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Report No: PCBASIC0230117

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT

IN THE AMOUNT OF US\$15.6 MILLION

TO THE

REPUBLIC OF HAITI

FOR A

PROMOTING AN EFFICIENT EDUCATION SYSTEM IN HAITI PROJECT

June 25, 2021

Education Global Practice
Latin America and Caribbean Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective May 31, 2021)

Currency Unit = Haitian Gourdes
(HTG)

US\$1= 90.6 HTG

FISCAL YEAR
October 1 - Sept 30

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ABBREVIATIONS AND ACRONYMS

BUNEXE	National Examination Office (<i>Bureau national des examens d'Etat</i>)
CPF	Country Partnership Framework
DCQ	Directorate for Curriculum and Quality (<i>Direction du Curriculum et de la Qualité</i>)
DAEPP	Directorate of Support to Private Education and Partnership (<i>Direction d'Appui à l'Enseignement Privé et du Partenariat</i>)
DDE	Departmental Directorate of Education (<i>Direction Départementale de l'Éducation</i>)
DEF	Directorate for Basic Education (<i>Direction de l'Éducation Fondamentale</i>)
DFP	Directorate of Vocational Training (<i>Direction de la Formation et du Perfectionnement</i>)
DPCE	Directorate of Planning and External Cooperation (<i>Direction de la Planification et de la Coopération Externe</i>)
EFACAP	Basic Education Model School and Pedagogical Support Center (<i>École Fondamentale d'Application-Centre d'Appui Pédagogique</i>)
EMIS	Education Management Information System
ESCP	Environmental and Social Commitment Plan
ESG	Education Sector Group
ESP	Education Sector Plan
FCV	Fragility, Conflict and Violence
FM	Financial Management
FNE	National Education Fund (<i>Fonds National pour l'Éducation</i>)
GDP	Gross Domestic Product
GoH	Government of Haiti
GPE	Global Partnership for Education
GRS	Grievance Redress Service
IIEP – UNESCO	International Institute for Educational Planning of the United Nations Educational, Scientific and Cultural Organization
LMP	Labor Management Procedures
M&E	Monitoring and Evaluation
MENFP	Ministry of National Education and Vocational Training (<i>Ministère de l'Éducation Nationale et de la Formation Professionnelle</i>)
PEES	Promoting an Efficient Education System in Haiti Project
PEQH	Providing an Education of Quality in Haiti Project
PIU	Project Implementation Unit
POM	Project Operational Manual
PSUGO	Universal, Free, and Compulsory Education Program (<i>Programme de Scolarisation Universelle Gratuite et Obligatoire</i>)
QAS	Quality Assurance System
SA	Social Assessment
SABER	Systems Approach for Better Education Results
TOR	Terms of Reference
UEP	Studies and Programming Unit (<i>Unité d'Études et de Programmation</i>)
UNICEF	United Nations Children's Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
USI	Information Systems Unit (<i>Unité du Système d'Information</i>)

VP	Variable Part
WBG	World Bank Group



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DATASHEET

BASIC INFORMATION

Country(ies)	Project Name	
Haiti	Promoting an Efficient Education System in Haiti	
Project ID	Financing Instrument	Environmental and Social Risk Classification
P174707	Investment Project Financing	Moderate

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Contingent Emergency Response Component (CERC)
<input type="checkbox"/> Series of Projects (SOP)	<input checked="" type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Performance-Based Conditions (PBCs)	<input checked="" type="checkbox"/> Small State(s)
<input type="checkbox"/> Financial Intermediaries (FI)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Project-Based Guarantee	<input type="checkbox"/> Conflict
<input type="checkbox"/> Deferred Drawdown	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	<input type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)

Expected Approval Date	Expected Closing Date
25-Jun-2021	30-Jun-2026

Bank/IFC Collaboration

No

Proposed Development Objective(s)

The Project Development Objective is to improve the Ministry of Education's planning and regulatory functions and the learning assessment system.



Components

Component Name	Cost (US\$, millions)
Component 1: Improving planning and regulation	7.90
Component 2: Improving the learning assessment system	6.17
Component 3: Project management, monitoring and evaluation	1.53

Organizations

Borrower:	Republic of Haiti
Implementing Agency:	Ministère de l'Éducation et Formation Professionnelle; MENFP

PROJECT FINANCING DATA (US\$, Millions)

SUMMARY

Total Project Cost	15.60
Total Financing	15.60
of which IBRD/IDA	0.00
Financing Gap	0.00

DETAILS

Non-World Bank Group Financing

Trust Funds	15.60
Haiti Education for All	15.60

Expected Disbursements (in US\$, Millions)

WB Fiscal Year	2021	2022	2023	2024	2025	2026
Annual	0.00	2.00	3.00	3.00	4.00	3.60
Cumulative	0.00	2.00	5.00	8.00	12.00	15.60



INSTITUTIONAL DATA

Practice Area (Lead)

Education

Contributing Practice Areas

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● High
2. Macroeconomic	● Moderate
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Substantial
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Substantial
7. Environment and Social	● Moderate
8. Stakeholders	● Moderate
9. Other	● Substantial
10. Overall	● Substantial

COMPLIANCE

Policy

Does the project depart from the CPF in content or in other significant respects?

Yes No

Does the project require any waivers of Bank policies?

Yes No



Environmental and Social Standards Relevance Given its Context at the Time of Appraisal

E & S Standards	Relevance
Assessment and Management of Environmental and Social Risks and Impacts	Relevant
Stakeholder Engagement and Information Disclosure	Relevant
Labor and Working Conditions	Relevant
Resource Efficiency and Pollution Prevention and Management	Relevant
Community Health and Safety	Not Currently Relevant
Land Acquisition, Restrictions on Land Use and Involuntary Resettlement	Not Currently Relevant
Biodiversity Conservation and Sustainable Management of Living Natural Resources	Not Currently Relevant
Indigenous Peoples/Sub-Saharan African Historically Underserved Traditional Local Communities	Not Currently Relevant
Cultural Heritage	Not Currently Relevant
Financial Intermediaries	Not Currently Relevant

NOTE: For further information regarding the World Bank’s due diligence assessment of the Project’s potential environmental and social risks and impacts, please refer to the Project’s Appraisal Environmental and Social Review Summary (ESRS).

Legal Covenants

Sections and Description

GA- Schedule 2 - section 1.D.1 - To facilitate the carrying out of Part 1.3 of the Project, the Recipient, through the PIU, shall no later than three months after the Effective Date, enter into and thereafter maintain an agreement (the Output Delivery Agreement) with UNICEF, under terms and conditions approved by the Bank. [...]

Sections and Description

GA- Schedule 2 - section 1.E.1 - To facilitate the carrying out of Part 1.1 of the Project, the Recipient, through the PIU, shall no later than three months after the Effective Date, enter into and thereafter maintain an agreement (the Technical Assistance Agreement) with UNESCO, under terms and conditions approved by the Bank. [...]

Conditions



Type	Financing source	Description
Disbursement	Trust Funds	GA- Schedule 2 - section 3.B.1(b): withdrawal conditions under Category (2) until the Recipient has provided satisfactory evidence to the Bank indicating that it has:(i) hired the independent verification agent, under terms of reference acceptable to the Bank to carry out the verification of compliance with the conditions set forth in the Project Operational Manual for the disbursement of Conditional Grants; and (ii) signed at least one Conditional Grant Agreement with a DDE under terms and conditions satisfactory to the Bank.



I. STRATEGIC CONTEXT

A. Country Context

1. **Haiti's geography, people, and history provide it with many opportunities.** The third largest Caribbean nation by area, with a population of 11.3 million in 2019,¹ Haiti shares the island of Hispaniola with the Dominican Republic. In addition to a famous early history, Haiti being the first independent nation in the region and the first nation in the world to be led to independence by former slaves, Haiti benefits from proximity and access to major markets, a young labor force, a dynamic diaspora, and substantial geographic, historical, and cultural assets. The country possesses untapped markets and a pent-up demand for the private sector to explore, including in agribusiness and light manufacturing.

2. **However, Haiti remains one of the poorest countries in the world, with a 2019 Gross Domestic Product (GDP) per capita of US\$1,272.**² While extreme poverty declined from 31 to 24 percent between 2000 and 2012, almost 60 percent of the Haitian population lives below the national poverty line and inequality is high, with wealth and economic opportunity concentrated around Port-au-Prince.³ Access to basic services is limited, particularly in rural areas, which has translated into low human development indicators; Haiti ranks 169th out of 189 countries in the Human Development Index.⁴ Despite investment and increases in the labor force, Haiti's economic performance has remained weak, with GDP growth averaging at 1.2 percent a year between 1971 and 2013—much lower than the average of the Latin America and Caribbean region and that of economies at the same level of development (which have GDP growth rates of 3.5 and 3.3 percent, respectively).⁵ This growth rate stagnated from 2015 to 2018, decreased in 2019 to -0.9 percent and will likely be further impacted by the effects of the COVID-19 global pandemic.

3. **Political instability has historically undermined the country's economic growth and recent sociopolitical events continue to perpetuate this trend.** Between 1986 and 2021, the country has experienced 22 changes in president or important changes in regime, often accompanied by violence or social unrest. Following contested presidential election results in late 2015, a new President entered office in February 2017. After a short period of relative stability, widespread protests began in several Haitian cities in July 2018, causing massive disruptions. The protests, at times violent in nature, included looting, arson, road blockades, and strikes. They caused a standstill in public transportation, intermittent cancellation of flights into and out of Haiti, and the loss of lives—all of which served to shut down businesses and prevent most Haitians from going to school or work. This unrest persisted and developed into a socio-political crisis, intensifying in 2019 and culminating in a period of total lockdown from September 2019 through December 2019 during which economic production, schools in or near cities, businesses, and the government and its services were largely closed.

¹ The World Bank.

² The World Bank.

³ The national consumption-based poverty line is US\$1.98 per day, and the Gini coefficient is the highest in Latin America at 0.6. These results are presented in *Investing in People to Fight Poverty in Haiti* (World Bank 2015).

⁴ Human Development Report 2019. *Beyond income, beyond averages, beyond today: Inequalities in human development in the 21st century* (UNDP, 2019).

⁵ *Investing in People to Fight Poverty in Haiti* (World Bank, 2015).



4. **Compounding the recurring political challenges, Haiti is extremely vulnerable to natural disasters, with over 93 percent of its surface and more than 96 percent of its population exposed to the risk of two or more hazards including hurricanes, floods, earthquakes, landslides, and droughts.** With its location on the hurricane belt, from June to November the country is subject to strong storms whose impacts are exacerbated by Haiti's severe state of deforestation and soil erosion. Indeed, in its recent history, Haiti has experienced catastrophic natural hazards that have seriously hampered its development, contributing to a declining economic environment. In January 2010, a devastating 7.0 magnitude earthquake struck with its epicenter located about 25 km (15 miles) outside the capital; it killed an estimated 230,000 people.⁶ About 4,200 schools (from preschool to secondary) were destroyed or severely damaged.⁷ In October 2016, Hurricane Matthew, a category IV hurricane, made landfall in Haiti and created another large-scale disaster affecting nearly one-fifth of the population and leaving almost 1.4 million people in need of lifesaving assistance in the southern part of the country. Upwards of 500 schools were estimated to have been destroyed and approximately 3,000 schools damaged, thus disrupting school for about 470,000 children aged six to fourteen. Most recently, on August 23, 2020 Hurricane Laura struck Haiti while at tropical storm strength with winds clocked at about 50 mph, bringing about 8 inches of rain, causing severe flooding and reportedly killing at least 21 people.

5. **In addition, acute food insecurity has seen a worsening trend since 2018, with Haitian households experiencing a reduced ability to access food.** Recent droughts in parts of the country affecting agricultural production, increased inflation, and rising costs of basic foods, as well as the socio-political events causing disruptions in distribution, have exacerbated the existing vulnerability of Haitians due to high rates of poverty. Data from the World Food Program showed that up to 35 percent of the Haitian population in the period of October 2019 to January 2020 faced severe acute food insecurity, requiring urgent attention. A recent study,⁸ also carried by the World Food Program, shows this could have increased by up to 40 percent by June 2020.

6. **The COVID-19 pandemic has significantly affected the development trajectory of an already ailing economy suffering from persistent political and social instability.** The initial health impact of COVID-19 in Haiti was not as severe as expected with the country experiencing a steady decrease of cases between July and November 2020. In December 2020 through January 2021 an uptick in cases was observed, followed by another period of declining cases until early May 2021. However, in May 2021, the COVID-19 figures started to increase significantly.⁹ The pandemic has likely adversely affected the Haitian economy. The GDP is estimated to have contracted by 3.3 percent in 2020 given the supply chain disruptions and the global economic downturn.

7. **In response to the crisis, authorities announced containment measures and emergency support.** On March 19, 2020, the GoH declared a state of emergency through a Presidential Decree, which set forth containment measures including closure of borders, schools, and restaurants, limiting mobility; as well as mandatory quarantine of individuals originating from high-risk areas. Schools were closed from March to August 2020. While the Government announced a lifting of the state of emergency on June 29, 2020,

⁶ These results are presented in the Haiti Country Partnership Framework for FY16-FY19 (World Bank 2015, Report No.98132-HT).

⁷ *Analyse sectorielle détaillée, PDEF 2018-2028 Haïti* (Cambridge Education 2019).

⁸ World Food Program, *Integrated Food Security Phase Classification, Haiti*, October 2019.

⁹ As of June 5, 2021, there were 16,001 confirmed cases and 342 deaths, representing a fatality rate of 2.14 percent.



allowing the reopening of transportation infrastructure such as airports, many emergency measures continued to be in effect for a few months, such as a national curfew and the interdiction of large gatherings. Besides, the GoH announced health care spending and transfers to support workers and households including cash transfers and food rations for 1.5 million households. Large parts of the economy have since opened.

B. Sectoral and Institutional Context

8. **Haiti's education system is composed of a formal and a non-formal education sector, characterized by the prevalence of the non-public sector.** The formal sector consists of five levels: (i) preschool, which is not mandatory; (ii) basic education, which is further divided into three cycles; (iii) upper secondary education, lasting four years; (iv) higher education; and (v) technical and vocational training, which students may pursue after the first two cycles of primary education or after lower-secondary education. A defining feature of the formal education system is its high proportion of non-public service provision. At the primary level, non-public providers¹⁰ operate over 85 percent of primary schools, serving 77 percent of students.¹¹ These schools receive little oversight from the Government. The non-formal sector--in which service delivery is assured by multiple GoH ministries and non-governmental or private organizations--exists in parallel to the formal sector, with no pedagogical linkages to allow students who begin their education in the non-formal sector to integrate into the formal sector for tertiary education.¹² Annex 1 summarizes the structure of the formal and non-formal education systems.

9. **Both public and non-public schools offer a low-quality education, and student achievement remains very weak.** The quality of teaching is variable, and often low. Classroom observations of primary school teachers in the *Nord* and *Nord Est* departments found that most of teachers use ineffective pedagogical approaches.¹³ Data from 2015-16 indicate that 80 percent of teachers in the first two cycles of basic education were underqualified for their position.¹⁴ Furthermore, the average Haitian child enters the first grade nearly two years late, due to a combination of: (i) household financial constraints that delay school entry; and (ii) schools often demanding that children receive at least one year of pre-primary in order to prepare for first grade. Once in school, 13 percent of first graders repeat the year, and only about half will reach the sixth grade.¹⁵ Girls experience a higher dropout rate than do boys (12 percent versus

¹⁰ Non-public schools include for-profit and non-profit institutions, owned, and operated by a variety of actors, including religious institutions, non-governmental organizations, individuals, and so forth. Public schools include institutions owned and operated (i) by the Ministry of Education, (ii) cooperatively by communities with support from the Ministry of Education, and (iii) by non-public organizations that have signed agreements with the Ministry of Education and in which the Ministry of Education supplies teachers and other inputs.

¹¹ The Ministry of Education, *Analyse sectorielle révisée du Plan décennal d'éducation et de formation (PDEF)*, Juin 2019.

¹² Night centers, family education centers, and adult literacy campaigns constitute the teaching structures of the non-formal sector. Night centers offer an accelerated program to children aged 10 and older, allowing them to complete the first two cycles of basic education in three years rather than six; they aim to serve specifically children in domestic work situations. Family education centers offer a three-year basic education and vocational training program to adolescents and adults, ending in a certification exam. Literacy campaigns consist of itinerant training sessions of no more than six months, targeting adults. In addition to these three organized formats, a common non-formal education practice is the teaching of adolescents in workshops and informal shops or other units; there is little data available on this practice.

¹³ Why do students learn so little: Seeking Answers Inside Haiti's Classrooms? (World Bank, 2015).

¹⁴ *Analyse sectorielle détaillée PDEF 2018-2028 Haïti* (Cambridge Education, 2019).

¹⁵ *Off to a Bad Start: Drivers of Late Entry into Primary School in Haiti* (World Bank 2015).



