half of FTS students.

Early education faces challenges in both coverage and quality. Access to high quality early-childhood education (ECD) is key to boost school readiness and smooth the transition from home to school (Heckman et al., 2010). Key bottlenecks documented in different studies include: (i) low coverage for 3-year olds in early education due to limited supply of classrooms (below 60% for children in the poorest quintile); (ii) low quality of ECD teachers, linked to the absence of any type of in-service training; (iii) inadequate didactic materials; and (iii) insufficient assessment capacity: current diagnostics only cover a fraction of children and are not effectively used to close



detected gaps. (See Monitor, 2015; World Bank 2016). In addition, there is a lack of agreement on the learning standards needed in early education. While some institutions focus on play-based activities, others focus on hard-skills such as reading and numeracy skills, thus making early education a duplication of the first grade of primary education.

Outdated teaching practices constrain teachers' ability to provide pertinent skills and non-cognitive dimensions of learning. Uruguayan teachers present a prevalence of outdated pedagogic methodologies that emphasize encyclopedic, unengaging, and rote learning rather than focusing on skills and competences (World Bank, 2015). Similarly, the documented importance of socioemotional and non-cognitive skills is not properly included in the learning development goals, in particularly detriment to vulnerable and at-risk students. Lack of awareness and inclusion in the classroom of gender dimensions of learning underpins gender stereotypes and chauvinism in Uruguayan society. As a result, ANEP outlined graduate profiles for every grade of primary education, in an attempt to standardize learning milestones and the achievement of minimum competencies for all students; these profiles, however, have not been substantively incorporated into the curricula, as teachers find difficult to move from traditional content-based conception of learning to a perspective centered on competencies aligned with graduate profiles.

Poor identification and support to at risk students, and lack of articulation across education levels, lead to high repetition rates in the transition to secondary education. The system currently has no tools to recognize and flag students at risk. While FTS model is the only that provides enough time to go beyond the required curriculum and provide personalized attention to at-risk students, the lack of regulation on the use of this time and teachers' lack of training on how to support these students, often leads to misusing the additional class time. In particular, disadvantaged students lack the study and organization skills needed to face the extensive curriculum taught in secondary education (students go from 6 subjects in primary education to 13 subjects in secondary education). Finally, the multiplicity of competing actors in basic education lead to few intra-level and systemic approaches.

Uruguay's evaluation capacity is inadequate for its level of development. While peers like Chile have had 20-years of census-level assessments for basic education, Uruguay has neither standardized census-level data on primary or secondary education, nor census-level early childhood assessments. While mid-year evaluations in primary education exist, they were designed for pedagogical purposes, allowing students to participate and retake it, without standardized guidelines. The lack of reliable data is compounded by Uruguay's limited number of researchers, due to the size of its tertiary education system. To remedy the data gap, the GoU has supported some pilots, which were successfully completed in 2015 and are ready for expansion. Beyond these data gaps, the systems does not have an culture of active use of data and the limited existing information is not shared systemically with parents, teachers, and school directors, and therefore has narrow impact.

C. Proposed Development Objective(s)

Development Objective(s) (From PAD)

The objective of the Project is to improve the teaching practices, learning conditions, and internal efficiency of early and primary education in Full-Time Schools, and to strengthen the evaluation capacity of the system.

Key Results

The proposed PDO would be measured through the following four indicators:



- i. Increase in teaching practices score.
- ii. Number of students enrolled in new schools that meet required quality standards.
- iii. First grade repetition rate in FTS.
- iv. Number of school classrooms that receive timely summary reports on their standardized student assessments.

D. Project Description

The Project would achieve its development objective through implementation of four components, as follows:

Component 1. Early education. (Total: US\$7.87 million; Bank: US\$6.00 million; Counterpart: US\$1.87 million). This component will increase the coverage of early education for 3-year olds and will improve the quality of early education for 3-5 year olds. In the medium and long-term, this is expected to foster school readiness and reduce early grade failure, thus improving internal efficiency.

Subcomponent 1.1 Enrollment in Early Education. (Total: US\$5.31 million; Bank: US\$4.00 million; Counterpart: US\$1.31 million). The subcomponent will seek to increase enrollment of 3-year olds in early education. The subcomponent will finance Infrastructure and Equipment in Early Education. The Project will increase access to early education, through the construction and renovation of 20 new classrooms in FTS for 3-year old students. The new classrooms will have approximate dimensions of 50m² with capacity for 25 students per classroom.

