



# Appraisal Environmental and Social Review Summary

## Appraisal Stage

### **(ESRS Appraisal Stage)**

Date Prepared/Updated: 10/17/2023 | Report No: ESRSA03059

**I. BASIC INFORMATION****A. Basic Project Data**

Country	Region	Project ID	Parent Project ID (if any)
Honduras	LATIN AMERICA AND CARIBBEAN	P181324	
Project Name	Strengthening Honduras' National Civil Registry And Identification Ecosystem		
Practice Area (Lead)	Financing Instrument	Estimated Appraisal Date	Estimated Board Date
Governance	Investment Project Financing	10/26/2023	12/18/2023
Borrower(s)	Implementing Agency(ies)	Estimated Decision Review Date	Total Project Cost
	Registro Nacional de las Personas (RNP)	10/12/2023	40,000,000

**Proposed Development Objective**

To strengthen Honduras's national civil registry and ID ecosystem by improving the birth registration process and identification of minors and enabling access of all individuals to public and private services.

**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 Activities**

The project will support the enhancement of civil registry coverage and automatization of registry processes to ensure timely registration at birth. Similarly, the project will enhance the coverage of the national ID system through the design and implementation of an enrollment campaign focused on children between 0-17 years which will be issued with identity cards. The project will also strengthen the capacity of the National Persons Registry to provide ID authentication services to enable the delivery of digital public and private services.

**D. Environmental and Social Overview****D.1 Overview of Environmental and Social Project Settings**

Honduras has an estimated population of 9.8 million. It is an ethnically diverse country, with a population that is increasingly urban, with widening development gaps between access to services, particularly in rural and remote areas. In a sample of 20 social programs, 93% of them required beneficiaries to possess an identification document to



access the offered services (CENISS, 2019). Moreover, nearly 59% of the population excluded due to a lack of ID were children and adolescents between 0 and 18 years old. Similarly, the criteria for the delivery of benefits from conditional transfer programs, do not allow the enrollment of beneficiaries that lack an ID card, or in the case of minors, when they lack a birth certificate issued by the RNP.

There is need to extend the National Identification System (SIN) coverage to remote areas and ensure also the inclusion of indigenous peoples and Afro-hondurans. According to the 2013 census, there are approximately 1.6 million indigenous people, making up around 18% of the total population. Some of the largest indigenous groups include the Lenca, Miskito, Pech, Tawahka, and Garifuna. The Afro-descendant population is referred to as Afro-honduran and make up approximately 1-2% of the country's population.

Honduras is one of the top three countries of origin for unaccompanied minors detained at the border of the United States of America (In 2018 there were 7,484 asylum cases for the Honduran population, 37% of which were minors under 18 years of age (DHS and COMAR)) without identification. The presence of unaccompanied Honduran minors without identification documents in migrant caravans is driven by both a lack of opportunities and the risk of forced recruitment into gangs; according to a 2022 report from the Interamerican Commission on Human Rights, minors without ID are more prone to recruitment from criminal gangs due in part to their differentiated treatment if caught given the non-imputability of children below 12 years. An adequate and reliable identification process that includes young people under 18 years of age can help reduce the attractiveness of recruitment by criminal gangs and facilitates the inclusion of youth in rehabilitation and reintegration projects. Similarly, including the records of minors in the National Identity System would facilitate the identification of parents or legal guardians from migrant children and determine their eligibility for social programs.

Moreover, the lack of proper identification is preventing Honduran children from accessing education as well as other social services, thus marginalizing young and vulnerable groups, which deepens poverty and inequality. In addition to that, the lack of biometric identification of minors increases the risk of child trafficking and reduces their chances of obtaining protection through the different national platforms aimed at this.