10 percent for boys), and drop out earlier than boys, at about age 14.¹⁶ As adults, women have, on average, two fewer years of education than men, and men are over 10 percent more likely to be literate than women. The 2020 Human Capital Index analysis notes that in Haiti, a child who starts school at age four can expect to complete 11.4 years of school by the age of 18, but factoring in what children actually learn, expected years of school are only 6.1 years.¹⁷ A 2018 study of a fourth-grade math assessment by the Ministry of Education and Vocational Training (*Ministère de l'Éducation et de la Formation Professionnelle* – MENFP) in both public and non-public schools found that student scores were only slightly above what would be achieved by random guessing.¹⁸

10. Recent gains in access to primary education—without a sustainability strategy—are at risk of being lost and school dropouts at risk of increasing due to the combined impacts on the education system of the socio-political crisis and of COVID-19. The net primary enrollment rate rose from about 60 percent in the early 2000s to between 70 and 80 percent in 2012, in large part due to the implementation of programs promoting access funded by the GoH and development partners (including the World Bank).¹⁹ However, lack of public financing for the sector, as well as the absence of a strategy for public financing of non-public education resulted in the discontinuity of tuition waiver and subsidy programs for non-public schooling between 2016 and 2018. In the absence of the financial support previously provided by such programs, the coronavirus pandemic is expected to trigger an economic crisis which will negatively impact the demand side of education, since constraints on households' finances will mean fewer resources available for their children's education. On the supply-side, while no data is currently available regarding non-public schools, it is likely that these financing constraints have led to closures. Meanwhile, some Haitian students have been out of school for nearly one full academic year in 2019 and 2020 as a result of schools' closure during the socio-political crisis and implementation of COVID-19 containment measures, increasing learning losses and their likelihood of dropping out. Combined, these impacts may cause a sharp increase in an already-high rate of out-of-school children.

11. Access and quality are also constrained by a non-formal education system which is insufficiently developed and with unregulated quality. The sector is characterized by a multiplicity of structures and interventions undertaken by both public and private actors which translates into a fragmented, uncoordinated system of non-formal education providers, at the same time failing to deliver quality education. Additional challenges with the non-formal system's service providers include insufficient physical space and logistical capacity, insufficient materials and equipment, as well as insufficient teaching staff and in-service training for staff. Improving the non-formal education system will be key to maintaining school continuity and access, in the context of (i) possible reductions in education access triggered by the socio-political crisis that started in 2018 and the COVID-19 crisis and of (ii) current

¹⁶ Investing in people to fight poverty in Haiti: Reflections for evidence-based policy making (ONPES and World Bank, 2015)

¹⁷ The expected years of school figure, or learning-adjusted years of schools (LAYS) combines quantity (years of schooling) and quality of schooling (how much children know at a given grade level) into a single summary measure of human capital in a society. Haiti ranked 112 out of 157 countries in the global Human Capital Index. (Human Capital Project, World Bank).

¹⁸ *Résultats de l'Évaluation Nationale 2017 en Haïti* (International Association for the Evaluation of Education Achievement 2019).

¹⁹ In recent years, the GoH prioritized the financing of access to primary education, contributing to substantial increases in school participation. The GoH financed tuition waivers to non-public providers through: (i) the donor-funded Education for All Project's Tuition Waiver Program beginning in 2007, and (ii) the Government-funded Universal, Free, and Compulsory Education Program (*Programme de Scolarisation Universelle Gratuite et Obligatoire* ; PSUGO) beginning 2011. At their combined peak between 2011 and 2014, these two programs financed the school fees of over 60 percent of all primary students in Haiti, with PSUGO representing about 20 percent of domestic public spending on education.



challenges associated with traditional, in-person learning which may lead to further student dropouts through disengagement. A strong non-formal education system would also improve the resilience of the education sector to children's learning needs. MENFP has recognized the increased importance of non-formal education. In 2019, it developed a national policy to provide a clear coordination framework for non-formal education, which puts forward a strategy for addressing these challenges.

12. **Governance challenges in the sector, in terms of capacity to regulate and plan, are substantial, resulting in challenges of quality and access.** MENFP's regulatory and planning capacity is low. Non-public providers operate with little oversight or accountability for providing a quality education and ensuring learning. Although a non-public school accreditation system exists, its processes are overly centralized and inefficient, and its capacity is extremely limited.²⁰ The planning functions and statistical capacity of MENFP are limited because it lacks timely and reliable basic information on schools, teachers and students, as well as structured data collection systems and the capacity to analyze data that could inform policy decisions on quality and access. The existing Education Management Information System (EMIS) has a single data storage system, but the data is not comprehensive. It is instead composed of sets of data across different department of MENFP²¹ and focuses on budgeting, resource allocation and reporting to international organizations. Multiple data collection mechanisms work in parallel among different technical directorates and are subject to long delays. Furthermore, the units in charge of data do not have adequate human and financial resources or clear mandates and protocols to collect and use data. To optimize the EMIS, there is a need to expand its functions to include data use for sector decision-making and to more widely share its data with sector stakeholders in a timely manner.

13. **At the subnational level, gaps in Departmental Directorate of Education (DDE) capacity also contribute to governance challenges.** DDEs, which are composed of five sub-offices and services,²² have limited capacity on multiple levels: these offices have neither the material and financial resources nor, in some cases, the human resources capacity to participate in data collection and supervision processes. There are no regulation mechanisms for the non-public sector at the DDE level. Moreover, there is limited planning capacity and an overall lack of a culture of strategic planning within decentralized education offices. Due to, *inter alia*, time spent on administrative tasks and the difficulty in traveling to schools, combined with the limited hours children are present in schools, a school inspector only spends between 50 and 70 days per year visiting between 40 and 60 schools on average²³ (constituting about one third of the time students are in school).

14. **Furthermore, the lack of learning standards and of a robust national learning assessment system covering key grades and subject areas prevents effective monitoring of learning outcomes, jeopardizing quality-enhancement activities.** The current primary education curriculum does not focus on basic literacy and numeracy skills and there are no quality standards against which to set learning goals and monitor progress toward desired learning outcomes. There are no large-scale assessment systems in

²⁰ As of June 2014, about 4,000 non-public schools had applied for licensing, but the MENFP only had the capacity to process about 200 requests per year (data from 2016).

²¹ The Ministry of Education oversees EMIS implementation, with three of its technical directorates involved: the Information Systems Unit (USI), Directorate of Planning and External Cooperation (DPCE), and the Studies and Programming Unit (UEP). These units are responsible for data maintenance, statistical analysis and compilation of data reports.

²² These offices are: Planning and School Engineering; Pedagogical Support; Support to private education; Regional Exam Office; Support Services (accounting, administration, and human resources).

²³ *School supervision analysis* (World Bank and the Ministry of Education, 2016).



place. The current assessment program for primary education in Haiti, consisting of an examination at the end of the 9th grade, is not supported by specifications of the learning standards being assessed, the subjects covered or the criteria for qualifying to take the examinations. The assessment program does not meet international quality standards, and a lack of standardization in the 9th grade examination across schools prevents MENFP from using information on learning outcomes regularly and reliably to make quality-enhancing decisions. Moreover, student examination results are not analyzed in a systemic, timely and standardized way and are not disaggregated or disseminated. The objectives and scope of the learning assessment agenda are not clearly defined amongst actors within MENFP (including responsibility for implementation of learning assessments and analysis of results). This absence of a clear structure overseeing all aspects of learning assessments and identifying trends prevents MENFP from tracking the impact of its own education policies and programs—information critical to strengthening quality control in the sector.

15. Recognizing the importance of strengthening its regulatory and planning role to ensure access to quality primary education, MENFP has developed in recent years measures, with potential for systemic impact, to improve capacity and management in critical areas. In 2014, MENFP took initial steps to increase its oversight of the education sector and enforce minimum requirements for schools and teachers to operate, through the announcement of Twelve Policy Measures to regulate schools.²⁴ Minimum physical criteria related to infrastructure, water and sanitation were also enacted. MENFP then initiated the revision of its school accreditation process, focusing on accreditation criteria, consequences of being accredited or not, and mechanisms to enforce accreditation. This revision process is expected to be finalized during the 2020-2021 school year. Although initial steps have been taken to implement those twelve measures, support is needed at the systems-level to scale-up those interventions. To help strengthen education sector management and planning through the use of data, MENFP created in 2015 the Information Systems Unit (USI, *Unité du Système d'Information*), which is responsible for the majority of EMIS-related activities, such as implementing effective EMIS structures (organizational architecture, hardware and software provisions, data production procedures and processes), upholding best practices in data production and coordinating with other units that collect education-related data. Other initiatives are currently underway to establish an application system using a centralized database to update schools, students and teachers' datasets. The Ministry of Education has also developed its ten-year Education Sector Plan (ESP), which was endorsed by financial and technical partners in December 2020 and includes programs to strengthen the EMIS and accreditation system.

16. These recent efforts to strengthen sector oversight and planning have also been supported by the on-going World Bank-financed Providing an Education of Quality in Haiti (PEQH) Project. Under the technical leadership of USI, EMIS framework documents were developed and validated in 2019, along with a three-year EMIS implementation strategy, which also needs to be supported. A new data collection strategy and new data exchange protocols have been developed and confirmed by the EMIS²⁵ National Technical Team. These documents are being finalized for validation by the high authority of MENFP. The

²⁴ The 12 Policy Measures included, *inter alia*, the issuance of provisional permits to all teachers and all schools, who would subsequently have to apply from accreditation and meet certain criteria to maintain an accredited status. A full summary of the measures can be found here: <https://www.hpnhaiti.com/site/index.php/societe/13572-haiti-education-12-mesures-pour-un-systeme-educatif-de-qualite>.

²⁵ The EMIS National Technical team brings together all the functions of studies, planning, execution, management, monitoring and evaluation of the EMIS implementation operations.



EMIS strategy includes new data storage and sharing mechanisms, capacity strengthening, training, and outlines physical needs to operationalize the EMIS. In parallel, MENFP has developed a Quality Assurance System (QAS) for the sector, including tools to measure key dimensions of school learning conditions and to assess student learning. As part of the QAS, MENFP developed tools to measure student learning in French, Creole and Mathematics, with corresponding learning standards for the first two cycles of the primary level of education, all grounded in existing MENFP regulations,²⁶ as well as a scorecard presenting the results of these assessments at the school level. The USI additionally developed a dashboard to automate the design of the assessments, using a database developed by MENFP under the PEQH. The use of these tools allows for the tracking of progress across schools in Haiti and provides technical foundations to support the revision of the school accreditation process. This platform is expected to allow for automatic, rapid test scoring and reporting. As part of the PEQH Project, the QAS is implemented at the school level in project-supported schools in four departments,²⁷ as well as other basic services to schools such as school feeding and delivery of learning material (books, school and student kits). These system level interventions to enhance the EMIS, regulation functions and the learning assessment system were piloted by the PEQH in four departments. They will now be scaled up and institutionalized by MENFP through the Promoting an Efficient Education System in Haiti Project (PEES) so that decision-makers, school directors, teachers and parents can use this information to design quality improvement strategies.²⁸

17. This proposed Project will grasp the opportunity of the consensus around the ten-year ESP and build on the recent measures, and past engagement and specific achievements of the PEQH Project, to lay the foundations for much needed reforms –through its strong emphasis on governance and efficiency. As noted above, recurrent crises, including the COVID-19 pandemic, have exacerbated the structural challenges facing primary education which are hindering further gains in access and quality. In addition, before the COVID-19 crisis, most service delivery interventions implemented with the support of technical and financial partners in Haiti have been unable to achieve sustainability.²⁹ With the continued systemic weaknesses in the management and efficiency of the sector, these interventions are unable to maintain their intended objectives over the medium and long term. In this context, it is critical to address those structural issues now, when gains in access are at risk mainly due to governance challenges and recent data show that learning outcomes are hampered by the absence of efficient systems promoting learning. To build a more sustainable, inclusive, and resilient education system to face internal and external shocks, this Project will build on the consensus around the priority programs highlighted in the ESP as well as the recent measures to improve sector management and adapt to the COVID-19 pandemic, and existing tools aiming at improving management and quality, which were already piloted and improved through the PEQH Project.

²⁶ These tools consist of questionnaires and a scorecard to present results. In PEQH-supported-schools, teachers were trained to administer the tests themselves and analyze the results. Results were then checked at the central level and sent back to the schools. Creole tests and quality standards were developed by technical directorates of the MENFP and piloted in 2017 and administered in all Project-supported schools in 2018. French and Mathematics tests and standards were developed in 2018 and are expected to be piloted during the school year 2020-2021.

²⁷ *Sud, Sud-Est, Grande-Anse, Nippes*

²⁸ Both projects are complementary, with the PEES project focusing mostly on governance and system level interventions and the PEQH project mostly on quality, access and school level activities.

²⁹ When a discontinuity of external aid occurs, the gains in access and equity are usually lost. For instance, when the PSUGO and Education for All phase II programs stopped in 2017, the World Bank estimated that the number of students at risk of not being able to access school due to the phasing out of these programs reached nearly 700,000 (over 30 percent of all primary students).



C. Relevance to Higher Level Objectives

18. **The proposed Project is an integral part of the World Bank Group’s (WBG) Haiti Country Partnership Framework FY16-FY19 (CPF)³⁰ and contributes to operationalizing the WBG Strategy for Fragility, Conflict and Violence (FCV) 2020-2025.** Remaining within the broad parameters of the Haiti CPF, the World Bank program was adjusted to support the GoH’s response to the COVID-19 crisis. These adjustments align with the priorities of the WBG Approach Paper ‘Saving Lives, Scaling-up Impact and Getting Back on Track’.³¹ This Project remains within the scope of the adjusted CPF for Haiti. By improving public service delivery and the GoH’s ability to provide benefits in the form of social services to the population, the Project will contribute to strengthening Haiti’s weak social contract, which both the Haiti 2015 Systematic Country Diagnostic and the FCV Strategy 2020-2025 identify as a key driver of stability in fragile contexts and an avenue for improved development outcomes. In particular, the second of three areas of focus in the CPF is human capital, which this Project will foster through its strengthening of the education system’s effectiveness. The CPF’s fifth objective (of nine total) is to improve access to quality primary education, which the Project will foster over the long term by improving the management of the sector for better planning and provision of service delivery. The Project will also support the CPF’s cross-cutting theme of transparency, accountability, and sustainability in governance, by focusing on institutional strengthening and citizen engagement. By strengthening the public education system, which disproportionately serves the poorest, and addressing equity gaps in education service provision (including in relation to gender and disabilities), the Project will contribute to the WBG’s twin goals of ending extreme poverty and promoting shared prosperity. By the same token, investing in people and their human capital—including through the improved delivery of education services—is one of the areas of special emphasis of the FCV Strategy. The Project supports the strategy’s third pillar (of four), which is to help countries transition out of fragility by, *inter alia*, promoting approaches that can renew the social contract between the state and its citizens, and strengthen the legitimacy and capacity of core institutions. Particularly, the Project will reinforce the oversight of MENFP over non-public schools and increase its capacity to deliver public education services that will help strengthen citizen’s trust in the State’s ability to provide quality education.

19. **The Project also supports the Government of Haiti’s Ten-Year ESP, which was finalized in December 2020.** A sector assessment was finalized in April 2019 and was followed by consultations with key stakeholders. However, the recent socio-political events and the COVID-19 pandemic have significantly delayed the finalization of the ESP.³² The Project will address the three strategic pillars of the plan: (i) Governance, (ii) Access and Equity, (iii) Quality and Relevance, with an emphasis on strengthening the management of the sector and laying the foundation for sustainable, effective systems to increase quality and ensure access.

³⁰The WBG CPF FY16–21 for the Republic of Haiti was discussed by the Board on September 29, 2015. The PLR was completed on June 27, 2018.

³¹ The World Bank rapidly deployed and repurposed IDA resources in the FY20–21 pipeline and active portfolio. Over US\$170 million has already been approved, while an additional US\$105 million is being delivered in FY22 Q1. More than half of the existing portfolio was restructured to support the COVID-19 response, by refocusing activities and/or cancelling undisbursed balances for recommitment under new operations.

³² Its revision was completed by early November 2020, after which an independent evaluation and a set of consultations with potential beneficiaries, civil society organizations, NGO, private sector and financial and technical partners took place during the month of November 2020. The ESP was endorsed by the Ministry and partners at the end of December 2020.



20. **In response to the coronavirus pandemic, MENFP established a Working Group for the management of the COVID-19 response, which has put into place a COVID-19 Response Action Plan, to which this Project is also aligned.** This plan puts forward six pillars of action: (i) the provision of information targeting all actors of the education sector on COVID-19 prevention and measures being taken by MENFP to manage the impacts of the virus; (ii) accompaniment of students in their learning through distance learning methods; (iii) support to MENFP personnel through sufficient precautionary measures and hygiene materials to minimize virus transmission while on ministry premises; (iv) provision of financial support to pedagogic and administrative personnel who have not received salaries from the state, and provision of nutrition support to students through food kits to public schools; (v) preparation for eventual school reopening; and (vi) strengthening of the education system’s capacity to manage crises. MENFP requested support to implement this plan, to which the PEQH Project responded through immediate emergency interventions. Additionally, a US\$7 million emergency Project, financed by the Global Partnership for Education (GPE), is under implementation by the United Nations Children’s Fund (UNICEF) to support MENFP in coping with urgent issues emerging from the crisis and to manage school continuity. This proposed Project, through its focus on improving MENFP’s oversight capacity and ability to make evidence-based decision-making, will help strengthen MENFP’s structures and processes, which are critical to ensure an education system that provides timely data and is resilient and responsive to crises, while providing an opportunity to “building back better” in the longer run.

21. **In addition, the proposed Project is aligned with the GPE’s strategic plan for 2016-2020, which aims to ensure inclusive and equitable quality education and promote lifelong learning opportunities for all, through goals such as promoting effective and efficient education systems and increased equity, gender equality and inclusion.** Country-level objectives of the GPE strategic plan include strengthening education sector planning and policy implementation. The Project is expected to contribute to the achievement of these objectives by financing activities to strengthen MENFP’s institutional and regulatory capacity and improvements to country systems needed to efficiently manage the education system, including the use of an EMIS to support data-informed sector planning, new school accreditation processes for the highly non-public system, and planning functions for sub-national entities. Equity and inclusion will be promoted through the financing of sub-sectors that provide access to education for out-of-school and special needs children, whereas efforts to reduce equity gaps and promote inclusion in the establishment of an inclusive and efficient EMIS and learning assessment system will help foster equality.