Subcomponent 1.2 Quality Improvements in Early Education. (Total: US\$2.56 million; Bank: US\$2.00 million; Counterpart: US\$0.56 million). This subcomponent will finance:

- i. Educational Materials in Early Education. In every FTS school with a classroom for 3-year olds, the Project will fund a library of at least 60 volumes of pertinent children literature and a mobile shelf space that allows the transportation of this library across classrooms and students (from 3-5 year olds). The mobility seeks to foster collaboration and joint study and play across grades. It will also finance didactic games and toys.
- ii. Expansion of the Evaluation Capacity in Early Education: The Evaluación Infantil Temprana (EIT), an early-childhood evaluation administered by the División de Investigación, Evaluación y Estadística (DIEE) will evaluate students across a number of key dimensions such as awareness of self and the environment, social abilities, language, communication, and motor skills. The assessment seeks to become a feedback mechanisms for teachers to understand the progress and stages of development of their students. This evaluation is adapted from the successful (and cost-effective) Canadian EYE-TA model, and can be easily incorporated into daily learning. The previous WB financed operation financed pilots of this study in 2014 (one department, 55 schools), 2015 (two departments, 151 schools), and an expansion to half of the target population during 2016 (11 departments, almost 1000 schools). The Project will expand EIT to make it universal in Uruguay (target all departments [19] and schools [2037]).

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The Project will also support activities aimed at exploiting the information produced by the EIT through (i) a protocol of intervention tailored to various EIT diagnoses and embedded as a specific module in all in-service training courses in the early education. ; (ii) a tailored information package for parents – including specific recommendations for home-based activities – will be designed and delivered to parents through the interactive platform of GURI (Gerenciamiento Unificado de Registros e Información) (e.g., through an internet platform, cellphone apps);(iii) an integration of student-level microdata into the teacher platform of GURI so to make it easily available to first-cycle primary teachers ; and (iv), a study to identify and improve potential uses of the EIT diagnoses.

- iii. In-service Training in Early Education: The subcomponent will finance the creation of an in-service training system for early education, which currently does not exist. This will include both the design of the training system (workshops, technical assistance, etc.) as well as the training itself. The focus will be to prepare teachers for the key needs of students at the earliest stage of development . In particular, the training will teach the response protocols associated with the EIT. The training will cover all early education teachers in FTS.

Component 2. Primary education. (Total: US\$36.78 million; Bank: US\$26.30 million; Counterpart: US\$10.49 million). This component will (i) improve the conditions of learning through added class time and improved physical conditions; and (ii) improve teaching practices with a focus on the development in students of competencies, socio-emotional skills (SES) and the alignment of skills imparted with graduate profiles.

Subcomponent 2.1. Infrastructure in Primary Education. (Total: US\$30.41 million; Bank: US\$20.88 million; Counterpart: US\$6.88 million). This subcomponent will finance:

- i. Infrastructure and Equipment for Primary Education. The Project will finance the construction and rehabilitation of approximately twenty (20) FTS schools: New construction is expected for 4 schools, for underserved populations and for cases where existing buildings cannot be repaired at a reasonable cost. 16 traditional or APRENDER schools will be renovated or expanded to become FTS. The renovation or refurbishment will include minor construction work, and upgrade of the water, electricity and internet systems, as well as issues related to deferred maintenance (e.g. defective roofs and windows, patching and painting walls). It is expected that these works would cost on average US\$7,800 per student.
- ii. Preventive Maintenance: Preventive maintenance will take place as an annual grant that would be awarded to a large number of FTS to cover costs associated with smaller expenses for maintenance and general upkeep. This would include goods, works, and services required for FTS maintenance. The implementation agency (Proyecto de Apoyo a la Escuela Pública Uruguaya, PAEPU) would provide technical assistance to School Management Committees (SMCs), made up of school representatives, and representatives from the surrounding communities, including parents. The technical assistance would be for the drafting of school maintenance plans as well as for managing the funds. These funds will be managed by the school director with the assistance of community members who would also be allowed to contribute monetarily and in kind. It is expected that 200 schools will receive the grant of an average amount of US\$3500.

Project Targeting and Selection Process: ANEP has assembled a list of schools that have qualified for participation in the program, based on the following process: a) assessment of the ownership status of land; b) assessment of the infrastructure needs of schools; c) demonstrated community endorsement of the sub-project;



d) consultation with teachers, directors and students; e) availability of land for school use. At least 75% of all infrastructure, equipment and preventive maintenance will be allocated to schools of quintiles 1 and 2, in an effort to guarantee the targeting of students from underprivileged socioeconomic backgrounds. This list will be reviewed and updated during the project implementation according to selection criteria stated in the Operations Manual.