## **D.2 Overview of Borrower's Institutional Capacity for Managing Environmental and Social Risks and Impacts**

The National Persons Register (RNP, acronym in Spanish) will implement the Project through a Project Implementation Unit (PIU) that will, amongst others, ensure compliance with WB financial management and procurement regulations; carry out E&S risk management and implement the project's E&S instruments; oversee technical inputs from entities involved in the Project, including partner institutions such as the Health and Education Secretariats that will serve as enrollment agents; liaise with the WB, monitor and report on progress. The PIU will have one (1) full-time dedicated E&S specialist in order to ensure adequate management of E&S risks, implementation, monitoring and reporting on the project's E&S instruments, including the Grievance Mechanisms (for project activities and separately for project workers), coordination and training of the RNP and PIU staff, RNP Contact Center, as well as the Mobile Brigades, and meeting the requirements set out in the draft Environmental and Social Commitment Plan (ESCP) that has been prepared and disclosed by the Borrower. The ToRs of the E&S Specialist will be subject to no objection by the Bank.



RNP E&S institutional capacity assessment shows limited experience implementing WB-financed projects (only TA for “Improving Service Delivery through Enhanced Identification”-P168618, completed in 2020) and has no experience with the ESF. Between 2020 and 2022, the RNP implemented successfully the Identificate program with support from the UNDP, the UE and CABEI. RNP has experience with stakeholder engagement, mobilization of special brigades to reach stakeholders in more remote areas, and the implementation of its communication’s strategy. However, RNP’s reduced experience with consultation processes, grievance mechanisms, and limited capacity to manage E&S risks of the proposed project will require further strengthening through capacity building of RNP as an institution (under Component 3) and specifically the PIU staff considering: (a) ensuring implementation of a robust and well-functioning Grievance Mechanism (GM) adequate for the Project and accessible to all stakeholders, and (b) increasing RNP ability to effectively manage engagement and consultations with multiple civil, private and public stakeholders, Indigenous People and Afro Hondurans (IPAHs) and vulnerable groups. Commitments for capacity building in E&S risk management and E&S instruments and any other additional capacity building needs during implementation are included in the ESCP.

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

### **A. Environmental and Social Risk Classification (ESRC)**

Moderate

#### **A.1 Environmental Risk Rating**

Moderate

The environmental risk rating for the Project is considered moderate. Project activities are not expected to generate adverse significant environmental risks and impacts. The Project will strengthen the country’s national civil registry and ID system by improving the technical architecture for data collection, developing procedures and manuals, and carrying out capacity-building activities and communication campaigns. The Project will finance the procurement of tablets for the brigades, new IT equipment for a Data center, and will replace computers in Municipal and Auxiliary Civil Registry Offices. The Project will not finance any civil works (new infrastructure or retrofitting works). Based on available information, key environmental risks and impacts are related to the generation of solid waste, particular during the printing and plastification process of the IDs (ink and toner cartridges, plastic and paper waste) and electronic waste (e-waste) where old electronics are replaced and potential occupational health and safety hazards for the workforce. Possible negative impacts are expected to be negligible or minor, site-specific, temporary, and fully reversible.

#### **A.2 Social Risk Rating**

Moderate

The social risk rating is considered moderate. The Project is expected to have mostly positive social impacts, in particular for groups currently excluded from registration processes and identification documentation through providing them with access to these services which are essential for their recognition as citizens and for access to basic, social programs, and other services. There is an opportunity to increase access of People with Disabilities (PWD) to the national identification ecosystem in general and specific actions have been included in the PAD. Key social risks include the limited RNP capacity to reach certain stakeholders, such as IPAHs and rural households in remote areas, female heads of households, and lack of RNP experience engaging with migrants (including minors and youth at risk of migrating, internally displaced persons, asylum seekers, refugees, and returnees); municipalities play a role in pre-identifying undocumented people, however, their capacity to operate is often low, especially in certain areas, such as the Mosquitia where an important part of IPAH population reside. Even though an omnichannel service model for civil



registry and identification services is foreseen, it will need to be further adapted to the specific requirements of vulnerable groups and IPAHS. The Project will finance mobile brigades who will serve as enrollment agents and are often accompanied by security personnel (military) when engaging communities in remote areas; the adequate conduct of security personnel while supporting project-related activities is considered a social risk. Though currently the RNP has limited capacity to protect sensitive personal data during data (including biometric information) collection, storage and transmission across the ecosystem, this risk is considered low as the Project will finance the implementation of operational measures and technological infrastructure to enhance the RNP's cyber resilience capabilities and strengthening the security and data privacy protocols to handle personal data, as well as mechanisms to obtain the users' consent for operations involving personal data.