II. PROJECT DESCRIPTION

A. Project Development Objective

PDO Statement

The Project Development Objective is to improve the Ministry of Education’s planning and regulatory functions and the learning assessment system.

PDO Level Indicators



22. The following key results are expected:

- (a) The EMIS is used to improve planning and decision-making;
- (b) Standards for school quality are implemented at the national level;
- (c) Strategy for learning assessments is developed, implemented and used for decision-making.



B. Project Components

23. The Project is expected to achieve its development objective through the implementation of three components, namely: 1. Improving planning and regulation; 2. Improving the learning assessment system; and 3. Project management, monitoring and evaluation.

Component 1: Improving planning and regulation (US\$ 7.90 million, including US\$3.30 million in variable part financing)

24. **Component 1 aims at strengthening the management of the education sector by:** (i) strengthening the planning capacity of MENFP and supporting evidence-based decision-making processes, at both the national and sub-national (department) levels; (ii) providing conditional grants to DDE to strengthen the decentralized planning capacity of MENFP; and (iii) increasing MENFP's oversight and regulatory capacity over the formal and non-formal supply of education. Enhancing statistical and planning capacity will help improve the efficient use of resources and increase transparency and accountability in the system, promoting equitable access as well as evidence-based policymaking in the education sector. In addition, the timely availability of up-to-date data will help make the education system more responsive and resilient in times of crises requiring rapid assessment and prompt decision-making. Improving regulatory capacity will strengthen the Ministry's oversight of the sector while gradually improving school quality. The component will build on tools developed by the PEQH Project as well as Projects and initiatives of other development partners, to ensure readiness.³³

Subcomponent 1.1: Strengthening planning capacity (US\$2.30 million)

25. **Strengthening the EMIS for better planning.** The sub-component will strengthen the statistical capacity of MENFP and its decentralized directorates and enhance their capacity to make data-driven decisions for better planning by supporting the implementation of the Ministry's EMIS Strategy. The ministerial committee for the EMIS will supervise these interventions.³⁴ Financial and technical assistance and training to support EMIS strategy implementation will include, *inter alia*:

- (i) The finalization of the national data collection strategy for schools, teachers, and students in both formal and non-formal education sectors;³⁵
- (ii) The creation of a single data management and storage system within MENFP;
- (iii) The implementation of the data collection strategy using the new parameters in at least one

³³ The use of these tools will notably enable the MENFP to gather timely information on schools infrastructure, on students (gender-disaggregated data, including disabilities), and school staff which will feed back into the EMIS, eventually allowing for data-driven and gender-informed decision-making by the MENFP staff on aspects such as school improvements, teacher deployment, and paths to improving learning outcomes.

³⁴ Directorates involved in this sub-component are the General Directorate, the Unit for Information systems (USI), the Unit for Planning and external cooperation (DPCE), the Unit for studies and planning (UEP), the Direction for Support and Non-Public Education (DAEPP) the Directorate of Basic Education (DEF), Directorate of Secondary Education (DES), Bureau of Preschool Education (BUGEP), Directorate of Curriculum and Quality (DCQ), Directorate of Vocational Training (DFP) and the National Examination Office (BUNEXE), and the Decentralized Directorates of Education (DDEs).

³⁵ Data to be collected include administrative data on teachers and directors, data on school infrastructure, and data on students. Timely and reliable data will be made available on the sector by establishing a robust, sustainable data collection process for public and non-public schools, and the data will be disaggregated by gender and include disabilities.



- department and the dissemination of the results and lessons learned from that experience;
- (iv) the development of protocols for data sharing between the technical directorates and the decentralized structures of MENFP;
- (v) The establishment of a communication strategy and of exchange protocols to share data with the wider educational community (schools, teachers, parents, researchers, etc.) and stakeholders to participate in decision-making processes;
- (vi) Training for central and decentralized staff of MENFP on the data collection process, database management, information dissemination and data analysis during the first year of the Project;
- (vii) The provision of tools to ensure mobile data collection by inspectors and quality control by those responsible for overseeing the process;
- (viii) The improvement of the technology infrastructure, including the implementation of security equipment and software at the central and decentralized levels of MENFP, and the installation of a cloud server for data and application.

26. ***Supporting planning capacity.*** The sub-component will also improve the planning capacity of MENFP at the central and subnational levels. The Project will provide technical assistance to MENFP to improve planning and the allocation of resources (such as tuition, books, kits, and school feeding) from the central level to DDEs according to identified needs. Specifically, central MENFP's technical staff will be trained in: (i) data analysis for strategic planning of resources allocation (human, financial and technical); and (ii) monitoring of these allocations from the central level to the DDEs. This training will build upon school maps data³⁶ and data from the strengthened data collection exercise (described above). This activity will also support the development of protocols to track distribution and delivery of materials from the central levels, as well as a reporting mechanism from DDEs to the central level (on resources received, used and needed). With respect to resource allocation, special attention will be given to priority groups including students with disabilities, those at risk of dropping out, overage students, and young girls. Specific result-based approaches, such as the Rapid Results Initiatives that was implemented by the National Education Fund (FNE) with the support of the World Bank in 2019, will be used to make the technical teams in charge of planning more responsive and resilient in times of crises requiring rapid assessment and prompt decision-making. This work will build upon the Public Expenditure Tracking Survey done by Expertise France (a French public agency that supports international development projects design) and financed by the European Commission in June 2019, which revealed inefficiencies in spending and resource allocation at the central and decentralized levels of MENFP. The Project will contract the International Institute for Educational Planning (IIEP-UNESCO), which is currently strengthening DDE capacity,³⁷ in order to ensure alignment on planning between the central and subnational levels of MENFP. Activities to be financed include, *inter alia*, training for the staff of MENFP, workshops, training materials, transportation costs and field visits for central level staff to the departments. In addition, the Project will support fiduciary training for the central and decentralized levels of MENFP in order to strengthen MENFP's monitoring and evaluation (M&E) functions and financial reporting. IIEP will be contracted by the Project to provide close technical support to all ten DDEs to develop and implement these plans.³⁸

³⁶ School maps were developed in 54 communes in 4 departments.

³⁷ Currently financed by the European Commission.

³⁸ Interventions under this subcomponent will also build on and complement the ongoing support provided by the IIEP to DDEs related to micro-planning. The IIEP-UNESCO Project, which aims to improve the planning and management practices of the education administration in Haiti over the period 2018-2021, has provided training in educational planning for DDE officials in all ten regions of the country. It has conducted diagnostics of the educational situation in the DDEs and financed activities to improve the quality of annual activity plans. The planning model developed under this Project will complement these interventions.



Subcomponent 1.2: Strengthening DDEs' planning capacity (US\$3.30 million in variable part financing)

27. **The conditional grants to DDE will support Subcomponent 1.1 above, specifically, the adaptation of the data collection operational plan developed by MENFP (paragraph 24, item (i) above) at the decentralized level by DDEs and will be tracked through Variable Part (VP) data collection activities.** Upon achievement of specific results by each DDE, the VP will finance, *inter alia*, transportation costs for MENFP staff to carry out data collection, printing of materials including data collection forms, and other logistics costs directly related to the data collection campaign at the decentralized levels of MENFP. The adaptation of the data collection plan will allow DDEs to factor in regional specificities for data collection and available resources, while helping to ensure that DDEs develop ownership over the data collection process thereby promoting its sustainability. Criteria for disbursement to each DDE will be based on: (i) the availability of their specific data collection plan (at the end of the first year); (ii) the creation of databases on students, schools and teachers (at the end of year 3); and (iii) the availability of statistical yearbooks (at the end of year 4). Disbursement conditions for the VP are detailed in Annex 3.

28. **The conditional grants to DDE will also complement the technical assistance provided under Subcomponent 1.1 (paragraph 25) to support DDE's planning capacity.** Upon achievement of specific results by each DDE, the VP will finance, *inter alia*, workshops for school staff and information sessions for school committees in DDEs, educational material, transportation and other logistic costs for DDEs and school staff responsible for the development and implementation of the DDEs' action plans in schools. The objective of the variable equity aspects is to incentivize DDEs to develop and implement evidence-based action plans that target vulnerable students and aim at reducing equity gaps. Funds will be disbursed based on: (i) the availability of action plans (at the end of year 2); (ii) the implementation of the action plans in at least 80 percent of the schools (at the end of year 3); and (iii) equity gap reduction in 80 percent of supported schools at the decentralized level. Disbursement conditions for the VP are detailed in Annex 3. Together, these activities will help to ensure an efficient use of resources from the Central to the decentralized level of MENFP as well as transparency and accountability.

Subcomponent 1.3: Supporting regulatory capacity (US\$2.30 million)

29. **Supporting the regulation of the non-public sector.** First, this sub-component will support the operationalization of quality standards for non-public schools, currently implemented in selected schools in four departments with the PEQH Project, to better regulate the non-public system. MENFP's quality criteria will be refined based on the QAS standards which have been updated in 2019 and 2020, considering lessons learned from implementation in PEQH-supported schools.³⁹ Based on the data collected on non-public schools, which will have to submit a registration package to the DDEs, a level of quality for each school will be calculated following the standards. These "scores", presented in a scorecard, will be used to define the level of quality of the school in relation to accreditation levels and will feed directly into the EMIS. Second, the sub-component will also finance the development of tool kits on quality standards for school inspectors, directors, and school management committees, providing

³⁹ The data collection approach used as part of the Quality Assurance System has been upgraded with the support of the PEQH Project to allow for a mobile data collection approach. This approach is currently piloted under various Government programs supported by the World Bank, IDB, Caribbean Development Bank (CDB) and AMC. Data collected as part of the pilot will directly feed into the EMIS.



guidance on progressing toward accreditation. For instance, these tools will explain the levels of quality schools need to achieve in relation to administration, pedagogy, and infrastructure to receive an authorization to open, and subsequently be accredited. Third, the sub-component will support MENFP in defining its communication strategy of quality standards. The aim of this strategy will be to explain to the decentralized structures of MENFP the quality standards and quality levels that schools must achieve, and the tools to accompany them. Complementing these capacity strengthening activities for school regulation, other interventions will be implemented through DDEs and other sub-regional entities of MENFP to enhance regulatory, planning and monitoring capacity at multiple critical levels of the education service delivery chain.

30. ***Supporting the regulation of the non-formal sector.*** The sub-component aims to improve the capacity of MENFP to regulate non-formal education as well. Specifically, the sub-component will support MENFP through: (i) an evaluation of the needs of the non-formal sector in terms of infrastructure, human and financial resources and governance; (ii) the development of quality standards and of a curricular framework for the sector; (iii) the development of equivalences between the formal and the non-formal systems; and (iv) the design of an implementation strategy for the standards. These activities will be implemented by UNICEF.

Component 2: Improving the learning assessment system *US\$6.17 million, including US\$1.65 million in variable part financing)*

31. **Component 2 will aim at strengthening the management of the education sector by supporting the improvement of the learning assessment system at the centralized level and the decentralized level (subcomponent 2.1 and 2.2 respectively).** Strengthening the learning assessment system will help monitor and improve learning outcomes and support evidence-based decision-making at the system level. In addition, the development of learning standards for primary education will help define the objectives and content of the learning assessment system and set goals for the system in relation to student learning. This component will also build on tools developed by the PEQH as well as Projects and initiatives of other development partners.

Subcomponent 2.1 Improving the learning assessment system at the central level *(US\$4.52 million)*

32. **First, this component will finance the design of a learning assessment framework for primary education.** As a starting point to engage sector stakeholders, a diagnostic of the status of the existing assessment system will be conducted using an existing method and instruments.⁴⁰ Based on findings of that assessment and engagement of stakeholders, the Project will support the development of a technical framework document covering: (i) institutional aspects and financing mechanisms; (ii) learning standards, learning objectives and national priorities for primary education; and (iii) frequency and type of assessments (including large scale standardized assessments and examinations, as well as formative and normative assessments). The framework will also include specific protocols in relation to gender and disabilities to ensure that it is inclusive and leaves no student behind.

33. **Second, to implement the framework document, the component will also support the strengthening of a technical team within MENFP responsible for learning assessments.** This team will be

⁴⁰ Such as the Analysis of National Learning Assessment Systems (ANLAS) tool.



providing guidance on: (i) the design and collection of learning assessment data; and (ii) the development of methodologies to analyze this data, with the goal of placing the measurement of learning at the heart of MENFP's decision-making process. This process will build upon existing MENFP's structures such as the technical team that was in charge of the national 4th grade assessment implemented in 2018 with the support of the Inter-American Development Bank (IDB) and technical experts from Directorate For Basic Education (DEF), Directorate for Curriculum and Quality (DCQ) and the National Examination Office (BUNEXE) (implementation mechanisms are further defined in annex 2).

34. Third, the Project will build upon the learning standards developed, piloted and implemented under the PEQH Project in French, Creole and Mathematics for the first and second cycles of primary education to develop learning standards for all subjects for the first two cycles of primary education. Specifically, this component will support the development of learning standards and identification of core student competencies for the first two cycles of primary education. These standards and core competencies will help MENFP to set learning goals for each grade. Priority competencies will also be defined to support MENFP's preparedness in the event of a crisis leading to reduced instructional time; this activity will build upon and broaden the scope of the minimal skills program developed by MENFP in response to the impact of the COVID-19 pandemic. Under this activity, workshops and training will be financed for MENFP staff to develop the learning standards as well as technical support from experts on learning standards and measurement.

35. Finally, based on these standards, the Project will support the development of learning assessment tools and materials, building on the tools developed under the PEQH Project (learning assessments in French, Creole and Mathematics, for the first two cycles of the primary level). These tools will be piloted in selected schools and the results of the pilot will inform the revision of the learning assessments at the national level during the final two years of the Project.

Subcomponent 2.2 Improving the learning assessment system at the decentralized level (US\$1.65 million in variable part financing)

36. At the decentralized levels of MENFP, conditional grants will strengthen DDE capacity to provide pedagogical and administrative support to schools with the objective of improving overall school quality. Improving school supervision and management will translate in the medium term into improved school capacity to implement national scale assessments. Upon achievement of specific results by each DDE, they will receive VP funds to finance workshops, training for DDEs' staff, materials and logistic costs associated with the implementation of the supervision plans in the departments. The objective of the supervision aspects of the VP is to incentivize DDEs to provide pedagogical and administrative support to schools in a timely and efficient manner. In order to do so, funds will be disbursed on the basis of: (i) the development of supervisory plans (at the end of year 2); (ii) the implementation of school supervision plans in at least 80 percent of the schools (at the end of year 3); and (iii) the implementation of school improvement plans in at least 80 percent of the schools (at the end of year 4). Disbursement conditions for the VP are detailed in Annex 3.

Component 3: Project management, monitoring and evaluation (US\$ 1.53 million)



37. **This component will provide support to MENFP for Project implementation, monitoring, and evaluation through, *inter alia*:** (i) strengthening MENFP's existing M&E functions; (ii) financial management, procurement, safeguards, gender aspects and citizen engagement; (iii) carrying out studies, potentially including studies and evaluations related to special needs students and/or gender and gender activities; (iv) financing of operating costs; and (v) carrying out Project audits.

38. **First, this component will finance a consultant in charge of monitoring and evaluating the Project's activities.** The consultant's role will include monitoring Project outcome indicators, quality control of evaluation and audit reports of various activities and writing progress reports. The Project's verification activities, including for the VP, will also be financed under this component. Evaluation of project activities, including process evaluation studies related to planning activities implemented in the DDEs, will also be funded under Component 3 of the Project. The purpose of these studies will be to assess the impact of capacity-building activities at the decentralized level of MENFP. Drawing key lessons to enhance interventions over time will be instrumental to continuing financing in the future. Key findings will be shared with sector stakeholders.

39. **Second, this component will also finance the supervision costs of the Project, field missions and the Project's fiduciary management including social and environmental safeguards, financial management (including Project audits), contracting and internal control activities.** A grievance redress mechanism, detailed below, will also be implemented, and funded under Project Component 3. Since the same Project Implementation Unit will be used for the PEQH and the PEES project, operating costs could be split with the PEQH project.

40. **Finally, this component will support initiatives promoting inclusive education, including training for MENFP's staff at the central and decentralized levels.** In addition, a social analysis will be conducted in the first year of the Project's implementation to assess the needs for inclusive education and to develop an Inclusive Education Action Plan, which will be integrated into the Project in the second year of implementation. Finally, this component will finance the establishment of a hotline available to the beneficiaries over the duration of the Project and managed by a call center. This will enable the Project's impact on beneficiaries to be monitored, citizen participation mechanisms to be promoted and corrective measures to be implemented quickly if necessary.

C. Project Beneficiaries

41. **The direct Project beneficiaries will include MENFP's staff and approximately 223,093 students, including 108,936 girls, who will benefit from the new learning assessment system and revised learning standards.** Additional beneficiaries are students who will participate in the improved non-formal and private education system. MENFP's staff, approximately 200 civil servants, at both national and subnational levels will benefit from technical capacity-strengthening initiatives, and from the improved EMIS, coordination mechanisms and data collection processes.