Subcomponent 2.2. Quality Improvements in Primary Education. (Total: US\$6.37 million; Bank: US\$2.78 million; Counterpart: US\$3.59 million). This subcomponent will finance:

- i. **Strengthening the Pedagogical and Institutional Management:** This activity will provide guidelines and training to both supervisors and school principals in classroom management, periodic evaluations of learning, learning planning, allocation of teacher's time, with a focus on (i) supporting students lagging behind, (ii) aligning pedagogies with the development of competencies across grades, (iii) encouraging the development of socioemotional skills.
- ii. **In-service Training in Primary Education:** This activity will adjust existing in-service training programs to foster modern pedagogies adapted to the special needs and bottlenecks of the Uruguayan system. The training will cover primary education teachers in FTS of all grades (2500 teachers at a pace of at least 800 teachers trained a year). The training will focus on a number of priorities: (i) improved teaching strategies in key knowledge areas, especially math and writing; (ii) teaching of competencies, instead of traditional rote learning; (iii) development of socio-emotional skills; (iv) focus teaching towards the attainment of graduate profiles; and (v) fostering awareness of the gender dimensions of learning, especially ingrained social norms about masculinity and femininity and differential cognitive development in early grades, as well as the development of non-violent conflict resolution. The training will involve four type of interventions: (1) face-to face classes, in charge of pedagogical experts, who will attempt to revise teaching frameworks, reflect on the teaching process, learning outcomes, and teacher performance, (2) school workshops for the teachers of a single school or center, (3) school visits for in-place identification of issues, support and advice, and (4) virtual support for on-time needs. These interventions will be complemented, in some cases, with materials such as teachers' guidelines and schoolbooks. In addition, this activity will also provide technical and operational support to the teacher training institute of CEIP that provides in-service training to other schools (Instituto de Formación en Servicio), particularly to APRENDER schools, which target vulnerable neighborhoods. The training focus will be differentially adapted for each grade, with first cycle teachers focusing on language and math literacy, and second cycle teachers focusing on reading comprehension, writing, problem solving, and transition to secondary education.

Component 3. Transition between Primary and Secondary Education. (Total: US\$2.94 million; Bank: US\$1.81 million; Counterpart: US\$1.12 million). This component will improve internal efficiency in the short term by supporting students at-risk in their transition to lower secondary education and by helping articulate institutions in primary and secondary education.

Subcomponent 3.1. Strengthening the Second Cycle of Primary Education. (Total: US\$2.39 million; Bank: US\$1.27 million; Counterpart: US\$1.12 million). This subcomponent will finance:

- i. **In-service Training for Successful Transitions:** This activity will support teachers' ability to provide remedial support for students most at-risk in the transition to secondary education. The training will



only cover 6th grade teachers in FTS. The courses will improve teaching methodologies conducive to the instilling skills needed for the success in secondary education including: organization and study skills (the higher number of subjects is a key challenge in secondary education), and addressing remedial gaps in core skills (e.g., reading, writing). This training will be conducted in partnership with ANEP's System of Protection of Educational Paths (Sistema de Protección de Itinerarios Educativos), which supports student career choices by providing information for the selection of a secondary institution, facilitating direct inscription through the GURI system, and verifying the enrollment of all graduates in secondary education.

- ii. Remedial Course for Successful Transitions: A pilot program for 6th graders in 30-50 schools will focus on providing at-risk students the tools needed to succeed in their transition to secondary education. This remedial course will be structured around small study groups with intense personalized attention focused on reinforcing key competencies in math, Spanish, and study strategies. It will have a minimum duration of 3 hours a week. The Early Warning System Activity defined under component 4.1 will be the basis for the selection of the target population.

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Subcomponent 3.2. Pilot Alliances between Primary and Secondary Schools. (Total: US\$0.55 million; Bank: US\$0.55 million; Counterpart: US\$0 million). This subcomponent will finance:

- i. Primary Schools-CETP-UTU Alliances: Approximately 5-10 primary schools will align with secondary institutions belonging to the CETP-UTU (Universidad del Trabajo del Uruguay), in order to support primary education graduates sustain their accomplishments in their trajectory to secondary education (Media Básica). The Project will foster student exchanges that help primary student gather information, align expectations and provide academic preparation for the transition to secondary. It will also implement discussion seminars between teachers of primary and CETP-UTU so to (i) align teaching contents and practices between the last year of primary education and the first of secondary, (ii) produce a report that provides pedagogic guidelines with best practices for intra-level cooperation, (iii) frame meetings among students of different levels, both curricular and extracurricular.

Component 4. Monitoring and Evaluation System. (Total: US\$11.40 million; Bank: US\$5.88 million; Counterpart: US\$5.52 million). This component will seek to improve the evaluation capacity of the education system as well as to ensure the good management and monitoring of this Project and the FTS program, by (i) helping design and finance key analytical studies and impact evaluations that expand the knowledge base of the Uruguayan education system, and (ii) providing assistance and resources for the coordination, execution, and monitoring of the project.