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

### **B.1 Relevance of Environmental and Social Standards**

#### **ESS1 Assessment and Management of Environmental and Social Risks and Impacts**

Relevant

The project will not finance nor support any type of civil works (new infrastructure or retrofitting works) so it is not expected to result in negative E&S impacts. The Project will however generate waste, including e-waste, for which the Borrower will implement project level waste management measures as detailed in the ESCP and the POM.

The Project will finance TA to strengthen the regulatory and operational framework to implement ID verification and authentication services, including: (i) Internal manuals to regulate the provision of ID verification and authentication services; (ii) Design of a governance framework, including roles, functions and institutional arrangements required, as well as procedures to target priority vulnerable populations, and procedures to continue and adapt operations during a natural disaster or other shocks; and (iii) Development of procedures and manuals to mitigate the risk of exclusion in birth registry process and minor enrollment flow. The ToRs and other documents defining TA scope and outputs, will be prepared so that advice and support is consistent with relevant ESSs. RNP activities after completion of the project not financed by the WB, or activities not directly related to project TA, are not subject to the WB ESSs.

The project will benefit from the experience obtained by the Borrower, carrying out a mapping exercise of undocumented adults in the country for the Identificate program (support UNDP, the UE, and CABEL) and through which over than 5.5 million adults were issued new ID cards 2020 and 2022.

Vulnerable groups include remote communities, female heads of households, PwD, school-aged children and adolescents, and migrants (including minors and youth at risk of migrating, internally displaced persons, asylum seekers, refugees, and returnees). In order to extend the coverage and register target minors to remote areas and ensure the inclusion of vulnerable populations, the Project foresees under subcomponent 1.2 the establishment of mobile brigades. The mobile brigades serve as enrollment agents and in their operatives they coordinate with municipal and auxiliary civil registry offices and community based auxiliary registrars; these operatives are additional to the enrollment, registration and ID issuance and distribution efforts to be implemented by RNP in coordination with partner institutions such as the Health and Education Secretariats. A risk is that these brigades are often accompanied by security personnel (military) when engaging with remote communities; this is further detailed under ESS4. The mobile brigades will receive training, technical but also focused on a fomenting an inclusive culture in the framework



of people's registration. The brigades will be required to follow basic and simplified OHS measures while conducting the site visits as detailed in the ESCP and the POM. A specific protocol for the conduct when engaging with stakeholders, especially schools-aged children (boys and girls) for mobile brigades and other enrollment agents, will be included in the POM in order to mitigate the potential SEA/SH risks. As stated in the ESCP, the POM shall be submitted for the Bank's no objection and is a condition for the start of the enrollment operatives and mobilization of mobile brigades and under subcomponent 1.2.

The project will implement capacity building and communication strategies to ensure the understanding of the national ecosystem and services to different stakeholders and carry out sensitization and information campaigns under subcomponent 3.2. "Promotion of an inclusive registration culture". The project will strengthen RNP's capacity to operate a functional and accessible Grievance Mechanisms for project activities and separately for project workers, as these mechanisms are currently weak. The Borrower's stakeholder engagement and communication's strategy has been assessed, measures to align the strategy with ESS10 requirements have been included in the ESCP.