D. Results Chain

42. **The proposed Project's theory of change (see results chain below) is meant to address the weak management of the education sector by improving MENFP's planning capacity, regulatory capacity and**



learning assessment system. It is based on the premise that strengthening the management of the sector is critical for improving efficiency and students’ results over the long-term. Indeed, in order to address structural challenges affecting basic education in Haiti, the Project is designed to focus primarily on institutional strengthening and improving the management of the education system at the central and decentralized levels; making progress at these levels is considered foundational to sustainably improving quality and access.⁴¹ The effects on direct beneficiaries are expected in the long-term, after a solid foundation for system improvement has been established in the short-term, through, *inter alia*: (i) the implementation and use of a functional EMIS with up-to-date data for planning and decision-making at the central and decentralized levels; and (ii) the implementation of a national policy for learning assessments, supervised by a new structure. This Project will achieve tangible results at the system level in the short- and medium-term, and a direct, real and lasting impact on students in the long-term.

Challenges	Main activities	Outputs	Medium- to Long-Term Outcomes
Lack of timely and reliable data for decision-making and planning	<ul style="list-style-type: none"> - Finalization of the data collection strategy - Creation of a single data management and storage system - Pilot of the data collection strategy - Development of the technology infrastructure - Training to MENFP on data collection and database management - Technical support to implement the data collection strategy at the decentralized level (VP) 	<p>The EMIS is functional, reliable and up-to-date data is used for planning at the central and decentralized levels.</p> <p>Schools and school communities have access to data on schools, teachers and students for decision-making</p>	Improved management and efficiency of the sector, and increased quality of educational services delivered to schools and improved learning outcomes.
Limited technical capacity for planning	<ul style="list-style-type: none"> - Workshops and training for MENFP staff on data analysis and monitoring - Technical support to DDEs to develop and implement evidence-based action plans at the DDE level (VP) 	<p>MENFP’s planning capacity is improved at the central and decentralized levels.</p> <p>Schools and school communities develop school improvement plans</p>	
Weak regulatory capacity over the public and non-formal sectors	<ul style="list-style-type: none"> - Operationalization of Quality Standards for nonpublic schools - Development of tools to accompany schools toward accreditation - Development of a communication strategy on Quality standards - Evaluation of the needs of the 	<p>MENFP’s regulatory capacity is strengthened at the national and sub-national level.</p> <p>Schools and school communities have access to reliable data on school</p>	

⁴¹ Observations and lessons learned from past experiences have informed the decision to target actions at the systems level and the choice of interventions. In the most recent period of interventions from development partners, the quality of the education system has only marginally improved, as the management and regulatory systems in place at the MENFP level are deficient.



	non-formal sector - Development of quality standards, norms and equivalences and of an implementation strategy for the non-formal sector - Creation of a structure responsible for the non-formal sector	compliance with Quality Standards	
Lack of pedagogical and administrative support to schools.	- Identification of priority groups of schools based on vulnerability criteria - Targeted pedagogical and administrative support to schools - Development of schools' supervision plans in the departments - Implementation of school supervision plans in schools	Schools receive better administrative and pedagogical support	
Lack of a robust system to monitor learning outcomes.	- Assessment of the learning assessment system; - Development of a learning assessment framework for primary education - Set up of a structure in charge of assessments - Development of learning standards in all areas Implementation of learning assessments - Pilot and implementation of national learning assessments	A framework document for learning assessments is developed and implemented. Standards are developed Learning assessments are piloted	

Key Assumptions:

- (i) The Government commits to revising and implementing its data collection process and strengthen the use of the EMIS for decision-making;
- (ii) The Government commits to applying the developed tools to regulate the sector;
- (iii) DDEs apply their new technical skills in planning;
- (iv) The Government commits to using learning assessment results for decision-making;
- (v) Financial and technical partners coordinate their activities on EMIS, regulation and learning assessments.

E. Rationale for Bank Involvement and Role of Partners

43. As a GPE-funded operation, the Project will follow the GPE guidelines for education stakeholder coordination, and its recommended country-level process for Project preparation and supervision.



Haiti's Education Sector Group (ESG) and civil society have played a key role in the development of the Project and will participate in its monitoring. The GPE Coordinating Agency (CA), the IDB, designated by the ESG, has coordinated involvement of development partner during Project preparation, serves as the communication focal point between the ESG and the GPE Secretariat, and will support the high-level monitoring of the Project.⁴² The World Bank, selected as the Grant Agent for the Project, will support MENFP in the development, implementation, and monitoring of the Project, providing fiduciary and technical oversight and support throughout the life of the Project. It will also coordinate and seek synergies with other development partners' projects such as UNICEF, and the United Nations Educational, Scientific and Cultural Organization (UNESCO) that are also supporting the ESP implementation.

44. **The World Bank has extensive experience supporting governments in improving their provision of education services, as well as experience in the sector in Haiti.** Its international expertise covers a broad range of areas of the education sector, including information systems, statistics, data collection, provision of school grants, school feeding, textbooks and kits, school-based management, learning assessments and teacher and school director training. The World Bank's sustained engagement in Haiti's education sector has generated deep knowledge, continuity of support, and trust with the GoH and education sector development partners. Furthermore, the Project builds on and complements the PEQH Project, allowing it to draw on lessons learned and successful interventions from this operation.

F. Lessons Learned and Reflected in the Project Design

45. **Many key lessons relevant for this Project have been drawn from the World Bank's recent engagement in Haiti in education, namely the PEQH Project (P155191), that is currently being implemented, and the Education For All phase II Project (P124134), that closed in 2018.** First among those is the importance of prioritizing institutional strengthening in order to achieve sustainable impacts. Limited technical capacity, a dearth of financial resources and weak ownership over activities exist within many of MENFP's technical directorates, often hindering efforts to improve the functioning of the education system. With its targeted focus on central-level and DDE training linked to MENFP policy priorities, the Project will help provide both technical and financial resources to help achieve the desired impacts. Additionally, through its implementation arrangements putting MENFP's technical directorates and their staff at the forefront of implementation with clear responsibilities and communication/coordination mechanisms, the Project aims to incentivize full ownership by MENFP.

46. **In a context of high fragility, where change is often the only constant, there needs to be a balance between ambition at the Project design stage and flexibility during implementation to adapt the Project's intervention to respond to changing circumstances and needs.** While the overall Project design and implementation approach is established during preparation, comprehensive implementation procedures are detailed in the Project Operations Manual (POM) and as such could be adapted if necessary. For instance, to address changes to the operating environment or bottlenecks slowing the implementation of activities, procedures that prove to be cumbersome or no longer workable can be simplified or adapted based on consultation, consensus and incorporation into the POM.

⁴² At the time of approval of the project, IDB is the in-country Coordinating Agency for the GPE.



47. **In a context of weak country monitoring systems, intervention-specific monitoring mechanisms can provide an immediate feedback loop to both improve implementation and provide data for Project assessment.** Building on the lessons from the PEQH, this Project will continue to utilize phone surveys, call-in hotlines, scorecards, and site visits in order to create beneficiary feedback loops for key Project activities and provide timely data to MENFP and the WB team to improve the quality of implementation.

48. **Close implementation support and supervision—aided by financial and human resources that are commensurate with the Project’s scale and with the complexity of providing implementation support—are critical in the fragile and low-capacity context of Haiti.** Close supervision proximity (including through country office-based staff) has been an effective approach to providing implementation support under previous operations. It allowed for faster identification of issues; closer procurement, financial management, and safeguards support; and generally, more effective identification and resolution of issues. The WB team will continue to adopt a hands-on approach with the Project Implementation Unit (PIU) including through frequent video conferences, phone calls and collaboration between the WB team and the PIU staff. The World Bank will also work to maintain active communication with the Ministry of Education in periods of staff turnover, facilitating smoother transitions of responsibility and the continuous progress of implementation.

III. IMPLEMENTATION ARRANGEMENTS

A. Institutional and Implementation Arrangements

49. **The Project will be implemented by MENFP — which is responsible for education planning, steering and regulation at all levels of the system in Haiti — with the support of the existing Project Implementation Unit (PIU) for the World Bank-financed PEQH Project.** A POM was developed and details these implementations arrangements.⁴³ Specifically, institutional and implementation arrangements for the Project will embed responsibility for all technical aspects of implementation within MENFP’s technical directorates and DDEs, while procurement, financial management and safeguard functions will be conducted by the PIU in close collaboration with MENFP’s technical directorates (see Annex 2 for details and organigram). This approach aims to foster knowledge transfer and build MENFP staff’s capacity to manage the sector at the central and sub-national levels, laying the foundation for the sustainability of Project-financed interventions beyond the life of the Project while mitigating fiduciary and safeguard risks.

50. **MENFP’s technical directorates involved in the Project will coordinate Project-related activities for the directorate through focal points.** These directorates are the following: for component 1: USI, Directorate of Planning and External Relations (DPCE), Studies and Programming Unit (UEP), the Directorate of Support to Private Education and Partnership (DAEPP), and DDE coordinator; and for component 2: DEF, Directorate of Vocational Training (DFP), DCQ, and BUNEXE. Each of these directorates will designate a focal point for the Project within its team to supervise Project activities related to its field of expertise and coordinate with other focal points and the PIU.

51. **Technical teams comprised of focal points will be established within MENFP to ensure collaboration among MENFP’s technical directorates on Project interventions.** These groups will define

⁴³ The POM was accepted by the Bank on June 11, 2021.



the strategy and annual action plan for Project interventions. A technical assistant will be hired by the Project to work on activity implementation with each of the three technical teams. Methodologies such as the Rapid Result Initiative⁴⁴ will be supported by the Project to ensure timely and efficient implementation of activities by technical teams and build capacity at the Ministry level. Details are provided in Annex 2.

52. The Coordinator of the PIU (selected competitively under the PEQH Project) will continue to report to the Director General of MENFP. The following PIU consultants will be involved in the Project: (i) a procurement specialist; (ii) a financial management specialist; (iii) a safeguards specialist; and (iv) a monitoring and evaluation specialist. The Coordinator of the PIU will regularly communicate with the Director General and ensure effective coordination with technical directorates so that activities are implemented in a timely manner.

53. If required by the COVID19 and/or socio-political context, workshops, training, missions and meetings will be organized online via video or audio conferences. Specifically, the PIU will follow the Government's latest sanitary protocols and guidelines and avoid implementing any activity that could have a negative impact on beneficiaries.

B. Results Monitoring and Evaluation Arrangements

54. MENFP has increased its data collection activities in recent years, but continues to face fractured, outdated, and incomplete information systems and national monitoring mechanisms. Project interventions under component 1 will contribute to strengthening MENFP's M&E capabilities. As described under Component 1, the Project will provide support to establish a unified education management information system that builds on existing initiatives,⁴⁵ in coordination with other development partners.

55. In terms of results monitoring at the Project level, a M&E Specialist within the PIU will be responsible for coordinating the collection of the data and information needed to monitor Project results framework indicators. This consultant will be responsible for coordinating closely with other members of the PIU and MENFP staff working on strengthening the EMIS and the DDEs, in order to leverage existing data and provide technical support as needed. He/she will also be responsible for ensuring that the information on Project implementation necessary to keep all results framework indicators updated is provided by relevant local actors in an accurate and timely manner.

56. The responsibility for the data collection itself will be shared between the DDEs and USI. The DDEs will collect data related to the targets of the VP indicators through planning and pedagogical support services. The data will then go back to the USI level. Data related to the EMIS, at the central level, will be collected directly by the USI, and data related to learning assessments will be collected by the Project's

⁴⁴ Rapid Result Initiative (RRI) is a methodology developed by the Rapid Result Institute and implemented in more than 20 countries. With this tool, teams are put in place within the Government and have 100 days to reach pre-defined targets. It has been proven effective to solve technical and political bottlenecks in areas such as healthcare, homelessness, and criminal justice. The RRI was successfully implemented in Haiti in 2019 with the National Fund for Education.

⁴⁵ Mobile data collection tools, such as FieldSight are already used under the PEQH project. The data collection strategy under component 1 will build on this to accelerate the use of modern technologies to collect data and supervise intervention

technical assistant in charge of learning assessments. The Project management unit's monitoring and evaluation consultant will collect the data, as well as reports from the DDEs. The POM will include a diagram of roles and responsibilities for collecting and tracking Project's data.

57. **Verification protocols will be developed to ensure that VP indicators are attainable and measurable.** An independent verification agent will be responsible for reporting on selected VP Indicators, as described in Annex 3. MENFP will share with the World Bank, partners and relevant stakeholders the documentation regarding achievement of VP Indicators.

58. **Additionally, annual joint sector reviews with sector stakeholders will allow for sector-level monitoring of Project interventions as they relate to the broader implementation of the Ten-Year Education Sector Plan.** This arrangement will help maintain an open dialogue on the successes and challenges arising during Project implementation and will provide a structured framework for considering course adjustments as needed during the lifetime of the Project. The World Bank will also conduct a joint mid-term review of the Project—shared with the Government—at about the halfway point in its implementation period, assessing its progress and recommending measures to address obstacles affecting the achievement of Project objectives.

C. Project Cost and Financing

Table 1: Project Cost by Component

Components	Amount (US\$ million)		
	Fixed Part	Variable Part	Total
Component 1: Improving planning and regulation	4.60	3.30	7.90
Component 2: Improving the learning assessment system	4.52	1.65	6.17
Component 3: Project Management, Monitoring and Evaluation	1.53	-	1.53
Total PEES project	10.65	4.95	15.60
<i>World Bank Supervision Cost (not part of the grant)</i>			0.90
Total ESPIG (GPE Education Sector Program Implementation Grant)			16.50

D. Global Partnership for Education Variable Part (US\$4.95 million)

59. **The Project will follow the GPE's results-based funding model, whereby a VP of the grant's financing aims to serve as a catalyst to drive forward implementation of a country's education sector plan.** To do so, the GPE Grant is divided into a Fixed Part, FP (requirements-based) and a VP (incentives-based), making up 70 percent and 30 percent of the total allocation, respectively. Therefore, the V P of the allocation for Haiti accounts for US\$4.95 million, which will use Results-based Indicators. The VP differs from an Investment Project Financing with Performance-based Contracts (PBC) in the sense that the Project will not disburse against an Eligible Expenditure Program to a treasury account of the government. The VP will be implemented through Conditional Grants to DDE. The VP capitalizes on the experience gained from the results-based approach implemented by MENFP under component 3.2 of the PEQH Project to incentivize non-public schools to comply with quality criteria, using a scorecard to communicate school results to school committees, and external verification mechanisms. The VP will be disbursed to



designated accounts opened for the purpose of the Project in each DDE – DDE will receive funds and execute payments according to their planned activities under Components 1 and 2. These expenses will need to be documented following the guidelines and processes established by the PIU in the POM.

60. **The VP is part of a results-based approach for the implementation of the Ministry’s ten-year plan.** In line with the three education sector priorities of the GPE, the results-based approach is designed to encourage and boost medium-term progress in: (i) efficiency; (ii) equity; and (iii) learning outcomes in basic education at the sector level. In practice, VP funds will be disbursed based on the achievement of pre-agreed targets for specific indicators, which are aligned with the three GPE priorities and contribute to the implementation of MENFP’s Ten-Year Education Plan. Upon the achievement of specific yearly targets, pre-defined amounts will be disbursed on an annual basis to designated accounts in the DDEs, opened specifically for the Project, to finance key expenditures. These expenses under components 1 and 2 include, *inter alia*, workshops, training for DDEs and school staff, transportation costs and other logistics costs related to the data collection campaign, the implementation of the DDEs’ action plans, materials and logistics costs associated with school’s supervision. The recipient of the funds will be the DDEs of MENFP.

61. **The VP provides financing to the decentralized levels of the Ministry (DDEs) to support critical activities and results expected from the Project.** The choice was made to place VP financing at the decentralized level of MENFP in order to strengthen the capacity of the Ministry’s local entities. Currently, their capacity is limited, which contributes to the governance challenges of the sector. The last major reforms of the sector, such as the Bernard reform of 1982,⁴⁶ or the Twelve measures of 2014,⁴⁷ have had little impact on the ground and remain incomplete, in part because of the limited capacity to implement them on the ground. Improving the management capacity and efficiency of the sector will not be possible without strengthening the capacity of the DDEs first. Through the VP, this Project will support institutional strengthening by improving the ability of the DDEs to collect and use data through their planning function (Indicator 1), and improving schools support to implement activities aiming at improving equity (Indicator 2) and school improvement plans with the support of inspectors (Indicator 3). Moreover, the DDEs, because of their proximity to the field, are better positioned to understand local challenges, and provide appropriate answers. In this sense, the VP is essential to ensure that the Project has lasting effects on the ground, by supporting the most critical activities needed to make the education sector progress, namely the implementation of the EMIS and the supporting and supervising activities.

62. **Nine results are set across three results-based indicators.** These indicators are aligned with the key priorities of the GPE as follow:

- (i) Efficiency: Efficient decentralized data collection implemented;
- (ii) Equity: Equity strengthened through the implementation of programs targeting priority groups;
- (iii) Learning Outcomes: Improving schools’ quality through better supervision and support.

63. This results-based approach will strengthen the ability of DDEs to make decisions based on accurate and up-to-date data and strengthen their ability to support schools, by promoting targeted

⁴⁶ The Bernard Reform introduces Creole as the official teaching language, together with French, that would from then on be taught as a foreign language and re-organize the basic education cycles structure (three cycles).

⁴⁷ The 12 Policy Measures and the National Pact for Education Quality, published in 2015, take initial steps to regulate schools including by requiring all schools and teachers to register for identification documents.



actions at the DDE level which enhance equity, quality and improve learning outcomes. The interventions linked to the results-based indicators will contribute to significant progress in the medium term on equity and thus will have a significant positive effect on the education system.