Subcomponent 4.1. Strengthen the System's Evaluation Capacity. (Total: US\$3.57 million; Bank: US\$3.57 million; Counterpart: US\$0 million). This subcomponent will finance:

- i. Standardized learning evaluations (2nd, 3rd, 4th, 5th, 6th grade): This activity will seek to identify learning gaps and students at risk by evaluating the learning achievements of all students from 2nd to 6th grade at the end of each school year, providing results to the teachers for on-time intervention. Reports summarizing the school/grade performance, and identifying critical areas of development, will be delivered within the next three months of the evaluation date. Recent research has shown that timely feedback on the school performance has large impact on students' learning (World Bank, 2016).



- ii. Strengthening of GURI: The GURI system provides school administrators and education policymakers with timely and accurate school-level administrative data that complement student learning data. It allows monitoring students' schooling history throughout preschool and primary, including detailed data on attendance, course grades, grade progression, etc. In addition, GURI has designed an interactive web platform to interact with school directors, teachers and parents. This activity will support the strengthening of GURI, by supporting the incorporation of new data fields in the system comprising both teachers (e.g. course planning, in-service training, etc.) and students (EIT results, end of year standardized evaluations, homework grades, etc.). In addition, it will support improvements in the design of cell phone apps to interact with teachers and parents (currently being piloted). Finally, it will develop short monthly reports summarizing the key data collected, including "control panels" depicting crucial student/grade/school flags.
- iii. Early-Warning System (EWS): the objective of this activity is to accurately predict who is most likely to drop out of school using readily available student-level administrative data, as well as detailed standardized scores (complete available history of scores by subject). Once in place, this system will allow to target at risk students with specific programs (e.g. remedial courses). This component will finance the design and maintenance of the EWS.
- iv. Innovations in Education and Impact Evaluations: this activity will finance at least two impact evaluations using randomized control trials [Preliminary agreement on this]. Priority would be given to key components of the project, as well as promising low-cost innovations that could be easily scaled-up. The objective of these evaluations is to assess, with rigorous methods, what interventions are cost-effective. During preliminary discussions with key authorities, three interventions have already been proposed as potential candidates for the impact evaluations: (i) the teacher training subcomponents; (ii) the ECD component (or some sub-components, such as the information packages for home stimulation); and (iii) the use of GURI interactive platforms (e.g. cell phone apps) to provide timely information to parents on their children' academic progress.
- v. Other Studies: The Project will also attempt to support other useful studies such as: (i) class-observation study [Preliminary agreement on this, but still TBC] ; FTS time-use analysis ; School-climate evaluation; Infrastructure evaluations (systemic assessments of the renovation and maintenance needs of FTS and the use of space).

Subcomponent 4.2. Project Administration. (Total: US\$7.83 million; Bank: US2.31 million; Counterpart: US\$5.52 million). This subcomponent would seek to manage and coordinate the execution of the Project.

The subcomponent will finance the Operating costs of the Project, including expenses associated to the successful implementation of the Project, whose execution will be centered in PAEPU. The PAEPU team has extensive experience partnering with the Bank and implementing successfully previous Bank-financed operations, including, the ongoing "Support to the Uruguayan Public Schools Project" (P126408) and previous operations (Third Basic Education Improvement Project and Additional Financing (P070937) - Loans 7113-UY and 7789-UY). The Project would continue the practice of maintaining an in-house team of engineers and architects to oversee the implementation of civil works. For other functions, such as managing the research program, the Project would work closely with entities in ANEP such as the DIEE. The Project management arrangements are spelled out in the Project's Operational Manual.



The Project would finance the staff for the following areas: (i) Project coordination and administration; (ii) management of the financial and physical execution of the Project; (iii) management of the Project's procurement activities; and (iv) monitoring and evaluation of the Project. This sub-component would also finance other recurrent costs including the rent of office space, insurance, and operational costs. The Project would also finance the costs related to the implementation of the Environmental and Social Management Strengthening Program.

Component Name:

Early Education

Comments (optional)

Bank: US\$2.00 million; Counterpart: US\$0.56 million

Component Name:

Primary Education

Comments (optional)

Bank: US\$30.30 million; Counterpart: US\$11.78 million

Component Name:

Transition between Primary and Secondary Education

Comments (optional)

Bank: US\$1.81 million; Counterpart: US\$1.12 million

Component Name:

Monitoring and Evaluation System

Comments (optional)

Bank: US\$5.88 million; Counterpart: US\$5.52 million

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E. Project location and Salient physical characteristics relevant to the safeguard analysis (if known)

Project's sub-projects (investments in infrastructure for early education; construction of new primary Full Time Schools -FTS- or remodeling / refurbishment of existing schools for conversion to FTSs; maintenance activities of school buildings; and, potentially, remodeling of CEIP facilities for in-service training) locations have not been confirmed; they will be selected during Project implementation. However, 25 potential eligible sites for works under Component 2 have been pre-identified around the country. Preliminary screening regarding these pre-identified sites indicates that works would be conducted in already disturbed, man-modified land: in all cases, sub-projects would be implemented in urban or peri-urban zones, already transformed land, where natural habitats or environmentally sensitive areas are not present and existence of cultural resources is not known or suspected, with the exception of an historic building that might be remodeled as part of the activities of upgrading CEIP facilities for in-service training.