### **ESS2 Labor and Working Conditions**

Relevant

Project activities involve direct and contracted workers, primarily RNP and partner institutions' civil servants and staff and consultants. There are no community workers and there is no risk of forced or child labor. In line with ESS2, public civil servants, such as RNP staff, will remain subject to the terms and conditions of their existing public sector employment agreement or arrangement, unless there has been an effective legal transfer of their employment or engagement to the project. ESS2 will not apply to such government civil servants, except for the provisions relating to Protection of the Work Force and Occupational Health & Safety. All other Project workers, such as consultants hired to work in the PIU (Direct Workers) or Contracted Workers (e.g., community based auxiliary registrars who are local community members, contracted temporarily by RNP for the purpose of assisting with the enrollment operatives or consultants), will be subject to ESS2 requirements. ESS2 requirements, including Occupational Health and Safety considerations in line with the WBG EHS Guidelines, and national legislation to ensure health and safety of workers, specially for the mobile brigades when conducting site visits during enrollment operatives and throughout TA activities such as capacity building, training services, and events, are set out in the ESCP.

The POM will include a code of conduct to mitigate SEA/SH risks, misconduct in the workplace or when engaging with communities, project beneficiaries, and other stakeholders. A separate GM for work-related grievances will be available to all project workers and will be described in the POM. Requirements with regard to training for project workers, including on code of conduct to be signed by all project workers, the functioning of the workers' GM, OSH measures, and SEA/SH prevention measures have been included in the ESCP. The Borrower will disseminate information and provide training on labor and working conditions, OHS measures, grievance mechanism, and code of conduct for project workers, including mobile brigades.

### **ESS3 Resource Efficiency and Pollution Prevention and Management**

Relevant

The Project will finance the procurement of tablets and other IT equipment such as computers and printers. Part of the IT equipment to be procured will replace obsolete electronic equipment, generating e-waste. The appropriate management measures for general & electronic waste following the WB's EHS Guidelines and national legislation will be developed in the POM and are set out in the ESCP. These measures will be adopted and implemented throughout Project implementation as needed. For all the equipment procured for the Project, the procurement bidding documents



will specify the need to meet certified energy standards, and this will also be outlined in the POM. The specific energy standard to meet will be based on the availability, cost, and utility of the item to be procured.

The Project will also finance the purchasing, printing and and plastification of ID cards to be issued to the identified and enrolled children between 0-17 years. The RNP has existing protocols for the management and disposal of ink and toner cartridges and the reuse and/or recycling of plastic and paper waste from this production process. The ESCP outlines the continued use of these protocols during the implementation of the project, not only at RNP central level but extended to municipal and auxiliary Registry Offices.

#### **ESS4 Community Health and Safety**

Relevant

Labor influx risks related to community health and safety are not issues in the project. The project will ensure that measures and criteria are in place to reduce the risk of sexual exploitation and abuse (SEA)/sexual harassment (SH) as a part of project activities that imply community engagement (e.g., enrollment operatives, collection of biometric information, in particular of school-aged children). Additionally, the mobile brigades that will carry out enrollment operatives, are often accompanied by security personnel (military), especially when engaging communities in remote areas. The Borrower will be guided by ESS4, Good Industrial International Practices (GIIP), and by applicable law in relation to rules of conduct, training, equipping, and monitoring of such security personnel. The Borrower will not sanction any use of force by direct or contracted workers in providing security except when used for preventive and defensive purposes in proportion to the nature and extent of the threat. The Borrower will assess the specific risks and impacts to communities arising from the use of security forces accompanying mobile brigades during enrollment operatives, and then include in the POM, adopt, and implement measures, including procedures for the PIU, to manage these risks and commit to: (i) make reasonable inquiries to verify that the direct or contracted workers retained by the Borrower to provide security are not implicated in past abuses; (ii) train them adequately (or determine that they are properly trained) in the use of force (and where applicable, firearms) and appropriate conduct toward workers and affected communities; (iii) require them to act within the applicable law; and (iv) review all allegations of unlawful or abusive acts of security personnel, take action (or urge appropriate parties to take action) to prevent recurrence, and where necessary, report unlawful and abusive acts to the relevant authorities. These requirements are set out in the ESCP. The Borrower will disseminate information to affected communities on measures to mitigate risks arising from Project activities, including project grievance mechanism, code of conduct for project workers, protocol for mobile brigades, and the security arrangements for the Borrower's facilities.

#### **ESS5 Land Acquisition, Restrictions on Land Use and Involuntary Resettlement**

Not Currently Relevant

Not currently relevant. There are no activities that might cause the need for land acquisition, involuntary resettlement, and/or economic displacement.