64. **The results-based indicators are also Intermediate Results Indicators (IRI) and, therefore, are included in the Results Framework and will be monitored together with other Project indicators.** The identified targets for the three results-based indicators are ambitious yet specific, measurable, achievable, realistic, based on objective reporting and verifiable in a timely manner. They consider the currently limited capacity of DDEs, and the importance of the change in practice that this VP will bring to a constrained environment in terms of human, material and financial resources. The identified targets for the results-based indicators represent an achievable stretch going beyond the continuation of current trends but are also realistic. MENFP and the PIU will be the main units responsible for the monitoring and evaluation of stretch indicators. The three results-based indicators, their baseline and target values, and the timing for the release of the associated funds are presented below.

65. **The DDE's capacity to manage financial resources will be strengthened during the Project.** The disbursement of the VP is made at the ten subnational levels of MENFP (directly to the DDEs). Direct disbursements to DDEs will be preceded by fiduciary trainings that will increase the DDEs' capacity to plan and manage funds while reducing inefficiencies between the central level and schools. The inefficiency of allocations between the central level and the DDEs, between the DDEs themselves and the DDEs to the schools was noted by a recent study.⁴⁸ These interventions will build upon on-going training on planning supported by IIEP in the DDEs. To date, staff have received training on planning and development of annual action plans but have not received the funding to implement them. These plans comprise activities related to data collection, activities targeting priority groups and school supervision. The VP will finance those activities and ensure the quality of implementation through the VP result-based approach. The ten DDEs will open designated accounts for VP funds to ensure proper financial reporting and facilitate audits. The local staff in charge of budgeting, planning and spending will receive financial training to ensure compliance with World Bank fiduciary standards. More details on verification mechanisms are provided in Annex 3.

E. Corporate Requirements

66. **The Project will incorporate climate change, gender, inclusive education, and citizen engagement considerations in its design:**

- (a) **Climate change:** Projected climate change impacts in Haiti include an increase in temperature by 0.5 to 2.3°C by 2060, with warming expected to be most rapid during the months of December-February. These impacts, coupled with predicted changes in precipitation patterns and likely decreases in rainfall during June-August, are expected to increase the frequency, intensity, and impacts of extreme weather events in Haiti, including hurricanes, storm surges, and flooding, among others. In that context, the Project allows for strategic adjustments to activities, including: incorporating climate change considerations into the design of activities, undertaking efforts to mitigate climate change and improve resilience to climactic events where possible, and enhancing

⁴⁸ *Enquête de suivi des dépenses publiques en Education en Haiti*, PETS, Expertise France, 2019



knowledge on climate changes, its impacts and possible mitigation measures among Project beneficiaries—including both teachers and students (as part of the training and curricula development activities). These adjustments will help reduce Haiti's vulnerability to climate change, including from floods, landslides, greater likelihood of hurricanes, and so forth.

- (b) **Gender:** The Project design will implement cross-cutting measures intended to balance gender gaps. As described above, for instance, gender gaps in student enrollment and achievement will be assessed via the EMIS-related interventions, and policies or activities will be developed to help close them. In order to improve achievement for all students, teacher training would include gender-informed motivational strategies for increasing participation of both girls and boys in science, technology, engineering and mathematics (STEM). The Project will build upon the design and implementation of gender-related activities financed by the PEQH Project. A gender specialist will continue to be a part of the PIU team and will help ensure the appropriate inclusion of gender considerations during Project implementation. The specialist will: (i) liaise with the Haitian Ministry of Women's Rights (*Ministère de la Condition Féminine et des Droits des Femmes*); (ii) produce regular reports to document the challenges and lessons learned during Project implementation; and (iii) organize focus groups that will tackle and document implementation challenges to provide evidence and feedback on Project design and implementation as it relates to gender aspects. The Project's Social Assessment (SA) will result in an Inclusive Education Action Plan which will further detail the actions that will be incorporated to enhance gender inclusion in Project activities.

- (c) **Inclusive education:** The Fourth Priority of the Ten-Year Education Plan 2020-2030 (out of four main priorities) is to ensure that the most disadvantaged groups of students are the primary beneficiaries of the State's educational efforts. In order to do so, MENFP seeks two main objectives: (i) ensuring access for and retention of vulnerable and special needs students in school; and (ii) improving the quality of the educational supply and enhancing the sense of fulfilment of vulnerable and special needs students. Under the Project, initiatives will incorporate approaches adapted for special needs students, and sub-programs targeting special needs students will be considered as part of activities on non-formal education. All training developed with the support of the Project will include sensitization on inclusive education and students with special needs. The Project's SA includes a focus on children with disabilities and will provide additional data and recommendations in an Inclusive Education Action Plan. The Project's EMIS activities will include data collection and decision-making related to this sub-population of students (Inclusive EMIS).

- (d) **Citizen engagement:** The Project incorporates a citizen-oriented design and includes indicators tracking beneficiary feedback in its results framework. Surveys and consultations with key stakeholders including the government, Civil Society Organizations (CSOs), parents and teachers were carried out during Project preparation and will be conducted during implementation as well. Feedback received was incorporated into the Project design during the preparation stage and will inform implementation, as outlined in the Environmental and Social Commitment Plan (ESCP). In addition, beneficiary feedback mechanisms will be incorporated into EMIS data collection and validation activities.



F. Sustainability

67. **Challenges exist with respect to long term financial sustainability, but the Project and its priorities have strong buy-in at the education sector level and support scale-ups and technically sustainable policies.** Through the GPE country-level process implemented during Project preparation whereby extensive consultations and multiple quality assurance processes were undertaken, Project interventions are aligned with both GoH priorities and interventions financed by other development partners. In some cases (for instance, the support to DDEs for planning and management), Project resources will help scale up existing, well-functioning interventions, or promising interventions which had stalled, including for lack of technical or financial resources-- thereby helping set the foundations for sustainably expanding effective approaches in education. Additionally, by strengthening MENFP capacity at all levels to manage the system more effectively, the Project aims to establish technically sound and sustainable processes and policies (for the EMIS, teacher training, learning assessments, etc.). In the medium-term, the implementation of the policies and processes established under the Project could be sustainably financed with resources from the FNE and this opportunity will be pursued by the World Bank as part of its ongoing technical assistance and policy dialogue.

IV. PROJECT APPRAISAL SUMMARY

A. Technical, Economic and Financial Analysis

Technical Analysis

68. **The interventions proposed as part of this Project build on international evidence of effective practices, and on specific country diagnostics.**

- (a) The focus on the EMIS is based on the accepted premise that data builds the foundation for all aspects of an education system by providing knowledge to education stakeholders on the status of a country's education system and of student learning outcomes. Timely and reliable data on the education system provide information on the state and health of the education system and improve cost-efficiency and effectiveness of education planning. Data systems, when institutionalized and guided by a clear vision and strategic planning, help policy makers manage an education system to produce quality outputs. The choice of interventions supporting the EMIS has also been guided by the Systems Approach for Better Education Results (SABER) EMIS exercise conducted in Haiti in 2017, which benchmarked Haiti's current state of EMIS implementation. The diagnostic recommended as a key next step among several others, that the GoH design and implement a policy to institutionalize its EMIS as the core information system for the Government, thereby making it one of the most important reference points for decision-making in Haiti's education sector. Such a policy would ideally lay out mandatory practices to be adopted by stakeholders at each level (central, local, school, etc.) of the education system,⁴⁹ and would

⁴⁹ A well-defined EMIS policy should have clear and explicit procedures and regulations for: (i) central, local and school reporting requirements; (ii) defining responsibility, ownership of and access to data; (iii) allocating a budget for the EMIS; (iv) data collection processes; (v) data submission requirements; (vi) procurement guidelines (if purchasing the software/hardware from external



outline processes covering the entire data production chain, from data collection to dissemination. The Project's EMIS interventions will aim to address these priority areas.

- (b) Similarly, student assessment has become increasingly valued internationally as a means for monitoring and improving student learning and achievement levels; the evidence portrays that many of the benefits of education—cultural, economic, and social—accrue to society only when learning occurs.⁵⁰ Low-income countries stand to benefit the most from systematic efforts to measure learning outcomes. A basic premise of the research on student assessment is that the appropriate kinds of assessment activities, and the appropriate uses of the data generated by those activities, contribute to better outcomes, be those improved learning or improved policy decisions. For example, results from large-scale, system-level assessments of overall student achievement levels increasingly provide the foundation for test-based accountability programs in many countries. In addition, research demonstrates a strong link between high-quality, formative classroom assessment activities and better student learning outcomes as measured by student performance on standardized tests of educational achievement. Black and William's (1998) synthesis of over 250 empirical studies from around the world on the impact of high-quality, formative classroom assessment activities shows student gains of a half to a full standard deviation on standardized achievement tests, with the largest gains being realized by low achievers. The technical foundations of Project activities on student assessment are informed by this research.

Economic and Financial Analysis

69. **This analysis discusses the economic rationale for the Project, its estimated costs, and the benefits projected to be derived from the Project.** The Project will be implementing activities that will improve the management of the sector through component 1 and 2. Some component 1 and 2 activities will be implemented at the central and decentralized levels of MENFP, while VP activities, including data collection, the development and implementation of school activity plans and school supervision, will be directly implemented in Project-supported schools. The analysis is based on the assumption that the interventions will improve the sector's efficiency and learning conditions in targeted schools. This will translate into more years of education for the Project's beneficiaries, which, in turn, will lead to higher productivity and earnings in the labor market. The analysis measures the Project's benefits against its costs.

70. The Project is economically viable. Using Haiti's GDP per capita as a proxy for average expected income and a discount rate of 8 percent, the Project's net present value (NPV) is estimated at US\$ 35.5 million in 2021 and with an internal rate of return of 20 percent. The IRR is higher than the discount rate considered for the Project (8 percent). It is worth mentioning that this analysis does not consider the gains that are harder to quantify in monetary terms, such as:

- i. Increased educational attainment in the population could potentially lead to an overall increase

vendors); (vii) defining technical specifications for the EMIS; (viii) type of data to be collected; (ix) data validation (internal and external); (x) the extent to which data should be utilized by stakeholders; (xi) defining the code of conduct for staff; and (xii) professional development of staff that work on EMIS activities.

⁵⁰ OECD 2010.



- in productivity, resulting in improved economic growth.
- ii. Educational attainment is positively correlated with several social benefits such as longer life expectancy, lower crime rates and higher civic engagement.
- iii. The health and nutrition services provided under the Project could most certainly have, in addition to the positive impact on school attendance, other benefits derived from the beneficiaries' improved health outcomes and from the higher disposable income for the household.

B. Fiduciary

Financial Management

71. **Fiduciary aspects of the Project will be managed by the well-established PIU within MENFP which has managed funds from World Bank and other development-partner financed Projects for over ten years.** The PIU includes a Financial Management (FM) section, which will be expanded to include additional staff dedicated to the Project, building on the existing capacity in Haiti established under the Education for All Phase I and II and PEQH Projects. In addition, one staff of the expanded PIU FM team will be a MENFP civil servant serving in a financial management or accounting capacity in the administrative directorate—in continuation of an existing arrangement aimed at strengthening MENFP's FM capacity and thus country systems over the long term.

Procurement

72. **The "World Bank Procurement Regulations for IPF Borrowers," dated July 2016, and revised in November 2017 and August 2018 will apply to the Project.** Procurement for the Project will be carried out in accordance with the WB's Procurement Regulations for IPF Borrowers for Goods, Works, Non-Consulting and Consulting Services, dated July 1, 2016 (revised in November 2017 and August 2018), hereafter Procurement Regulations. The Project will be subject to the Guidelines on Preventing and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants. The Project will use the Systematic Tracking of Exchanges in Procurement (STEP) to plan, record and track procurement transactions. The World Bank's standard procurement documents will be used for all contracts that are subject to international competitive procurement. When approaching the national market, GoH procurement procedures may be used in accordance with the National Procurement Arrangements (paragraph 5.3) of the Procurement Regulations. This will be specified in the Procurement Plan tables in STEP. When the GoH uses its own national open competitive procurement arrangements, as set forth in the 2009 Law laying down general rules relating to Public Contracts and Public Service Concession Agreements, such arrangements will be subject to paragraph 5.4 of the Procurement Regulations and the conditions included in the Grant Agreement. When national procurement arrangements other than national open competitive procurement arrangements are applied by the GoH, such arrangements will be subject to paragraph 5.5 of the Procurement Regulations.

73. **Procurement activities for the Project will be executed by PIU consultants in close collaboration with MENFP at the central level; and by DDE staff supported by technical assistants at the department levels.** The POM includes provisions that meet the World Bank's requirements for procurement during Project implementation. At the sub-national level, procurement activities will be implemented by DDEs with the support of the central level and PIU staff. Due to the relatively limited



exposure of sub-national level staff to procurement processes and existing, cumbersome administrative procedures, periodic training will be provided to DDE staff to support them in fulfilling these functions. The PIU developed a Project Procurement Strategy for Development (PPSD) which was approved by the World Bank on June 11, 2021. The procurement plan for the first 18 months includes the key contracts.

C. Legal Operational Policies

	Triggered?
Projects on International Waterways OP 7.50	No
Projects in Disputed Areas OP 7.60	No

D. Environmental and Social

74. The Environmental and Social Risks Classification (ESRC) for this Project is Moderate (M).

75. **Environmental Risk.** Environmental risk is classified as Low (L). Project-financed activities are likely to have minimal or no impact on Haiti’s natural environment. The proposed Project is not planning investments that have a physical footprint that could cause direct adverse risks and any minor risks and impacts foreseeable under the Project (e.g. pollution management) can be addressed with known and affordable mitigation measures. Given the scope of Project activities, it is unlikely that any direct or indirect environmental effects would be caused by the technical assistance, capacity building and policy planning and advice provided through the Project.

76. **Social Risk.** The social risk rating is classified as Moderate (M). While the overall social benefits are expected to be positive, identified social risks and potential impacts include: (i) social exclusion given the nature and national scale of the Project which aims to improve teaching and learning processes and standards with the establishment of assessment systems and reform of policy planning; and (ii) labor and working conditions of Project workers, as defined under Environmental and Social Standard #2 (Stakeholder Engagement and Information Disclosure), including the risk of exposure to COVID-19 and transmission of the virus during the implementation of Project activities, if such risks are not managed through adequate mitigation measures.

77. **Risk Mitigation Measures.** Mitigation measures for the above-mentioned environmental and social risks are set out in the ESCP and the Labor Management Procedures (LMP).⁵¹ The commitments from these instruments are captured in the ESCP and include: (i) undertaking a Social Assessment (SA) in the first year of the Project to assess risks related to social exclusion and opportunities to strengthen gender and disability inclusion in Project activities; (ii) adoption and implementation of an Inclusive Education Action Plan, based on findings of the SA; (iii) comprehensive health and safety measures; (iv) labor and contract management procedures, including the enforcement of codes of conduct; (v) communication and stakeholder engagement activities during preparation and continuing throughout Project implementation; and (vi) a grievance mechanism, covering both workers and Project stakeholders

⁵¹ The ESCP and LMP were deemed acceptable to the Bank in prior to Decision meeting in December 2020, disclosed on April 19, 2021 and redisclosed on June 23, 2021 on the World Bank website.



at large. The PIU will comprise a dedicated environmental and social specialist and a gender specialist for the duration of Project implementation. Specialized technical assistance will be mobilized to carry out the SA, and support development and implementation of the Inclusive Education Action Plan. An advanced draft terms of reference (TOR) for the SA to be conducted during the first year of implementation has been developed. A detailed description of risks and a summary of mitigation measures are included in the ESRS.

V. GRIEVANCE REDRESS SERVICES

78. **Communities and individuals who believe that they are adversely affected by a World Bank (WB) supported Project may submit complaints to existing Project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS).** The GRS ensures that complaints received are promptly reviewed in order to address Project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether **harm** occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate GRS, please visit <http://www.worldbank.org/en/Projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit www.inspectionpanel.org.

VI. KEY RISKS

79. **The overall risk of the Project is Substantial.** With respect to the World Bank's Systematic Operations Risk-Rating Tool (SORT) categories, one risk category is assessed as "High" and four as "Substantial", as outlined below.

- (a) **Political and Governance risk is assessed as High**, due to potential instability in leadership and sociopolitical unrest which could cause unexpected changes in the Government's policy objectives and/or a downgrading of MENFP priority assigned to the strengthening of statistical capacity and learning assessment mechanisms. Upcoming presidential elections could increase political instability and trigger waves of insecurity and violence, which could affect the education sector. To mitigate the risk of political shifts having adverse impacts on achievement of Project objectives, the Project is well-anchored in the Education Sector Plan priorities. Furthermore, the World Bank and other development partners are supporting MENFP's initiatives to pursue an active dialogue and consensus-building with stakeholders on the vision for the primary education sector, including through the formation of a Local Education Group composed of key sector stakeholders, and through the consultation processes that have occurred and will continue for the validation of the Ten-Year Education Plan.
- (b) **The risk related to the Technical Design of the Project is assessed as Substantial.** The Project supports the school census and accreditation, decentralized governance, and the learning assessment system that are critical to improve the governance of the sector, but difficult to tackle given their complexity and the number of actors involved. In addition, MENFP's staff and key



technical directorates will play an essential role in the design, planning, budgeting and implementation of these system-level activities, in a context of low-capacity and competing priorities related to the COVID-19 situation. The DDEs, that have traditionally had a limited oversight role, will also have important technical and operational responsibilities to implement VP activities. Extensive technical assistance will be delivered to the central and decentralized levels to minimize this risk and hands-on supervision and guidance will be provided throughout Project implementation. Technical teams, comprising focal points from various technical directorates, have already been set-up during Project preparation to organize technical and operational activities related to the EMIS, accreditation and learning assessments.