F. Environmental and Social Safeguards Specialists on the Team

Santiago Scialabba, Elba Lydia Gaggero

IMPLEMENTATION

The Project will be implemented by ANEP through the Project Coordination Unit (PCU, 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 Support to Uruguayan Public School Project (P126408). ANEP would remain the key responsible agency, while PAEPU would continue to be entrusted with the implementation arrangements, including Project fiduciary and safeguard management-related aspects. The proposed implementing agency and its PCU have a very strong track record in executing Bank financed operations. Since mid-1990’, ANEP has implemented four education operations, all of which have been satisfactorily executed. The current operation was rated “Satisfactory” in safeguards during all the implementation period of the project. For the new operation, social and environmental safeguards will continue to be managed by the qualified and experienced specialists within PAEPU.

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SAFEGUARD POLICIES THAT MIGHT APPLY

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	Physical interventions foreseen in the Project are included in Component 1 and Component 2 and refer to i) investments in infrastructure for early education; ii) construction of new primary Full Time Schools -FTS- or remodeling / refurbishment of existing schools for conversion to FTSS; iii) potentially, remodeling of CEIP facilities for in-service training; iv) and, potentially, minor maintenance activities of school buildings. The rest of the Project’s activities, essentially focused on institutional development, training, and capacity building, do not involve environmental or social risks. In that sense, the proposed new operation is similar to the ongoing Support to Uruguayan Public School Project (P126408) in terms of safeguards related issues. 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. Based on



the nature of the works, this Project is classified as Category B requiring a partial environmental and social assessment in accordance with the World Bank's Environmental and Social Safeguards Policies. For the management of the ongoing operation's risks and potential adverse impacts, ANEP through PAEPU developed an Environmental and Social Management Framework (ESMF), built upon the proven systems and procedures as well as the experience acquired by the Agency and its Coordination Unit through the implementation of the three previous Bank's financed projects. Given that this ESMF has a proven adequacy as the instrument for the management of safeguards of the current operation (P126408), ANEP carried out a comprehensive review of this instrument to improve procedures, as pertinent and/or necessary, to ensure its suitability for the particularities of the new Project, Improving the Quality of Initial and Primary Education in Uruguay (P159771).

The review involved relevant education community representatives, mainly users of the instrument (school authorities, project cycle's school-building responsible professionals -designers, works supervisors-, etc.), who provided their inputs for the improvement of processes and procedures.

It is also important to highlight that all measures already included in the ESMF of the current operation related to sustainability, accessibility as well as health and safety aspects have been particularly reviewed. In the updated version of the ESMF and other relevant documents have been reinforced or incorporated, as it corresponds, all the 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; b) sub-project designs [new schools construction / existing schools rehabilitation] include measures to ensure universal accessibility for persons with disabilities;

c) all required measures to ensure life & fire safety are adopted in the schools; d) pertinent occupational health and safety measures are taken into account, including those related to the removal and safe disposal of asbestos, which is a potential risk during rehabilitation interventions.

To the existing good practices already included in the



ESMF of the current operation, the updated ESMF also refers now to the WBG Health and Safety Guidelines (WBG EHS Guidelines, www.ifc.org/ehsguidelines), to be considered as relevant.

A draft version of the updated instrument, which includes an Involuntary Resettlement Policy Framework (RFP) – see below, was disclosed in the ANEP-PAEPU website (<http://mecaep.edu.uy>) on September 26, 2016 and in the World Bank’s external website on September 29, 2016. It was consulted with relevant education community representatives until October 5, 2016. The consultation process allowed PAEPU to reconfirm the appropriateness of the instrument for the social and environmental management of the new operation; no changes in the Project design or in the ESMF provisions resulted from the consultation process.

The final version of the ESMF -including the RPF-, was published in the PAEPU/ANEP website on October 7, 2016. This final version, which documents the consultation process carried out and its results, was also published in the World Bank external website on October 7, 2016.

