



Project Information Document/ Integrated Safeguards Data Sheet (PID/ISDS)

Concept Stage | Date Prepared/Updated: 05-Sep-2018 | Report No: PIDISDSC24244

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

Country Haiti	Project ID P165870	Parent Project ID (if any)	Project Name Strengthening DRM and Climate Resilience Project (P165870)
Region LATIN AMERICA AND CARIBBEAN	Estimated Appraisal Date Dec 10, 2018	Estimated Board Date Mar 27, 2019	Practice Area (Lead) Social, Urban, Rural and Resilience Global Practice
Financing Instrument Investment Project Financing	Borrower(s) Ministry of Economy and Finance	Implementing Agency Ministry of Interior and Local authorities	

Proposed Development Objective(s)

The proposed Project Development Objective is to improve Municipal Civil Protection Committees' emergency preparedness and disaster response performance; and to increase the network of shelters/safe havens in selected municipalities in climate risk-prone areas.

PROJECT FINANCING DATA (US\$, Millions)**SUMMARY**

Total Project Cost	35.00
Total Financing	35.00
of which IBRD/IDA	35.00
Financing Gap	0.00

DETAILS**World Bank Group Financing**

International Development Association (IDA)	35.00
IDA Grant	35.00

Environmental Assessment Category

Concept Review Decision



B - Partial Assessment

Track II-The review did authorize the preparation to continue

Other Decision (as needed)

B. Introduction and Context

Country Context

1. **Haiti remains extremely vulnerable to natural disasters and climate change is expected to increase the frequency and severity of hydro-meteorological hazards.** Over 93 percent of its surface and more than 96 percent of the population is exposed to two or more hazards, including hurricanes, floods, earthquakes, landslides, and drought. Additionally, Haiti's physical infrastructure across all sectors is vulnerable and highly impacted by exposures to even moderate natural hazards. Climate projections for the Caribbean estimate that temperatures could rise from between 1.2°C to 2.3°C by 2100, possibly leading to cyclonic events of increased duration and intensity, thus raising the risk of cyclones in Haiti. In addition, the dry season will likely intensify further with an increase of between 8 percent to 19 percent of the present duration at the national level. Likewise, increases in maximum temperatures have led to greater propensity to extreme rainfall events and flash floods in recent years and this pattern is expected to worsen with the effects of climate change.

Sectoral and Institutional Context

2. **Considering the significant human and economic impact of catastrophic events, following the 2010 earthquake the GoH identified Disaster Risk Management (DRM) as a key cross-cutting, multi-sectorial priority.** The 2010 Action Plan for National Recovery and Development of Haiti (PARDH) outlines "preparation for the hurricane season and disaster risk management" as a priority. Additionally, the Government's 2012 Strategic Development Plan (PSDH) presents the improvement of DRM through better land-use planning under its first pillar. Regarding climate change, Haiti's Nationally Determined Contribution (NDC), submitted to the UNFCCC¹ in September 2015 focuses on both adaptation and mitigation actions for the 2016-2030 period. All of above demonstrate the growing consensus within the Government and among technical and financial partners on the importance of integrating DRM and climate resilience as critical components of a successful poverty reduction and economic growth strategy.

3. **Despite this, Haiti's DRM sector still suffers from: (i) lack of a strong institutional framework; (ii) weak capacity for emergency preparedness and response, and (iii) limited capacity to reduce the vulnerability of its infrastructure.** The National Disaster Risk Management System (SNGRD), which was established to handle emergency operations and manage disaster risk, is an *ad hoc* structure; no single line ministry is officially responsible for disaster risk management. The SNGRD remains informal, with no legislative framework, thereby limiting the system's operational capacity. The SNGRD is a centrally-, government-led structure, which coordinates 10 Departmental Civil Protection Committees (CDPC), and 140 Municipal Civil Protection Committees (CCPC). Dialogue with sectors, as well as among regional entities of the Civil Protection Directorate (DPC) within the Ministry of Interior and Local Authorities (MICT) is insufficient. Due to its "lower" status as a Directorate, the DPC is not granted with an operational budget and relies upon both much needed

¹ United Nation Framework Convention on Climate Change



international funding and a broad network of local level volunteers in the Municipal Civil Protection Committees (CCPCs) to fulfill its critical role and growing responsibilities.