- (c) **The risk regarding Institutional Capacity for Implementation and Sustainability is also considered Substantial** due to MENFP's limited technical capacity, especially in the face of the COVID-19 pandemic and given that key stakeholders for implementation are often split in their time and attention among multiple responsibilities. These limitations in capacity could contribute to a lack of involvement of MENFP's technical staff and managers during the implementation of the Project. To mitigate these risks, the Project will (in line with its PDOs) have a pointed focus on capacity building for MENFP's staff at the central and sub-national levels, and will adopt implementation arrangements as described in the Institutional and Implementation Arrangements section, whereby MENFP's staff are backed up by technical support staff hired by the Project Implementation Unit. In addition, MENFP set up technical teams composed of various focal points from different technical directorates to improve collaboration and communication among MENFP entities. Those teams will receive training to enhance their capacity to work together and deliver timely results in the fields of EMIS, accreditation and learning assessments.
- (d) **The Fiduciary risk is assessed as Substantial.** The capacity of the PIU and the DDEs to ensure fiduciary functions is limited. In FM, budget management and financial reporting need to be improved by the PIU with the support of the World Bank. The procurement team also needs to be strengthened. To mitigate these risks: (i) the financial management and procurement staff would be reinforced at an early stage of Project implementation; (ii) an internal controller staff, that conducts regular internal audits and procedures related to the projects financed by the Bank, would be working on this Project; and (iii) a consultant would be hired at the PIU to be in charge of disbursements to DDEs. In addition to these measures, training and coaching in financial management and procurement would be delivered at the central and decentralized levels of MENFP.
- (e) **With respect to COVID-19, the risk is considered Substantial** (and recorded as such under the "other" risk rating). Attention will be paid to applying precautions against its transmission, particularly during gatherings (including workshops and training). Field missions, from Port-au-Prince to the regions are a risk, as well as the implementation of the learning assessment pilot during the last year of the Project. Mitigation measures will be put in place, such as avoiding gathering in large groups and in-person training events, reducing the number of field missions and postponing in-person assessments if the COVID-19 transmission rate and spread remain high. Higher-risk meetings and events will be organized by videoconference. The Project will follow MENFP's guidelines with respect to hygiene and other precautionary measures as this applies to site visits and Project supervision.



VII. RESULTS FRAMEWORK AND MONITORING

Results Framework

COUNTRY: Haiti

Promoting an Efficient Education System in Haiti

Project Development Objectives(s)

The Project Development Objective is to improve the Ministry of Education's planning and regulatory functions and the learning assessment system.

Project Development Objective Indicators

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Strengthen the management of the education sector							
PDOI1. The EMIS is used to improve planning and decision-making (Text)		Data collection is revised	MENFP staff are trained on new protocols for school data collection	Data collection using the revised methodology feeds into the EMIS	EMIS data is analyzed and disseminated (at least one report using data from the EMIS is produced and available to the public)	EMIS data is used for planning and decision-making (allocation of at least one set of resources is informed by data from the EMIS)	EMIS data is used for decision-making (allocation of at least two sets of resources is informed by data from the EMIS)
PDOI2. Standards for school quality are implemented at the national level (Text)		Standards for school quality are revised based on the QAS	Tools to accompany schools to improve their level of quality are developed	Tools are piloted in one region in a representative sample of non-public schools	Tools are revised and adopted in 50% of the DDEs		Tools are revised and adopted in 100% of the DDEs
Improve the learning assessment system							
PDOI3. Strategy for learning assessments is developed, implemented and used for decision-making (Text)		N/A	Assessment of the learning assessment system is available	Framework document on learning assessments is developed	Learning assessments are implemented in a selected sample of schools	Learning assessments are revised after the pilot and implemented in a representative	Results are used for decision-making (allocation of at least one set of resources is



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
						number of schools	informed by learning assessment data)

Intermediate Results Indicators by Components

Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
Component 1: Improving planning and regulation							
IRI1: Variable Part Indicator - Efficient decentralized data collection implemented (Text)		DDE staff trained on data collection	Specific data collection plan for public and non-public schools is ready in each DDE		Creation of student, school, and teacher databases with single identification numbers at the decentralized level	Statistical yearbooks available	Statistical yearbooks available
IRI2: Implementation of a student database in the EMIS, disaggregated by age, school year and gender (Text)		NA	Training delivered to MENFP staff of DPCE and USI on databases management	Training delivered to MENFP staff of DPCE and USI on databases management	Data quality control mechanisms developed and implemented		Publication of annual statistics on students using the EMIS student database
IRI3. Variable Part Indicator - Equity strengthened through the implementation of programs targeting priority groups (Text)		DDE staff trained to target equity gaps		Availability of an action plan, detailing specific support to be provided to schools	Action plan implemented in at least 80% of the public schools identified as priority	Equity gap reduction in at least 80% of supported schools	Equity gap reduction in at least 80% of supported schools
IRI4. Non public schools are registered with a quality score (Text)		N/A	N/A	50% of registered non public schools have a quality score calculated and communicated to the school	80% of registered non public schools have a quality score calculated and communicated to the school	80% of registered non public schools have a quality score calculated and communicated to the school	100% of registered non public schools have a quality score calculated and communicated to the school



Indicator Name	PBC	Baseline	Intermediate Targets				End Target
			1	2	3	4	
IRI5. Regulatory framework for non-formal education is developed (Text)		N/A	Quality standards for the non-formal sector are developed	Learning standards and objectives for the non-formal sector are developed	Equivalences between the formal and non-formal sector are developed	Quality standards and learning objectives for non-formal are piloted in selected areas	Regulatory framework for non-formal is developed
IRI6. Variable Part Indicator - Improving schools' quality through better supervision and support (Text)		DDE staff trained on school supervision and planning	Supervision plans ready		Supervision plans implemented in 80% of the schools	School improvement plans implemented in 80% of the schools	School improvement plans implemented in 80% of the schools
Component 2: Improving the learning assessment system							
IRI7. Learning assessments materials developed (Text)		NA	Learning standards in Creole, Mathematics and French adapted to the three cycles of primary	Assessment materials developed	Materials revised after the pilot (pilot also completed in year 3 per PDO13)		Revised materials implemented
Component 3: Project management, monitoring and evaluation							
IRI8. Stakeholder hotline to MENFP – proportion of calls responded to/resolved within defined service standards for response times (Citizen Engagement Indicator) (Text)		NA	A hotline is established	90% of the request are resolved within 5 days	90% of the request are resolved within 5 days	90% of the request are resolved within 5 days	90% of the request are resolved within 5 days
IRI9. Implementation of the Inclusive Education Action Plan based on the findings of the Social Assessment (Text)		NA	Inclusive Education Action Plan adopted	Inclusive Education Action Plan implementation : 20%	Inclusive Education Action Plan implementation : 50%	Inclusive Education Action Plan implementation : 70%	Inclusive Education Action Plan implementation : 100%



Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
PDOI1. The EMIS is used to improve planning and decision-making	This indicator measures the implementation of the EMIS strategy and operational plan by MENFP. From data collection to use of data for decision making to allocate resources (e.g. teachers deployment, schools materials) or define interventions (e.g. teacher training).	Annual	DDE Report	Database; annual reports; statistical yearbooks	PIU in collaboration with EMIS Technical team
PDOI2. Standards for school quality are implemented at the national level	This indicator measures implementation of the Quality Assurance System at the national level. Specifically, the use by the DDEs of the tools to evaluate school quality based on the standards developed.	Annual	Documentation produced by MENFP	Documentation produced by MENFP	PIU with support from MENFP
PDOI3. Strategy for learning assessments is developed, implemented and used for decision-making	This indicator measures the definition and implementation of the framework for the learning assessment. Allocation of resources or definition of interventions will be based on results of learning	Annual	DDEs/Central level	Database; annual reports	PIU



	assessments and can include, but is not limited to, teacher training, policy decision for remedial action, update to educational material, etc.				
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Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
IRI1: Variable Part Indicator - Efficient decentralized data collection implemented	This indicator measures the key steps leading to the development and implementation of a decentralized data collection system.	Annual	DDEs	Database; annual reports; statistical yearbooks	PIU in collaboration with DDEs and IIEP
IRI2: Implementation of a student database in the EMIS, disaggregated by age, school year and gender	This indicator measures the key steps leading to the development and implementation of a student database in the EMIS. It is closely linked with the implementation of the data collection strategy.	Annual	EMIS	Database; annual reports; statistical yearbooks	PIU in collaboration with EMIS Technical team
IRI3. Variable Part Indicator - Equity strengthened through the implementation of programs targeting priority groups	This indicators measure the capacity of MENFP to increase inclusion and reduce the equity gap in identified school. Effectively monitoring the	Annual	EMIS	Database; annual reports; statistical yearbooks	PIU in collaboration with EMIS Technical team



	implementation of an action plan by DDE and specifically implementation of programs targeting priority groups.				
IRI4. Non public schools are registered with a quality score	This indicator measures the capacity of MENFP to register and assess the quality of the Non-Public school, vis a vis the standards for school quality developed by MENFP (PDOI2)	Annual	Data from training institutions	Database; reports	PIU in collaboration with DDEs and IIEP
IRI5. Regulatory framework for non-formal education is developed	This indicator measures the key phases identified for the development of the regulatory framework for non-formal education.	Annual	DDE	Database; annual reports; action plans	PIU in collaboration with DDEs and IIEP
IRI6. Variable Part Indicator - Improving schools' quality through better supervision and support	This indicator measures the capacity of the DDE to prepare and implement of supervision plans by school inspectors. Leading to schools receiving support to develop school improvement plans.	Annual	Documentation produced by MENFP	Documentation produced by MENFP	PIU with support from MENFP
IRI7. Learning assessments materials developed	This indicator measures the implementation of learning assessments in Creole, Mathematics and French.	Annual	Documentation produced by MENFP	Documentation produced by MENFP	PIU with support from MENFP
IRI8. Stakeholder hotline to MENFP – proportion of calls responded to/resolved	This indicator measures the PIU's capacity to	Annual	Data produced by	Report from hotline	PIU



within defined service standards for response times (Citizen Engagement Indicator)	respond/resolve the calls received by the hotline from stakeholder.		accountability mechanism		
IR19. Implementation of the Inclusive Education Action Plan based on the findings of the Social Assessment	This indicator measures the implementation of the Inclusive Education Action Plan defined during the first year of the project implementation.	Annual	Documentation produced by MENFP	Documentation produced by MENFP	PIU



ANNEX 1: Structure of the Haitian Education System

Table 1: Structure of the Formal Haiti Education System

Level	Preschool	Basic Education		Secondary	Higher Education	Technical / Vocational Training
% non-public providers	93 ⁵²	85		95	82 ⁵³	96 ⁵⁴
Structure	Not formally mandated	Primary: <i>Fondamental 1 and Fondamental 2</i>	Lower Secondary	Upper Secondary	Tertiary	Alternative to Lower Secondary and/or Upper Secondary
Ages	2 to 5	6 to 11	12 to 14	15 to 18	18+	12+
Grades	<i>Poupons, Petits, Moyens, and Grands</i>	Grades 1 to 6	Grades 7 to 9	Grades 10 to 13	Includes a range of university, technical and vocational programs	

Table 2: Structure of the Non-Formal Education System

Category	Night Centers	Family Education Centers	Adult Literacy Campaigns
% non-public providers ⁵⁵	55	22	--
Structure	3-year accelerated basic education	3-year basic education and vocational training	6-month or shorter literacy training
Age range	10+	Adolescents & adults	Adults

⁵² Figures in Table 1 on the percentage of non-public providers for preschool, basic education and secondary education come from the MENFP Statistical Yearbook 2015-16.

⁵³ *Enquête sur l'enseignement supérieur 2016, 2012-2013*, DPCE/ MENFP.

⁵⁴ *Rapport diagnostic de la formation technique et professionnelle en Haïti 2013*, I&D.

⁵⁵ *Enquête sur l'éducation non formelle 2017-2018*, DPCE/ MENFP.



ANNEX 2: Implementation Arrangements

Project Institutional and Implementation Arrangements

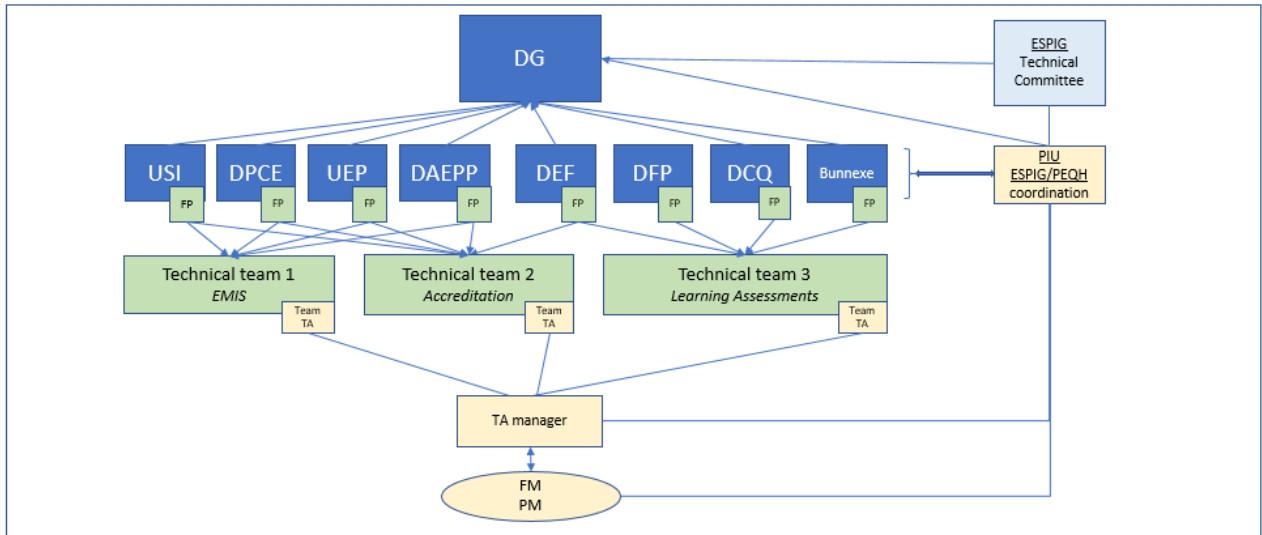
1. **The Project will be implemented by the MENFP—which is responsible for education planning, steering and regulation at all levels of the system in Haiti— with the support of the existing PIU (Project Implementation Unit) for the World Bank-financed PEQH Project and the Caribbean Development Bank-financed QEPE Project.** Specifically, institutional and implementation arrangements for the Project will embed responsibility for all technical aspects of Project implementation within MENFP technical directorates and DDEs, while procurement, financial management and safeguard functions will be conducted by the PIU currently managing the PEQH Project in close collaboration with MENFP technical directorates. This is slightly different from the approach followed with the PEQH Project where technical and fiduciary aspects were managed by the PIU. Here, MENFP’s involvement on technical aspects is strengthened. This approach aims to gradually transfer knowledge and build MENFP’s staff’s capacity to manage the sector at the central and sub-national levels, laying the foundation for the sustainability of Project-financed interventions beyond the life of the Project while mitigating fiduciary and safeguard risks.

2. **MENFP’s technical directorates involved in the Project will coordinate Project-related activities for the directorate through focal points.** These directorates are the following: for component 1: USI, DPCE, UEP, DAEPP, and DDE coordination focal person; for component 2: DEF, DFP, DCQ, and BUNEXE. Each of these directorates will designate a focal point for the Project within its team to supervise Project activities related to its field of expertise and coordinate with other focal points and the PIU. This differs from the PEQH Project, where focal points from various technical directorates were involved in Project implementation but not directly in charge of technical coordination.

3. **Technical teams comprised of focal points will be established within the Ministry to ensure collaboration among MENFP’s technical directorates on Project interventions and play a key role in Project implementation.** These groups will define the strategy and annual action plan for Project interventions. TOR for each team will describe their responsibilities in detail. A technical assistant will be hired by the Project to oversee implementation of activities with each of the three technical teams. They will prepare the teams’ meetings and follow-up on the teams’ decisions with the focal points. They will also liaise with the PIU’s financial management and procurement consultants for fiduciary aspects. For each technical team, one of the technical directorates will be chairing meetings through its focal point (DAEPP for accreditation and DEF for learning assessments, for example) unless a structure already exists within the Ministry. Technical assistants will work in priority with the focal point for this “main” directorate outside of the team meetings. The chart below details the organizational structure of the Project. Roles of technical consultants and technical teams are defined at the outset in the POM, considering MENFP’s staff existing responsibilities (for focal points) and available time, in order to provide enough technical support from external consultants. Additional resources can be hired at the PIU or within MENFP’s directorates to strengthen coordination on and/or monitoring of activities.



MENFP



4. **A Project Coordinator reporting to MENFP’s Director General leads the PIU.** The following PIU consultants will be involved in the Project: (i) a procurement specialist; (ii) a financial management specialist; (iii) a safeguard specialist; and (iv) a monitoring and evaluation specialist. The Coordinator of the PIU will regularly communicate with the Director General and ensure an effective coordination with technical directorates so that activities are implemented in a timely manner.

5. **In addition, a consultant in the PIU will coordinate the implementation of activities by the technical teams between the three technical assistants.** He/She will ensure that activities are in line with the budget, procurement plan and action plans and of the deliverables’ quality. He/She will also liaise with the procurement or financial management of the PEQH as necessary. This consultant will report to the PEQH Coordinator and the Coordinator of the General Director.

6. **Finally, the PEES Technical Committee, established during Project preparation, will continue to provide technical guidance to the Project during implementation.** The Committee will meet at least twice a year and provide technical recommendations on Project’s implementation.