Note: at the [school intervention] sub-project level, a broader consultation process will take place. According to the provisions of the ESMF, depending on the sub-project characteristics, communication activities with the broader education community (teachers, school authorities, students, parents, project cycle’s school-building responsible professionals -designers, works supervisors, etc.-) and other local representatives (local authorities, local CSO, etc.), may involve: a) site election, b) gathering of information regarding area singularities and cultural value, c) project presentation, d) start of works, e) finish of works / building inauguration, and f) ex-post consultation. Two of these activities, as consultation meetings, are mandatory for all sub-projects: project presentation and ex-post consultation.

Despite the fact that sub-projects specific locations would be selected during Project implementation, potential eligible sites for the construction, transformation and/or rehabilitation of schools have been pre- identified. Preliminary screening regarding

Natural Habitats OP/BP 4.04

No



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		these pre-identified sites and sittings of the potential facilities to be built or remodeled under Components 1 and 2 indicates that works would take place in urban or sub-urban zones, already transformed land, not involving natural habitats or environmentally sensitive areas. Thus, this policy is not triggered since the Project does not require the significant conversion of natural habitats and will not take place in protected areas or ecologically important sites.
Forests OP/BP 4.36	No	This policy is not triggered since the project will affect neither forests nor forest dependent communities, nor will it involve changes in the management of forests.
Pest Management OP 4.09	Yes	The Project does not require the purchase, application or storage of pesticides and will not lead to an increased use of pesticides. However, schools may use pesticides during their operational phase to control pests (for example, termite treatment, vector control, etc.). Thus, the Policy is triggered for the Project. Due to the fact that quantities of pesticides that might be required will not be significant, a Guide to Pest Control and Pesticide Safety has been included in the ESMF of the Project.
Physical Cultural Resources OP/BP 4.11	Yes	Despite the fact that sub-projects specific locations would be selected during Project implementation, potential eligible sites for the construction, transformation and/or rehabilitation of schools have been pre-identified. Preliminary screening regarding these pre-identified sites as well as characteristics of the potential facilities to be remodeled indicates that works would not take place in areas where existence of cultural resources is known or suspected, with the exception of an historic building that may be remodeled as part of the activities of Component 2 (Note: this building has not a legal status as a cultural heritage; it has particular values for the Uruguayan teachers' community due to the fact it is one of the biggest and oldest school buildings in the country. At present it is used as a secondary school, and potential interventions involve limited remodeling works in only one floor, which will not affect its main constructive characteristics, in particular the façade of the building). Therefore, the policy is triggered for the Project. In order to cover the related requirements, procedures and measures for the protection of cultural assets will



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		<p>be established in the ESMF (they include, inter alia, early identification, consultations with community and cultural heritage authorities, specific project designs as needed). The Environmental Management Plan for works would establish the mitigation measures to be applied during civil works execution.</p>
Indigenous Peoples OP/BP 4.10	No	<p>This safeguard does not apply as indigenous peoples, as defined by the four required characteristics in OP4.10, are not present in Uruguay.</p>
		<p>OP/BP 4.12 (Involuntary Resettlement) is triggered. Experience with previous school construction and reconstruction with PAEPU shows that no land has been acquired or occupied for any civil works. Nevertheless, since sub-projects specific locations would be selected during Project implementation, the project will preventively trigger this policy in order to have the instruments required to handle any potential physical or economic displacement to any formal or informal resident or tenant that may arise during works execution.</p> <p>It is important to highlight that in order to minimize implementation risks, the Project will prioritize the use of land fully owned by ANEP and where no displacement (economic or physical) is expected to occur.</p> <p>Since sub-projects specific locations have not been defined yet, the project has prepared an Involuntary Resettlement Policy Framework (RFP).</p>
Involuntary Resettlement OP/BP 4.12	Yes	<p>A draft version of the RFP was disclosed in the ANEP-PAEPU's website (http://mecaep.edu.uy) on September 26, 2016 and in the World Bank's external website on September 29, 2016. It was consulted with relevant education community representatives until October 5, 2016. No changes in the Project design or in the RFP provisions resulted from the consultation process.</p> <p>The final version of the RFP was published in the ANEP-PAEPU's website and in the World Bank external website on October 7, 2016.</p> <p>In the case that specific locations for works identified during implementation imply any kind of physical and/or economic displacement, specific Resettlement Action Plans (RAPs) will be prepared following the RFP provisions and such RAPs will be consulted with project affected people prior the beginning of the works.</p>



Safety of Dams OP/BP 4.37	No	The project will not support the construction or rehabilitation of dams nor will it support other investments which rely on the performance of existing dams. Therefore, the Policy is not triggered.
Projects on International Waterways OP/BP 7.50	No	The project will not affect international waterways as defined in the Policy therefore this policy is not triggered.
Projects in Disputed Areas OP/BP 7.60	No	The Policy is not triggered because the Project will not be implemented in areas known to involve disputed areas.