4. **Given the limited capacity and support at the central level, CCPCs represent the backbone of the National Disaster Risk Management System. These CCPCs represent the backbone of civil protection capacity and its processes as they are responsible for preparedness and emergency response interventions at the local level.** There are about 3,500 volunteers in the CCPCs serving the entire population of Haiti. They are responsible for disseminating Early Warnings received from the central level, evacuating populations to shelters and safe havens, conducting search and rescue, and providing first aid in the aftermath of a disaster. Established under the World Bank-financed Emergency Recovery and Disaster Risk Management Projects (ERDMP)² and supported by the ongoing Disaster Risk Management and Reconstruction Project (PRGRD)³ and other donor initiatives, CCPCs have successfully engaged in Haiti's most adverse natural events, including Hurricane Fay and Tropical Storms Gustav, Hannah and Ike (FGHI) in 2008, the January 2010 earthquake, Hurricane Tomas in 2010, and Hurricane Matthew in 2016. They were instrumental in evacuating populations at risk and saving lives but still require significant development and investment going forward, in light of the growing risk profiles described above.

5. **The Civil Protection faces significant challenges to ensure emergency preparedness and response functions, both for early warning and for the provision of shelter/safe havens.** The lack of a functioning National Early Warning System (EWS) and proper coordination among agencies prevents emergency evacuation resulting in high fatality rates. Some segments of the population are either not adequately informed by civil protection entities of a predictable weather event or receive inadequate warning messages. In worst cases, the population receives no warnings, especially in remote areas. In other cases, the population may receive evacuation instructions but do not have access to either safe havens with the proper basic services or to connectivity leading to safe havens so that safety conditions prevent emergency evacuation, leading to fatalities. The analysis of data collected at the community level by the DPC after Hurricane Matthew revealed that the alert issued by the National DRM system and radio stations with national coverage was not articulated adequately to reflect the seriousness of the situation. Further, without advance warning, many households prefer not to evacuate their dwellings for fear of having their assets stolen.

Relationship to CPF

6. **The proposed Project is aligned with the World Bank's 2015 Haiti Strategic Country Diagnostic (SCD) and the Country Partnership Framework (CPF) with Haiti for the FY16-19 period, and will contribute to the World Bank's Twin Goals.** The CPF places a strong emphasis on building resilience by supporting the GoH to prepare for and prevent natural disasters and strengthen climate resilience. The proposed Project directly contributes to the CPF's Objective 8 "Strengthen Natural Disaster Preparedness" and Objective 9 "Improve Disaster Prevention and Strengthen Climate Resilience" as it aims to build resilience with better risk prevention and management to protect households, individual livelihoods, and assets to achieve sustainable poverty reduction. Increasing the country's resilience to natural hazards is consistent with the World Bank's twin goals of eradicating extreme poverty and boosting shared prosperity, given that the extreme poor are generally those affected by disasters.

PROPOSED PDO/RESULTS

² World Bank, Emergency Recovery and Disaster Risk Management Project and Additional Financing, P090159 and P106689, Project Paper No 41931-HA dated January 16, 2008.

³ World Bank, Disaster Risk Management and Reconstruction Project and Additional Financing, P126346, P163199, Project Appraisal Document No. 62393-HT, dated November 3, 2011 and Project Paper No. 2348, dated May 25, 2017, respectively.



A. Proposed Development Objective(s)

7. The proposed Project Development Objective is to improve Municipal Civil Protection Committees' emergency preparedness and disaster response performance; and to increase the network of shelters/safe havens in selected municipalities in climate risk-prone areas.