#### **ESS6 Biodiversity Conservation and Sustainable Management of Living Natural Resources**

Not Currently Relevant

Not currently relevant.

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

Relevant





There are approximately 1.6 million indigenous people and Afro Hondurans (IPAHs) in the country (census 2013), each with their own unique culture, language, and traditions: Lenca, Miskito, Pech, Tawahka, and Garifuna, amongst others; they do comply with the four criteria as mentioned in ESS7. Afro descendants that do not fit the criteria described in ESS7 will be considered as part of ESS1 and any additional mitigation measures will be described in the Consultation Plan, the ESCP, and the POM. There are no activities under the Project that would require Free, Prior and Informed Consent (FPIC) per ESS7. In IPAH communities, the Borrower will temporarily contract members of the communities to serve as “auxiliar registrors” for the purpose of assisting with the enrollment operatives, playing an important role in pre-identifying undocumented and unregistered people who would benefit from the project. These community based auxiliar registrors would be contracted by the PIU and would receive the required training. As mentioned under ESS10, the Borrower has prepared a draft Consultation Plan and has carried out significant consultations during preparation, including consultations with representatives of IPAH organizations.

**ESS8 Cultural Heritage**

Not Currently Relevant

Not currently relevant.

**ESS9 Financial Intermediaries**

Not Currently Relevant

Not currently relevant.

**ESS10 Stakeholder Engagement and Information Disclosure**

Relevant

In accordance with ESF para. 13 and footnote 3 of ESS10, considering the nature and scale of the project’s risks and impacts, elements of a SEP have been integrated into the ESCP. In addition, the Borrower has prepared a draft Consultation Plan that will be finalized and disclosed after Bank approval, prior to the start of the enrollment operatives and mobilization of mobile brigades under subcomponent 1.2. and includes: (i) a stakeholder mapping (including vulnerable groups: remote communities, female heads of households, PwD, school-aged children, and different types of migrants), (ii) the project grievance mechanism, (iii) the consultation strategy for entire project life cycle, (iv) how consultations will be adapted to specific conditions of IPAHs and vulnerable groups, and (v) present results of consultations carried out during preparation.

The Client carried out consultations using an inclusive and participatory methodology, which responds to the different needs of interested parties. Three (3) face-to-face meetings and one (1) virtual meeting were held on September 26, 28 and 29 and October 12, 2023, in which 231 people (114 women and 117 men) participated. Participants represented RNP management and technical staff, Ministries that are members of the Government's Social Cabinet, members of the Financial Innovation Roundtable of Honduras, and members from 35 organized civil society organizations representing indigenous peoples and afro Hondureñans and vulnerable groups: women, people with disabilities, children and adolescents.

As part of the methodology used in the consultations, information was socialized and feedback from the participants was requested on the following topics: (i) project design, components, key activities, and engagement strategies, (ii) proposed communication strategies and Consultation Plan, and (iii) proposed Grievance Mechanism. In the event certain participants could not provide their contributions during the event or didn’t feel comfortable doing so, they could deliver their written observations at the end of the event send them via Google forms; also, an email was made available to them so they could send their contributions at any time.





The RNP management and technical staff provided mainly inputs on the operation of the project and RNP complaints mechanism but also stressed the importance of taking into account for the new project the lesson learned from the Project “Identificate” and keep Project implementation not separated but rather closely liaised and integrated with mainstream institutional operation and activities to ensure the sustainability of the actions. The private sector and financial intermediaries emphasized the importance of having inter-institutional mechanisms for the implementation of the National identification System (NIS) in order to guarantee secure and regulated exchange of identification data, establishment of solid security protocols for the protection of sensitive data during transmission and storage and establishment of effective communication channels to share information about updates, changes to the SIN and best practices between the institutions involved. Representatives from affected stakeholders and vulnerable groups emphasized (a) the importance of keeping civil society permanently informed and involved in the processes and suggested appointing municipal civil society commissions (with the inclusion of members from municipal councils on children's rights), (b) strengthening the technical capacity of those who will collect information and the use differentiated tools for IPAHs and people with disabilities, and (c) have robust socialization campaigns for the project, using community radios, posters, billboards, community assemblies, amongst others. The recommendations have been taken up in the draft Consultation Plan and project design.