KEY SAFEGUARD POLICY ISSUES AND THEIR MANAGEMENT

A. Summary of Key Safeguard Issues

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1. Describe any safeguard issues and impacts associated with the proposed project. Identify and describe any potential large scale, significant and/or irreversible impacts:

The Project’s physical interventions are foreseen under Components 1 and 2, whereby the construction of new schools and the refurbishment of schools would be financed; funds would be also provided for maintenance of existing FTS. These interventions are of small scale, and no particularly sensitive environmental conditions are known in the potentially eligible sites of implementation, thus, no potential large scale, significant and/or irreversible impacts are expected. Anticipated potential adverse environmental impacts would be primarily during the construction phase of civil works (e.g. construction staging, debris generation, dust emission, noise, safety, crosswalk and traffic restrictions around workplace, etc). During the operation stage, potential negative impacts would be related to potential misuse or maintenance problems of the school infrastructure. The prevention, reduction and mitigation of these impacts are mainly based on the adoption of engineering and management good practices, such as the specific measures included in the Environmental and Social Management Framework of the Project.

In respect to social safeguards, OP/BP 4.12 (Involuntary Resettlement) is triggered. Although experience with previous school construction and reconstruction with PAEPU shows that no land has been acquired or occupied for any civil works, the project has preventively triggered this policy and developed a Resettlement Policy Framework in order to have the instruments required to handle any potential physical or economic displacement to any formal or informal resident or tenant that may arise during works execution. In such cases, a specific Resettlement Action Plan will be prepared following the RPF provisions and will be consulted with project affected people prior the beginning of the works.

The Project would bring a number of positive social outcomes. Continuing expanding the Full Time School model will allow to improve learning conditions and provide holistic support to the most vulnerable. In addition, previous experience illustrated the limitations of working only in primary education, since most bottlenecks in the Uruguayan system are systemic and derive in part from the lack of coordination across levels. The Project thus incorporate interventions in initial education, targeted work to improve the transition from primary to secondary education, and a comprehensive strengthening of the information and evaluations capacity of the education system.



2. Describe any potential indirect and/or long term impacts due to anticipated future activities in the project area:

No potential indirect and/or long term adverse impacts due to anticipated future activities in the Project area have been identified.

3. Describe any project alternatives (if relevant) considered to help avoid or minimize adverse impacts.

No alternatives were considered in Project preparation given the low sensibility of this Project.

4. Describe measures taken by the borrower to address safeguard policy issues. Provide an assessment of borrower capacity to plan and implement the measures described.

Given that the specific subprojects will be defined during Project implementation, ANEP has developed an ESMF in accordance with the Bank's safeguard policies.

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Following the ESMF provisions, socio-environmental criteria will be applied along the subproject cycle. Works will be designed and implemented in observance of best practices and standards including life & fire safety, pertinent occupational health & safety, universal accessibility for persons with disabilities, etc. In addition, green architecture criteria will be applied (e.g. green roofs, natural ventilation, resource consumption efficiency, etc.). During works execution contractors will be required to implement specific Environmental Management Plans (EMPs) that will state the foreseen potential impacts and provide operational procedures to, inter alia, control emissions (dust, noise, fumes) and manage solid waste and effluents in the construction site. EMPs will also cover communication requirements and safety aspects -including road and pedestrian safety as needed-. A Monitoring & Control procedure will be also implemented to guide the supervision of works execution and the proper implementation of EMPs. Supervision activities will be in charge of ANEP technical representatives. Upon the completion of works, the Use and Maintenance Manual included in the ESMF would be provided to the school authorities. PAEPU specialists will perform field audits in the construction sites and the operating schools.

The ESMF includes a screening tool to assess potential involuntary resettlement, and the project also prepared an RPF with provisions to handle any potential physical or economic displacement that may arise during works execution. In the case that specific locations for works identified during implementation imply any kind of impact covered by OP 4.12, specific Resettlement Action Plans will be prepared and consulted with project affected people prior the beginning of works, following the RPF provisions.

Implementation arrangements for the Project would be equal to those for the ongoing Support to Uruguayan Public School Project (P126408). ANEP would remain the key responsible agency, while PAEPU will continue to handle the implementation arrangements; social and environmental safeguards would be managed by a team of specialists within PAEPU. The proposed implementing agency has a very strong track record in executing Bank financed operations, including fiduciary and safeguards related aspects.

5. Identify the key stakeholders and describe the mechanisms for consultation and disclosure on safeguard policies, with an emphasis on potentially affected people.