B. Key Results

8. For the Proposed Project, the expected results are as follows:

PDO:

- Improved capacity of the DPC to undertake integrated development planning (to be elaborated during preparation; for example: DPC having a strategy, annual plan and staffing according to its business plan)
- A functional National Early Warning and Communication System for Hydromet events
- Number of level 2-certified CCPCs (with advanced developed competencies in emergency planning and management)
- Number of people in the selected municipalities who have access to “safe havens”
- Share of municipalities with an integrated emergency response capability
- Number of buildings assessed for compliance with building code

PROJECT CONTEXT

A. Concept

1. Description

9. **While technical assistance to strengthen the DPC at the national level will benefit the country as a whole, the proposed Project aims to adopt an integrated planning approach to support the strengthening of preparedness and response capacities in vulnerable municipalities.** A selected number of vulnerable municipalities will benefit from targeted technical assistance to strengthen preparedness and response capacities, investments in emergency infrastructure, and training to strengthen the formal and informal construction sector with particular emphasis on residential and public buildings. The planning would involve both technical experts and communities in these municipalities in a participatory process. More specifically, the activities linked to the rehabilitation and construction of “safe havens”, as well as the dissemination of construction best practices and the evaluation of buildings will have a regional focus in high risk, underserved communities. These departments were selected for their high exposure to natural hazards as they have been affected by recurrent disasters over the years and are known to be greatly exposed to hurricanes and flood risks. The selection of the municipalities will be based on a disaster risk assessment, combining exposure to natural hazards, physical vulnerability of the building stock, and exposure levels of assets and human lives.

10. The proposed Project would comprise four components: Component 1 - Strengthening disaster preparedness, construction standards and emergency response capacity; Component 2 – Strengthening disaster preparedness and emergency response capacity and infrastructure at the local level: Construction and rehabilitation of “Safe Havens”; Component 3 – Contingent Emergency Response; and Component 4 – Project Management and Implementation Support. The project cost is estimated at US\$35 million.



Component 1: Strengthening Disaster Preparedness, Construction Standards and Emergency Response Capacity (US\$8 million)

11. The Project will strengthen disaster preparedness and emergency response capacities. This would be achieved through the provision of technical assistance (TA) to the DPC to conduct: (i) an institutional diagnostic, advice and reinforcement of its organizational structure and capabilities at the national, departmental and local levels, including review and recommendations on the volunteer status of CCPCs members; (ii) an identification of investment needs in human resources and infrastructure required for core functions; and (iii) assistance in strategic and financial planning, investment prioritization, budgeting and controlling. The implementing agency for this activity would be UCP/DPC.

12. The Project will promote building regulation and more resilient construction practices at the local level. This activity would target municipal engineers/technical staff as well as masons and, homeowners, architects and engineers. The Project would support the Technical Bureau for Buildings (BTB) in providing technical training to municipal staff in the targeted municipalities, in construction and supervision, including planning, building code awareness, promotion and enforcement, support for building permitting for construction and occupancy certification, inspection, and housing resilience assessments.

13. The Project will also support Disaster Risk Data management and development of tools to enhance DPC's preparedness and response, in critical areas such as shelter management, logistics and mobilization of resources. Technical assistance activities would be provided to the National Center for Geospatial Information (CNIGS) to support and improve the HaitiData.org platform and develop data management tools and applications that would allow the DPC to manage and monitor preparedness activities.

14. Component 2: Strengthening Disaster Preparedness and Emergency Response Infrastructure at the local level: Construction and rehabilitation of "Safe Havens"

15. The Project would finance the rehabilitation and construction of "safe havens" in the targeted municipalities. This would include: (i) reinforcement/retrofitting and/or protection of schools (serving as shelters) and other existing public facilities that could serve as emergency evacuation infrastructure (including markets, sport facilities, municipal buildings); (ii) construction of new multi-functional buildings with shelter functionality; (iii) reinforcement of small road infrastructure acting as emergency corridors leading to safe havens, and (iv) other emergency evacuation infrastructure like elevated platforms. This component would build upon activities under the ongoing World Bank-financed PRGRD, which is financing the rehabilitation of evacuation schools serving as shelters, damaged after Hurricane Matthew.