The RNP’s community engagement and communication strategy will be strengthened through the Project and alignment of the strategy with ESS10 requirements is included in the ESCP. The project will also strengthen the RNP’s existing Grievance Mechanism (GM); the channels to present grievances include in-person at one of the 333 Municipal and Auxiliary Civil Registry Offices, by telephone (RNP767), RNP Web Page, QR code. The telephone number and QR code to access the GM will be included in the IDs of all project’s direct and contracted personnel, including mobile brigades and auxiliary registrars in remote and IPAH communities as well as in all project communication and branding materials. The formats for the presentation of complaints related to project activities will be available in Spanish, Garifuna (creole), Miskito and Braille. The GM will have specific procedures for the registry and handling of cases of sexual abuse and harassment and does accept anonymous grievances. The requirements of the GM in line with ESS 10 are included in the ESCP. Having a functioning project GM is a condition for the mobilization and start of the enrollment operatives under subcomponent 1.2, as set out in the ESCP.

## **B.2 Legal Operational Policies that Apply**

<b>OP 7.50 Projects on International Waterways</b>	No
--	----

<b>OP 7.60 Projects in Disputed Areas</b>	No
---	----

## **B.3 Other Salient Features**

<b>Use of Borrower Framework</b>	No
----------------------------------	----

None

<b>Use of Common Approach</b>	No
-------------------------------	----



Not applicable

### **C. Overview of Required Environmental and Social Risk Management Activities**

#### **C.1 What Borrower environmental and social analyses, instruments, plans and/or frameworks are planned or required during implementation?**

The staffing of the PIU will include one (1) full-time dedicated Environmental and Social specialist in order to ensure adequate management of E&S risks. The Borrower has prepared and disclosed a draft ESCP. The ESCP includes commitments related to the (i) Relevant elements of SEP, (ii) Strengthening, maintaining and monitoring a project grievance mechanism during project implementation, (iii) Developing, maintaining and monitoring a separate grievance mechanism for project workers, (iv) Presentation of reports on stakeholder consultation and engagement activities in each bi-annual report on E&S management and ESCP implementation, (v) Provision of ESF-related training to project workers and stakeholders as relevant, including on SEA/SH, workers' codes of conduct and grievance mechanisms, (vi) OSH requirements, and (vii) Waste management requirements.

Additionally, relevant ESSs requirements will be addressed in the POM, as stated in the ESCP. The POM shall be submitted for the Bank's no objection and is a condition for the start of the enrollment operatives and mobilization of mobile brigades and under subcomponent 1.2.

Furthermore, the Borrower has prepared a draft Consultation Plan with required adaptations for IPAHS; the consultation plan will be finalized and disclosed after Bank approval, prior to the start of the enrollment operatives and mobilization of mobile brigades under subcomponent 1.2. and updated by the Borrower during project implementation as needed. The Bank will carry out implementation support missions biannually to monitor progress, assess E&S performance of the Project, evaluate results, and resolve challenges.

### **III. CONTACT POINTS**

#### **World Bank**

Task Team Leader: Pablo Andres Guzman Abastoflor

Title:

Public Sector Specialist

Email: [pguzmanabastoflo@worldbank.org](mailto:pguzmanabastoflo@worldbank.org)

### **IV. FOR MORE INFORMATION CONTACT**

The World Bank  
1818 H Street, NW  
Washington, D.C. 20433  
Telephone: (202) 473-1000  
Web: <http://www.worldbank.org/projects>

### **V. APPROVAL**

Task Team Leader(s):

Pablo Andres Guzman Abastoflor



ADM Environmental Specialist:

Jorge Alberto Quinonez Zepeda

ADM Social Specialist:

Ingrid Schreuel