Key stakeholders are mainly the education community (teachers, school authorities, students, parents), school-building responsible professionals (designers, works supervisors, etc.), local CSOs and authorities. Draft versions of the ESMF and



the RFP were disclosed in the ANEP-PAEPU's website (<http://mecaep.edu.uy>) on September 26, 2016 and in the World Bank's external website on September 29, 2016. They were consulted with relevant education community representatives (main users of the instruments: school authorities, school-building responsible professionals -designers, works supervisors-, etc.), until October 5, 2016. The consultation process allowed PAEPU to reconfirm the appropriateness of the instruments for the social and environmental management of the new operation; no changes in the Project design or in the ESMF and the RPF provisions resulted from the consultation process. The final versions of the ESMF and the RPF were published in the ANEP-PAEPU's website and in the World Bank's external website on October 7, 2016.

Regarding the school intervention subproject level, a broader consultation process will take place. According to the provisions of the ESMF, depending on the sub-project characteristics, communication activities with the broader education community and other local representatives may involve: a) site election, b) gathering of information regarding area singularities and cultural value, c) project presentation, d) start of works, e) finish of works / building inauguration, and f) ex-post consultation. Two of these activities, as consultation meetings, are mandatory for all sub-projects: project presentation and ex-post consultation. The Project also has a permanent communication with the school communities and has proven to have a system in place to address any grievances related to its implementation in a way that is acceptable to the Bank.

In addition, although experience with previous school construction and reconstruction with PAEPU shows that no land has been acquired or occupied for any civil works, the project has preventively developed an RPF to handle any potential physical or economic displacement that may arise during works execution. In the case that specific locations for works identified during implementation imply any kind of impact covered by OP 4.12, specific Resettlement Action Plans will be prepared and consulted with project affected people prior the beginning of works, following the RPF provisions.

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B. Disclosure Requirements (N.B. The sections below appear only if corresponding safeguard policy is triggered)

Environmental Assessment/Audit/Management Plan/Other

Date of receipt by the Bank	Date of submission to InfoShop	For category A projects, date of distributing the Executive Summary of the EA to the Executive Directors
6-Sep-2016	29-Sep-2016	N/A

"In country" Disclosure

Uruguay / 26-Sep-2016

Comments

The draft ESMF was published in ANEP-PAEPU's website (<http://www.mecaep.edu.uy>) for consultations.

Resettlement Action Plan/Framework/Policy Process

Date of receipt by the Bank	Date of submission to InfoShop
6-Sep-2016	29-Sep-2016



"In country" Disclosure

Uruguay / 26-Sep-2016

Comments

The draft RPF was published in ANEP-PAEPU's website (<http://www.mecaep.edu.uy>) for consultations.

C. Compliance Monitoring Indicators at the Corporate Level (to be filled in when the ISDS is finalized by the project decision meeting) (N.B. The sections below appear only if corresponding safeguard policy is triggered)

OP/BP/GP 4.01 - Environment Assessment

Does the project require a stand-alone EA (including EMP) report?

Yes

If yes, then did the Regional Environment Unit or Practice Manager (PM) review and approve the EA report?

Yes

Are the cost and the accountabilities for the EMP incorporated in the credit/loan?

Yes

OP/BP 4.09 – Pest Management

Does the EA adequately address the pest management issues?

Yes

Is a separate PMP required?

No

If yes, has the PMP been reviewed and approved by a safeguards specialist or PM? Are PMP requirements included in project design? If yes, does the project team include a Pest Management Specialist?

N/A

OP/BP 4.11 - Physical Cultural Resources

Does the EA include adequate measures related to cultural property?

Yes

Does the credit/loan incorporate mechanisms to mitigate the potential adverse impacts on cultural property?

Yes

OP/BP 4.12 - Involuntary Resettlement

Has a resettlement plan/abbreviated plan/policy framework/process framework (as appropriate) been prepared?

Yes

If yes, then did the Regional unit responsible for safeguards or Practice Manager review the plan?

Yes

Is physical displacement/relocation expected?

TBD

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Is economic displacement expected? (loss of assets or access to assets that leads to loss of income sources or other means of livelihoods)

TBD

The World Bank Policy on Disclosure of Information

Have relevant safeguard policies documents been sent to the World Bank's Infoshop?

Yes

Have relevant documents been disclosed in-country in a public place in a form and language that are understandable and accessible to project-affected groups and local NGOs?

Yes

All Safeguard Policies

Have satisfactory calendar, budget and clear institutional responsibilities been prepared for the implementation of measures related to safeguard policies?

Yes

Have costs related to safeguard policy measures been included in the project cost?

Yes

Does the Monitoring and Evaluation system of the project include the monitoring of safeguard impacts and measures related to safeguard policies?

Yes

Have satisfactory implementation arrangements been agreed with the borrower and the same been adequately reflected in the project legal documents?

Yes

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APPROVAL

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