7. **Regarding component 1 activities implemented by DDEs and financed by the VP of the Project, the current PIU of the PEQH will oversee financial management and procurement as for the rest of Project activities.** A financial management consultant will be hired at the PIU to manage these specific activities. He/She will report to the PIU Coordinator and regularly liaise with technical teams to provide updates on disbursements for component 1. The detailed financial flux and fiduciary responsibilities are described below.



8. **If required by the COVID19 sanitary and/or socio-political context**, workshops, training, missions and meeting will be organized online via visio or audio conferences. Specifically, the PIU will follow the Government' latest sanitary protocols and guidelines and avoid implementing any activity that could have a negative impact on beneficiaries.

Financial Management, Disbursements and Procurement

Financial Management

9. Financial responsibilities of the PIU will partly rely on existing FM capacity of PEQH. More details on implementation arrangements are detailed below:

Organization and Staffing

10. **The PIU maintained within MENFP is responsible for the procurement, financial management, environmental and social safeguards, monitoring and evaluation functions.** The unit for the Project is currently staffed by a financial management specialist, an assistant to the financial management specialist and an accountant. As a result of the increased volume of transactions related to the Project the financial management staff will need to be reinforced at an early stage of Project implementation. In addition, an internal controller staff conducts regular internal audits and procedures related to the Projects financed by the Bank.

11. **DDEs contain in their structure support services units in charge of accounting, administration, and human resources.** These units have administrative procedures and internal control procedures in place that will need to be reinforced for the Project's specific needs. Every DDE will receive training from the PEQH PIU and specific guidelines in policies and procedures related to fiduciary requirements for Project's activities execution. The PEQH PIU has experience with this type of operations and similar procedures will be followed as the ones implemented for schools under the PEQH Project, including guidelines, manuals and preformatted financial reports and templates.

- Budgeting arrangements.

12. **The Project will be financed entirely with GPE grant proceeds, without Government counterpart funding.** The PIU inside MENFP will be responsible for planning Project activities and preparing the annual operational plan and budget, to be approved by the Bank before the end of the fiscal year and monitored periodically through the overall and fiduciary supervision and Project progress and financial reports (bi-annual interim unaudited financial reports and annual audits). The budget process is clearly detailed in the POM and it is tailored to the Project's needs.

13. **The annual operational plan and budget will be prepared specifying activities by Project components, subcomponents and include detailed information on operational costs.** It will also need to be reviewed and approved by the Bank.

- Accounting and Information System.



14. **The proposed Project will use Cash Basis Accounting for preparation of the Project's semi-annual interim financial statements and audited annual financial statements, in accordance with the International Public Accounting Standards (IPSAS) and the national Accounting Standards.** The POM contains a financial management section with specific sub-sections for the PIU which will include appropriate accounting policies and financial reporting procedures.

15. **The PIU uses the TOMPRO software for accounting and financial management of the Project and this same software will be used for the proposed Project.** Although the software is relatively efficient, updates of TOMPRO are needed to monitor budget execution and prepare disbursement forecasts. The financial management unit already prepared TOR to engage with a consultant to perform this update but the hiring process was delayed due to the COVID 19.

- Financial Reporting.

16. **Interim unaudited Financial Reports (IFR) will be prepared and submitted bi-annually to the Bank no later than forty-five (45) days after the end of each fiscal semester.** Format and content will be detailed in the POM under terms acceptable to the Bank. IFR will allow the Bank to monitor disbursements, financial and budgetary Project information. IFR will include also disbursements and expenditures made by the DDE. It will include a Statement of Sources and Uses of Funds and a Statement of Cumulative Investments for the activities executed with expenditures classified by component and by disbursement category.

- Internal control and internal auditing.

17. **Project Operational Manual.** As part of the overall implementation arrangements, a POM will be implemented by the PIU which will describe, among other, specific financial management arrangements and internal control procedures.

18. **An internal control unit within MENFP – PIU is in place and conducts regular internal audits.** The unit prepares and follows and annual work including activities for the Bank's financed Projects. Its main objectives are: (i) ensure timely follow up of recommendations from previous audits (internal and external); (ii) strengthen the internal control structure within the Finance and Administration, and Human Resources departments performing reviews under specific processes; and (iii) generally to provide support to the Project Coordination (internal control support and advise).

- Disbursement and Flow of Funds.

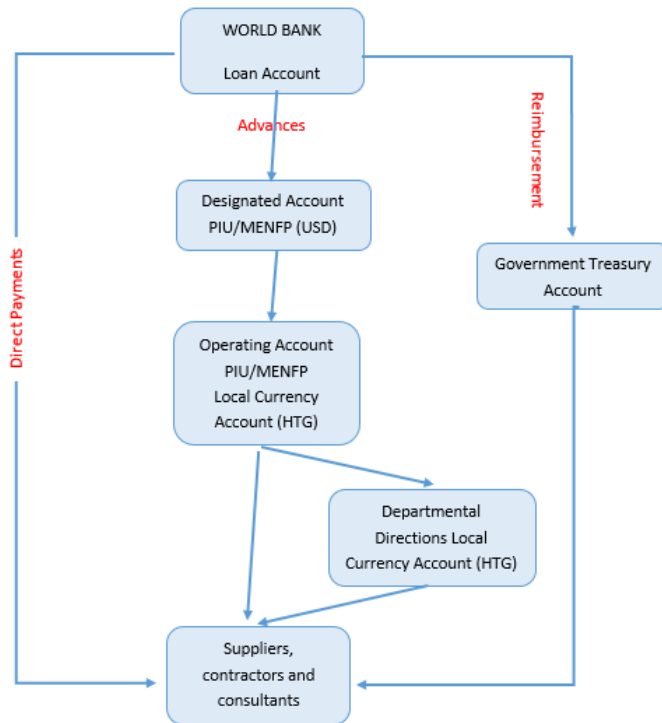
19. **The main disbursement method to be used is the advance of funds.**⁵⁶ Project funds will be advanced to a designated dedicated account to be managed by PIU, an additional account in local currency (HTG) will be opened for managing funds and making payments for Project activities. Advanced funds will be documented by PIU to account for grant proceeds and replenish the designated account using Statement of Expenditures (SOE) agreed with the Bank. DDEs will have dedicated bank accounts in local currency to receive advances and execute payments for their planned activities under Components 1 and 2. These advances will need to be documented following the guidelines and processes established by the

⁵⁶ The Flow of Funds will be subject to the resolution of pending outstanding advances under Haiti Portfolio



PIU using specific guidelines included in the POM and complying with the financial reports and templates required for these operations.

20. **The reimbursement method, payment disbursements and special commitments will be available for the Project and included in the Disbursement and Financial Information Letter.**



- External Audit

21. **Annual audits on Project financial statements and eligibility of expenditures will be performed in accordance with Bank policy, under TOR and by an independent auditor acceptable to the Bank.**

- FM supervision.

22. **The Bank will conduct at least two FM supervisions per year.** FM performance and compliance will also be monitored through the review of bi-annual IFR and yearly audit reports.

Procurement

23. **Procurement for the Project will be carried out in accordance with the WB’s Procurement Regulations for IPF Borrowers for Goods, Works, Non-Consulting and Consulting Services, dated July 1, 2016 (revised in November 2017 and August 2018), hereafter Procurement Regulations.** The Project will be subject to the Guidelines on Preventing and Corruption in Projects Financed by IBRD Loans and IDA Credits and Grants. The Project will use the Systematic Tracking of Exchanges in Procurement (STEP) to



plan, record and track procurement transactions. For each contract to be financed by the Project, the different procurement methods or consultant selection methods, the need for prequalification, estimated costs, prior review requirements, and time frame are agreed between the Recipient and the Bank in the Procurement Plan. The Procurement Plan will be updated at least annually or as required to reflect the actual Project implementation needs and improvements in institutional capacity.

- Assessment of the agency's capacity to implement procurement

24. **Procurement activities for the Project will be executed by MENFP at central and departmental levels for all Project activities.** The POM includes adequate provisions that meet the Bank's requirements in Project implementation and is acceptable to the Bank.

25. **An assessment of the capacity of MENFP at central and departmental levels was carried out by the Bank.** The assessment reviewed the organizational structure for implementing the Project, procurement procedures, staffing and the interaction between MENFP and the other institutions involved in the implementation of the Project. The main findings and recommendations of the assessment are as follows: (i) reinforcing the procurement team with an additional procurement specialist in order to carry out the heavy workload; and (ii) providing periodic training to DDE staff to support them in fulfilling these functions -- procurement processes and existing, cumbersome administrative procedures - at sub-national level.



ANNEX 3: Variable Part

- 1. The Project will follow the GPE's results-based funding model, whereby a Variable Part (VP) of the grant's financing aims to serve as a catalyst to drive forward implementation of a country's education sector plan.** To do so, the GPE Grant is divided into a Fixed Part, FP (requirements-based) and a VP (incentives-based), making up 70 percent and 30 percent of the total allocation, respectively. Therefore, the VP of the allocation for Haiti accounts for US\$4.95 million, which will use Results-Based Indicators. The VP differs from an Investment Project Financing with Performance Based Contracts (PBC) in the sense that the Project will not disburse against an Eligible Expenditure Program to a treasury account of the government. The VP capitalizes on the experience gained from the results-based approach implemented under the PEQH Project to support non-public schools. The VP will be disbursed to segregated accounts opened for the purpose of the Project in each DDE – DDE will receive funds and execute payments according to their planned activities under Components 1 and 2. These expenses will need to be documented following the guidelines and processes established by the PIU in the POM.
- 2. In practice, VP funds will be disbursed based on the achievement of pre-agreed targets for specific indicators, which are aligned with the three GPE priorities** - (i) efficiency; (ii) equity; and (iii) learning outcomes in basic education - and contribute to the implementation of MENFP's Ten-Year Education Plan. Upon the achievement of specific yearly targets, pre-defined amounts will be disbursed on an annual basis to designated accounts in the DDEs, opened specifically for the Project, to finance key expenditures. These expenses under components 1 and 2 include, inter alia, workshops, training for DDEs and school staff, transportation costs and other logistics costs related to the data collection campaign, the implementation of the DDEs' action plans, materials and logistics costs associated with school's supervision. The recipient of the funds will be the DDEs of MENFP.
- 3. The VP provides financing to the decentralized levels of the Ministry (DDEs) to support critical activities and results expected from the Project.** The choice was made to place VP financing at the decentralized level of MENFP in order to strengthen the capacity of the Ministry's local entities. Currently, their capacity is limited, which contributes to the governance challenges of the sector. The last major reforms of the sector, such as the Bernard reform of 1982, or the Twelve measures of 2014, have had little impact on the ground and remain incomplete, in part because of the limited capacity to implement them on the ground. Improving the management capacity and efficiency of the sector will not be possible without strengthening the capacity of the DDEs first. Through the VP, this Project will support institutional strengthening by improving the ability of the DDEs to collect and use data through their planning function (Indicator 1), and improving schools support to implement activities aiming at improving equity (Indicator 2) and school improvement plans with the support of inspectors (Indicator 3). Moreover, the DDEs, because of their proximity to the field, are better positioned to understand local challenges, and provide appropriate answers. In this sense, the VP is essential to ensure that the Project has lasting effects on the ground, by supporting the most critical activities needed to make the education sector progress, namely the implementation of the EMIS and the supporting and supervising activities.
- 4. Nine results are set across three results-based indicators.** These indicators are aligned with the key priorities of the GPE as follow:



- a. Efficiency: Efficient decentralized data collection implemented;
- b. Equity: Equity strengthened through the implementation of programs targeting priority groups;
- c. Learning Outcomes: Improving schools' quality through better supervision and support.

5. **This approach will strengthen the ability of DDEs to make decisions based on accurate and up-to-date data and strengthen their ability to support schools, by promoting targeted actions at the DDE level which enhance equity, quality and improve learning outcomes.** The interventions linked to the results-based indicators will contribute to significant progress in the medium term on equity and thus will have a significant positive effect on the education system.

6. **The indicators of the VP are also Intermediate Results Indicators (IRI) and, therefore, are included in the Results Framework and will be monitored together with other Project indicators.** The identified targets for the three indicators are ambitious yet specific, measurable, achievable, realistic, based on objective reporting and verifiable in a timely manner. They take into account the currently limited capacity of DDEs, and the importance of the change in practice that this VP will bring to a constrained environment in terms of human, material and financial resources. The identified targets for the results-based indicators represent an achievable stretch going beyond the continuation of current trends but are also realistic. MENFP and the PIU will be the main units responsible for the monitoring and evaluation of stretch indicators. The three results-based indicators, their baseline and target values, and the timing for the release of the associated funds are presented below.

7. **The DDE's capacity to manage financial resources will be strengthened during the Project implementation.** The disbursement of the VP is made at the ten subnational levels of MENFP (directly to the DDE). Direct disbursements to DDEs will be preceded by fiduciary trainings that will increase the DDEs' capacity to plan and manage funds while reducing inefficiencies between the central level and schools. The inefficiency of allocations between the central level and the DDEs, between the DDEs themselves and the DDEs to the schools was noted by a recent study.⁵⁷ These interventions will build upon on-going training on planning supported by IIEP in the DDEs. To date, staff have received training on planning and development of annual action plans but have not received the funding to implement them. These plans comprise activities related to data collection, activities targeting priority groups and school supervision. The VP will finance those activities and ensure the quality of implementation through the VP result-based approach. The ten DDEs will open designated accounts for VP funds in order to ensure proper financial reporting and facilitate audits. The local staff in charge of budgeting, planning and spending will receive financial training in order to ensure compliance with World Bank fiduciary standards.

Stretch Indicator 1 on Efficiency: Efficient decentralized data collection implemented

8. **Background and rationale.** The lack of efficiency in the sector, stemming from governance challenges in terms of capacity to regulate and plan, are substantial, as revealed by several national sector analysis, institutional audits and studies.⁵⁸ MENFP's regulatory and planning capacity is low. Non-public providers operate with little oversight or accountability and the school accreditation system is extremely limited. The Ministry's EMIS does not currently have methodologies in place to collect quality and up-to-

⁵⁷ *Enquête de suivi des dépenses publiques en Education en Haiti*, PETS, Expertise France, 2019.

⁵⁸ From recent documents, we can cite the PDEF and the PETS study (see above).



date data to inform policy decisions. At the subnational level, DDEs have limited planning capacity, do not have reliable data on the schools under their supervision, and lack the human and financial resources to implement basic supervision activities.

9. **The absence of timely and reliable data on schools, students, teachers and infrastructure as well as the lack of a system to track student attendance, results and teacher deployment negatively impacts quality and access.** In particular, data on dropouts, repetition rates, and on teacher/student ratio are not available, and Haiti does not report basic data to IUS. This prevents MENFP from making data-driven decisions and participating in international statistics on education.

10. **So far, data collection processes have been overly centralized and cost ineffective.** DDEs were not fully involved in past school censuses and data is not available at their level to inform decisions. There is no framework nor protocols describing their role and responsibilities in data collection and the lack of financial and human resources further hinders their capacity to carry out data collection in an effective, decentralized way.

11. **Improving efficiency is a priority for MENFP and is outlined in Pillar I, "Governance," of the Ten-year Education Sector Plan, whose overall objective is to "transform the governance of the education sector at all levels."** Specifically, stretch indicator 1: *Efficient decentralized data collection implemented* will contribute to the following Priority Programs:

- a. ESP Priority Program 2 "Institutional strengthening for efficient and effective management of the sector." The aim of this program is to improve the overall functioning of MENFP to meet its mission, through enhanced results-based management capacity, the development of a governance and efficiency model, and the rationalization of resource management (human, material and financial).
- b. ESP Priority Program 3 "Regulation and Piloting." The aim of this program is to strengthen the regulation and supervision mechanisms of the education sector through the strengthening of technical, administrative and financial processes, data collection mechanisms, analysis and use of information, but also through the renewal of MENFP's coordination system for decision-making and the regulation of non-public schools.

12. **Activities.** This indicator will support activities planned under Component 1 of the Project and strengthen the statistical capacity of MENFP. The fixed part will finance the finalization of the data collection methodology for public and non-public schools at the central level during the first year of the Project's implementation (see Project description, Component 1). MENFP's staff at the national and DDE levels will also be trained on data collection, management and use. DDEs will then have the resources and skills to data collection. This preliminary step is crucial as DDEs' travels to and support in schools are now almost non-existent. From then on (from the end of the first year), disbursement of VP funds will become conditional on the existence of a data collection plan developed by DDEs and adapted to their department. At the end of the third year, disbursement of funds will be conditional to the creation of student, school and teachers' databases with single identification numbers. At the end of the fourth year, disbursement of funds will be conditional on the availability of statistical yearbooks. VP funds will finance logistic costs, printing of materials and costs associated with the data collection and the creation of databases and statistical yearbooks.



13. This results-based approach will strengthen the ability of DDEs to collect accurate and up-to-date data and to ensure improved use of information, enhancing efficiency. These interventions will contribute to revitalize DDEs’ functioning, today ineffective, and will make significant progress in the medium term on efficiency and thus will have a significant positive effect on the overall education system.

14. Compliance with GPE Requirements for Stretch Indicators. This indicator is aligned with the GPE’s objective of efficiency: it addresses key challenges related to the lack of reliable and up-to-date data, and the low capacity at the decentralized levels of MENFP. This strategy will help increase efficiency by enabling the establishment of a decentralized data collection system that works with updated tools and procedures, and adequate human resources. This efficiency strategy will have a lasting impact for the system because the effects of these interventions will support evidence-based decision-making processes and, therefore, substantial progress in terms of effectiveness. This efficiency strategy is ambitious because it relies on improving the overall operational capacity of DDEs.