Component 3: Contingent Emergency Response

16. **The Project would include a contingent emergency response component (CERC) to respond rapidly at the Government's request in the event of a disaster.** This component would finance the implementation of emergency works, rehabilitation, and associated assessments. This component would not have any initial funding allocation, but, in the event of an emergency, uncommitted funds could be reallocated from other components in accordance with an Emergency Action Plan prepared by the Government of Haiti and the CERC's implementation modalities. In the Project's Operations Manual, a dedicated chapter would detail guidelines and instructions on how to trigger and use the funds for this component. The amount of uncommitted funds to be allocated to this Component will be decided at the time of the emergency in agreement with the World Bank.



Component 4: Supporting the Project Management and Implementation Support

17. **This component would finance costs related to project management and implementation support.** This would support: (a) hiring of specialized staff for project implementation, as needed by the Project Implementation Unit (PIU); (b) collecting socioeconomic data for monitoring and evaluation; (c) carrying out project reporting and audits; (d) supervising environmental and social safeguards; (e) conducting and participating in capacity building activities in areas such as procurement, safeguards, monitoring and evaluation, technical, and financial management; and (f) providing additional operating costs for the Project’s PIU.

SAFEGUARDS

A. Project location and salient physical characteristics relevant to the safeguard analysis (if known)

The project activities will be nationwide. Although there is a limited and tentative list of structures that could be rehabilitated, the exact details and the technical designs will not be completed by the time of appraisal. For this reason, the team has been advised to follow a framework approach. The project will include construction works and capacity building activities. Given Haiti’s physical characteristics that include dramatic landscapes scattered with rugged mountains with a rich biodiversity threatened by massive deforestation, soil erosion and landslides, preservation of Natural habitats and Forests in the selection of construction sites are of crucial importance. During construction processes, the calculation of the environmental and carbon footprint produced by corporate companies will need to take into account the environmental impacts that accumulate along supply chains.

B. Borrower’s Institutional Capacity for Safeguard Policies

The PIU for the projet, UCP, has implemented Bank-funded projects before. However they have previously have not had the safeguards responsibilities and they do not have in-house safeguards specialists as of now. To address this weakness, the Borrower is set out to hire an environmental specialist and a social specialist, who will guide and oversee the implementation and monitoring of the project environmental and social safeguard measures. In addition, specific trainings on World Bank safeguards requirements will be provided to the newly hired environmental specialist and social specialist as well as to key members of the PIU, notably when in charge of supervising the project’s components related to shelters 'construction and rehabilitation.

C. Environmental and Social Safeguards Specialists on the Team

Nyaneba E. Nkrumah, Environmental Safeguards Specialist
Asli Gurkan, Social Safeguards Specialist

D. Policies that might apply

Safeguard Policies	Triggered?	Explanation (Optional)
Environmental Assessment OP/BP 4.01	Yes	The project is rated as an environmental risk category B. Component 1 will provide Technical Assistance (TA) to key institutions to enhance their ability to improve



coding regulations, enforcement, and building permitting. The financing will also support sectoral risk reduction plans and vulnerability assessments. While the TA and capacity building activities do not have direct adverse environmental or social impacts, the Bank team will integrate environmental and social principles and objectives as an integral part of the process.

Component 2 of the project will include among other things, (a) the retrofitting of emergency shelters, focusing on already established buildings (schools, health facilities) and bringing them up to code with reinforced windows, beams, etc (b) construction of new multi-functional buildings with shelter functionality and (c) the reinforcement of road infrastructure in small sections to create a emergency corridors, where needed.

The main environmental impacts for these types of works are: impacts on soils (through accidental hydrocarbon contamination, creation of burrow pits, erosion), occupational health and safety issues, community safety, loss of vegetation, among others. These impacts are unlikely to be cumulative and can be mitigated through standard mitigation measures.

The actual location of the shelters and road sections that would need improvement have not been determined yet and there isn't, at concept stage, sufficient detail to assess and address specific impacts. Therefore, an Environment and Social Management Framework (ESMF) that will contain reference to the World Bank Group Environment, Health and Safety Guidelines will be prepared with procedures to assess the environmental and social impacts, measures to reduce and mitigate potential impacts, provision for estimating and budgeting the cost of such measures and model contracting clauses addressing environmental protection during construction and maintenance. The ESMF will serve as the guiding document for site-specific Environmental and Social Management Plans (ESMPs) and the role and responsibilities for implementing these safeguard instruments will be clarified and defined in the project's Operational Manual.



Component 3 has 0 resources as it is a contingent emergency fund that will only be activated when an emergency arises. The safeguards requirements will be assessed only when the fund is activated but emergency safeguard procedures would be applied in this case.

The ESMF will guide investments such that any potential activity that would have an impact on natural habitats or the management of natural forests or that would implicate pest management would be screened out

Performance Standards for Private Sector Activities OP/BP 4.03	No	
Natural Habitats OP/BP 4.04	No	During project preparation, the team will determine if the geographic location of the proposed interventions requires the triggering of this policy based on site selection. In such a case, the location will be excluded.
Forests OP/BP 4.36	No	During project preparation, the team will determine if the geographic location of the proposed interventions requires the triggering of this policy based on site selection. In such a case, the location will be excluded.
Pest Management OP 4.09	TBD	This policy is not triggered as there will not be the purchase, use or storage of pesticides as part of this project. However this policy might be triggered in case of termite issues occurring during rehabilitation or construction of shelter buildings.
Physical Cultural Resources OP/BP 4.11	Yes	The project not operate in a culturally significant area. However, small scale works may result in the chance find of culturally significant objects during preparation. The ESMF will include procedures to address chance findings of archeological and cultural resources during construction works.
Indigenous Peoples OP/BP 4.10	No	This policy is not triggered because there are no groups in Haiti that meet the definition of IPs of OP 4.10
Involuntary Resettlement OP/BP 4.12	Yes	Works financed under the project are envisioned to be mostly focused on the repair of existing structures (such as schools, clinics) or expansions to these structures to be used as shelters in case of disasters. There is a possibility that the project will also finance small access roads to these structures to be used as shelters. The likelihood of resettlement as a result of rehabilitation and construction is expected to be minimal; however, in some cases, this may be required



on a limited basis. In the case that a small number of individuals and/or families need to be moved, abbreviated resettlement plans will be prepared prior to construction. The repair of existing infrastructure may lead to minor land acquisition and may affect trees and crops. The project will avoid, minimize and mitigate these impacts.

At present, there is only a limited and tentative list of structures that could be rehabilitated under the project, and this list will only be finalized during project implementation. For this reason, an RPF will be prepared, consulted and disclosed by appraisal. Site-specific Resettlement Action Plans (RAPs) will be prepared once the sites are determined, if needed. No work will be commenced prior to the preparation and implementation of appropriate safeguard instruments.

This policy will not be triggered given that the project will not support the construction or rehabilitation of dams, nor will it support other investments which rely on the services of existing dams.

This policy should not be triggered because the project will not affect international waterways as defined under the policy.

This policy should not be triggered because the project will not affect disputed areas as defined under the policy.

Safety of Dams OP/BP 4.37

No

Projects on International Waterways
OP/BP 7.50

No

Projects in Disputed Areas OP/BP 7.60

No

E. Safeguard Preparation Plan

Tentative target date for preparing the Appraisal Stage PID/ISDS

Nov 08, 2018

Time frame for launching and completing the safeguard-related studies that may be needed. The specific studies and their timing should be specified in the Appraisal Stage PID/ISDS

The ESMF and RPF should be completed by early November 2018



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