15. Indicator Description. Efficient decentralized data collection implemented.

Table A1.2. Description and disbursement of stretch indicator on efficiency

Indicator	Baseline (2021)	End Year 1	End Year 2	End Year 3	End Year 4	End Year 5(End year)
Efficient decentralized data collection implemented	DDE staff trained on data collection	Specific data collection plan for public and non-public schools is ready in each DDE		Creation of student, school, and teacher databases with single identification numbers at the decentralized level	Statistical yearbooks available at the DDE level	
GPE VP allocated amount out of total funding of US\$16.5 million (US\$)		550,000\$ (197x2,788)		550,000\$ (197x2,788)	550,000\$ (197x2,788)	

*This uses traditional IPF disbursement mechanisms to finance inter alia, (and as described above) workshops, training for DDEs and school staff, material, transportation and other logistic costs related to the data collection campaign.

Stretch Indicator 2 on Equity: Equity strengthened through the implementation of programs targeting priority groups.

16. Background and rationale. The country is facing many equity challenges, characterized by a high proportion of children out of school, regional and gender disparities and inclusion challenges. However, there is currently no reliable and up-to-date data on students with disabilities, on gender, on income levels



or on student location. This lack of data and protocols to identify vulnerabilities prevents MENFP from addressing them. Although data related to equity is incomplete or even contradictory, a study showed that 19 percent of boys and 17 percent of girls in the 6-11 age group are out-of-school, adding up to 257,884 children (November 2018 UNICEF/Cambridge Education study). There are also important disparities between rural and urban areas (the literacy rate is 94 percent in urban areas compared to 76 percent in rural areas).⁵⁹ Finally, observers note that children with disabilities are more prone to be out of school, although there are no recent studies on this matter.

17. **Recognizing the necessity of qualifying and addressing these inequities, the Government prioritized Equity in its Ten-Year sector plan, as outlined in its fourth priority “Ensuring that the most disadvantaged groups are the primary beneficiaries of the State’s educational efforts”.** The two main objectives of this priority are:

- a. To ensure access and retention of vulnerable and special needs children and young people to school through the creation of and the strengthening of specialized infrastructure, grants for specialized institutions, and the creation of dedicated classrooms.
- b. To improve the quality of the educational offer and the development of special needs children and young people, through the development of support and coaching programs and the provision of educational materials adapted to specialized institutions.

18. **Besides, the overall objective of the third pillar of the Ten-Year sector plan, “Access and Equity” is to “provide an environment conducive to the teaching-learning process for all and at all levels of the education system.”** Specifically, stretch indicator 2: *Equity strengthened through the implementation of programs targeting priority groups* will contribute to the following Priority Programs:

- a. ESP Priority Program 1 "Education Offer." This program aims to provide an environment conducive to the teaching-learning process for all and at all levels of the education system through the rehabilitation and construction of public infrastructure, the recruitment of teachers, the development of school mapping, and the creation of vocational sectors and of educational support centers.

19. **Activities.** The Project will support the DDEs’ ability to identify equity gaps in all ten departments and to implement targeted programs aimed at reducing them. During the first year of the Project’s implementation, equity gaps will be identified by the DDEs’ planning services, based on school mapping, or census data in case school mapping is not available for the Department. These gaps will be characterized based on different inequity criteria, such as gender, location, social level or disability. Staff at the DDE level will be trained on the methodology to calculate the inequity indicators in their department, and to propose remedial actions. During the first year, they will identify gaps and develop reporting mechanisms to monitor them. Disbursement of funds at the end of the second year of Project implementation will be conditional on the availability of an action plan, detailing specific support to be provided to schools. At the end of the third year, disbursement of funds will be conditional on the implementation of the plan in at least 80 percent of the public schools. At the end of the fourth year, disbursement of funds will be conditional on equity gap reduction in 80 percent of supported schools at the decentralized level. As the equity gaps are not yet known, it is difficult to specify the nature of these

⁵⁹ Data from World Inequality Database on Education (UNESCO).



action plans or the indicators to monitor gaps. Potential corrective actions include pedagogical workshops for teachers, training for teachers, reallocation of teachers, communication campaigns, or the printing of specialized materials. Indicators could be linked to attendance, disaggregated by gender, student/teacher ratio, or related to disabilities.

20. **Compliance with GPE Requirements for Stretch Indicators.** This indicator is aligned with the GPE’s objective of equity: it addresses the main challenges of: (i) the lack of reliable and up-to-date data on inequalities; and (ii) the lack of capacity at the decentralized level of MENFP to provide targeted support to schools in relation to these aspects. This strategy will help increase equity by enabling a decentralized, evidence-based support system. This equity strategy is ambitious because there are currently no reliable and available data on vulnerability, nor is there a methodology for providing targeted support to schools at the DDE level.

21. **Indicator Description.** Equity strengthened through the implementation of programs targeting priority groups

Table A2.2. Description and disbursement of stretch indicator on equity

Indicator	Baseline (2021)	End Year 1	End Year 2	End Year 3	End Year 4	End Year 5(End year)
Equity strengthened through the implementation of programs targeting priority groups	DDE staff trained to target equity gaps		Availability of an action plan, detailing specific support to be provided to schools	Action plan implemented in at least 80 percent of the public schools identified as priority	Equity gap reduction in 80 percent of supported schools	
GPE VP allocated amount out of total funding of US\$16.5 million (US\$)			550,000\$ (197x2,788)	550,000\$ (197x2,788)	550,000\$ (197x2,788)	

*This uses traditional IPF disbursement mechanisms to finance inter alia, (and as described above) workshops, training for DDEs and school staff, material, transportation and other logistic costs related to the implementation of the DDEs’ action plans.

Stretch Indicator 3 on Learning Outcomes: Improving schools’ quality through better supervision and support.

22. **Background and rationale.** The lack of pedagogical and administrative support to schools, which stems from an inefficient, if not complete absence, of a school inspection system, can be identified as the main reason for low learning outcomes in Haiti. The link between MENFP, DDE and schools, normally provided primarily by inspectors and educational advisors, is weak, which diminishes the legitimacy of MENFP and its ability to implement reforms that reach classrooms. School inspectors do not have the resources to effectively visit primary schools and support them. As a result, very few schools follow the minimum MENFP requirements in terms of administrative and pedagogical management, and even fewer are following annual school plans. A study showed that inspectors spent less than 20 percent of their time



visiting schools and when they did, were not able to provide any kind of technical support.⁶⁰ The main reasons for inspectors not to visit schools are the insufficient time and capacity to perform school visits, the lack of clarity concerning the activities to perform, and an overall absence of culture around school supervision. In particular, there is no monitoring function of the inspectors' activity at MENFP local and central levels. The inspectors do not at all refer to the results of learning assessments, when selecting schools for visits, preparing for visits or discussing with schools. The regulation of the inspection function at the DDEs level is also, as the sectoral analysis of the ESP notes, failing.

23. There is international evidence that improvement of supervision services can lead to improved school quality and, when well designed and implemented, to greater equity as well. A global study by McKinsey⁶¹ on 20 "most improved school systems" identifies the "middle layer" (equivalent to the DDEs' level in Haiti) as key actors in improving school quality by providing targeted support to schools. An extensive literature review from 2016⁶² examines a wide range of inspection and supervision systems in order to identify the conditions that lead to learning improvement, in particular for the most disadvantaged.

24. In the case of Haiti, the Project will contribute to strengthening inspection services through:

- a. Supporting inspectors to help schools design improvement plans. These plans will differ from school to school, in order to respond in a relevant manner to each school's constraints and needs, with special attention to the most disadvantaged students.
- b. This improvement of the inspection system will aim at systematizing the use of learning assessment results by inspectors (strategy detailed in Component 2). Learning assessments provide regular information on students' learning and on the evolution of quality at system level. The use of learning assessment results by inspectors and pedagogical advisors - those actors that interact directly with schools and teachers - will allow them to define and implement strategies to improve quality at the school level.
- c. The collaboration between inspectors and other actors of the sector at the school level (BDS staff, Basic Education Model School and Pedagogical Support Center (EFACAP) staff, and *conseillers pédagogiques*), will be strengthened. The improvement of the inspection service will take place within a reflection on the most effective school supervision and support architecture, guided by one common vision, with a clear definition of responsibilities for each actor, and with strengthened coordination and collaboration mechanisms.

25. Therefore, strengthening supervision and educational support in schools is the first step towards improving the quality of schools.

26. Moreover, this indicator is aligned with the ESP's priorities. Recognizing the necessity of

⁶⁰ Assessment of the primary education supervision system in Haiti (World Bank, April 2016).

⁶¹ Mourshed M., Chijioko, C. and Barber, M. (2010) How the world's most improved school systems keep getting better. McKinsey.

⁶² Eddy-Spicer D., Ehren M., Bangpan M., Khatwa M., Perrone F. (2016) Under what conditions do inspection, monitoring and assessment improve system efficiency, service delivery and learning outcomes for the poorest and most marginalized? A realist synthesis of school accountability in low- and middle-income countries. London: EPPI-Centre, Social Science Research Unit, UCL Institute of Education, University College London.



addressing these inequities, the Government prioritized Learning Outcomes in its Ten-Year sector plan, as outlined in Pillar II, "Quality and Relevance". The overall objectives of this pillar are to "provide an effective, quality education service for all citizens" and to "ensure that the graduates of the system have acquired the skills and values to contribute to the development of Haiti and to be productive citizens, performing both nationally and internationally." Specifically, stretch indicator 3: *Improving schools' actions on learning through better pedagogical and administrative supervision and support*, will contribute to the following Priority Programs:

- a. ESP Priority Program 1 "Curriculum and Reform." This program aims to ensure that the graduates of the education system have acquired the relevant skills and values that are necessary to their integration into an economic, social and cultural life, through institutional capacity-building activities and coordination on the revision of the curriculum and educational resources.
- b. ESP Priority Program 4 "Development and Assessment of Learnings." This program aims to provide an adequate pedagogical environment for better learning assessments and to promote the sense of fulfilment of learners, through the introduction of innovative teaching-learning models, reforms of classroom assessment practices, reform of learning assessment structures, and better use of assessment results at the system and in educational spaces.

27. **Activities.** The Project will support the DDEs' ability to provide strengthened pedagogical and administrative support to schools. During the first year of the Project's implementation, a framework document will be developed. It will define the supervision and support mechanisms based on a new inspection model within the DDEs, and the responsibilities of each stakeholder (including EFACAP and BDS staff, educational advisors, school boards, school principals, private networks and local authorities). Furthermore, this framework document will also detail, among other things, the profile of school inspectors, school visits criteria and evaluation procedures. In order to do so, a study of the needs will be conducted through school visits, interviews with school and supervisory staff, the analysis of existing tools, and workshops. During the second year of the Project's implementation, inspection tools will be developed and piloted. Inspection staff will be trained on the use of these tools. In particular, supervisory plans for each school, taking into account the results of learning assessments, will be developed. These plans will be implemented during the third and fourth year of the Project's implementation. Then, one of the missions of the inspectors will be to support the schools to develop school improvement plans. At the end of the second year, disbursement of funds will be conditional on the development of supervisory plans. At the end of the third year, it will be conditional on the implementation of school improvement plans in at least 80 percent of the schools. At the end of the fourth year, it will be conditional on the implementation of school improvement plans in at least 80 percent of the schools.

28. **Compliance with GPE Requirements for Stretch Indicators.** This indicator is aligned with the GPE's objective of learning outcomes. It addresses a key challenge hindering improvement in learning outcomes: MENFP's ability to be present in schools and support schools to improve learning. Providing training and resources to conduct these activities, as well as an incentive to develop and implement clear support visit plans is expected to improve support at the school level and increase school capacity to implement school improvement plans, ultimately improving the learning conditions in targeted schools. The successful implementation of these activities will be transformational because their goal is to build



an improved system of supervision and school support, whereby inspectors provide useful advice to schools on strategies to improve learning and support them in implementing these strategies. In addition, an underlying objective of this learning outcomes strategy is to contribute to the transformation of DDE into offices focused on improving learning in schools, by identifying schools most in need of support, based on data, and by implementing strategies to address these needs. This strategy is ambitious because currently schools receive virtually no personalized support from inspectors or educational advisors to improve learning conditions. Finally, a significant improvement in the quality of inspection will strengthen the Ministry’s legitimacy as the main regulatory actor in the education system, as school inspection visits are indeed the main entry point of the Ministry into the schools, and thus are the Department’s main regulatory tool.

29. **Indicator Description.** Improving schools’ quality through better supervision and support.

Table A3.2. Description and disbursement of stretch indicator on learning outcomes

Indicator	Baseline (2021)	End Year 1	End Year 2	End Year 3	End Year 4	End Year 5 (End year)
Improving schools’ quality through better supervision and support	DDE staff trained on school supervision and planning	Supervision plans ready		Supervision plans implemented in 80 percent of the schools	School improvement plans implemented in 80 percent of the schools	
GPE VP allocated amount out of total funding of US\$16.5 million (US\$)		550,000\$ (197x2,788)		550,000\$ (197x2,788)	550,000\$ (197x2,788)	

*This uses traditional IPF disbursement mechanisms to finance inter alia, (and as described above) workshops, training for DDEs and school staff, material, transportation and other logistic costs associated with the learning assessments.

Disbursement and Verification Protocol for the Variable Part

30. **Disbursement protocol.** The VP of the Project grant will be disbursed to each of the ten DDEs upon the achievement, by those DDEs, of agreed upon results (see matrix 1.1 below). Each DDE will be responsible for the achievement of its yearly targets and will receive financing upon verification of the targets’ achievement. For the purposes of disbursement, a year corresponds to a school year (from September to June). The first year of Project implementation will be the school year 2021-2022. The subsequent implementation years will follow the school year calendar.

31. **To initiate activities and in preparation for the first year of implementation of the results-based financing mechanism, DDEs will receive direct support from the Project.** This investment will be used to develop tailored action plans to implement data collection in each DDE and develop other sections of their annual action plan such as special programs for vulnerable students. Activities to be financed during the first year include training, workshops and materials. A small grant will also be disbursed to DDEs for financing costs. This will allow DDE staff to begin managing funds and put into practice their fiduciary



training. This first investment (financial and technical support) will allow DDEs to properly prepare for the more significant amounts that will be received against the achievement of the RBF indicators.

32. **For the second and subsequent years, disbursements to DDEs will be conditional on the achievement of specific targets reached the previous year.** Each year, the DDEs will prepare annual action plans, with the support of the IIEP. The appropriate grant amount will be disbursed at the end of each following year to the DDEs. The amount of the grant will depend on the number of targets met at the end of the year and is not scalable – if the targets for a specific indicator is not met, the DDE will not receive the corresponding funding. Targets include specific achievements during the prior year and the existence of a plan, for each indicator, for the subsequent year as detailed below.

33. **Funds Release Rule.** The VP will be disbursed directly to the ten DDEs in segregated bank accounts specifically opened for the Project. Each DDE will sign an agreement with the Project and commit to achieving results. If DDEs meet the annual targets for each indicator, they will receive the amount corresponding to the indicator's annual target to continue activities the following year. Upon verification of evidence and confirmation that each milestone for the stretch indicator has been achieved, the World Bank will inform the GPE and sector partners and release the corresponding funds to the DDEs.

34. **Fiduciary training.** DDE staff in charge of planning, budgeting and disbursement will receive initial fiduciary training on how to manage bank accounts, checks, bank journals, registers and procurement. Subsequently, they will receive yearly refreshers on the initial training.

Table A3.4 Disbursement protocol for all indicators – example for one DDE.

<p>At the end of each year DDE will receive:</p> <p>End of Year 1: disbursement based on results achieved during Year 1.</p> <ol style="list-style-type: none"> 1. Data collection plan for public and non-public schools is ready (\$197 per school x # public schools of the DDE) - Indicator 1 of the VP 2. Availability of supervision plans (\$197 x # public schools of the DDE) <p>End of Year 2: disbursement based on results achieved during Year 2.</p> <ol style="list-style-type: none"> 1. Availability of an action plan, detailing specific support to be provided to schools to reduce equity gaps (\$197 per school x # public schools of the DDE) <p>End of Year 3: disbursement based on results achieved during Year 3.</p> <ol style="list-style-type: none"> 2. Creation of students/schools/teachers' data bases with single identification numbers at the decentralized level (\$197 per school x # public schools of the DDE) 3. Action plan implemented in at least 80 percent of the public schools identified as priority (\$197 per school x # public schools of the DDE) 4. Supervision plans implemented in 80 percent of the schools (\$197 per school x # public schools of the DDE)



End of Year 4: disbursement based on results achieved during Year 4.

1. Statistical yearbooks available at the DDE level (\$197 per school x # public schools of the DDE)
2. Equity gap reduced in 80 percent of supported schools (\$197 per school x # public schools of the DDE)
3. School improvement plans implemented in 80 percent of the schools (\$197 per school x # public schools of the DDE)

35. **Verification mechanisms.** Targets are formally assessed annually using both internal and external verification. External verification will be conducted by an Independent Verification Firm or independents agents funded through the program and in accordance with the verification protocols that will be set for each indicator (see below). The Independent Firm will conduct site visits to a small sample of schools to verify the accuracy of each DDE's databases and the state of implementation of the school improvement plans. As part of the internal verification process, DDEs will be required to document all processes (including planning-related activities, such as the development of their action plan) to the central level of MENFP and the PIU. Both the internal and external verification reports must confirm the attainment of the appropriate target for it to be validated and the corresponding amount to be disbursed.

36. **The verification plan is presented in the illustrative matrix below.** It summarizes the triggers for payment and the documentation required for indicator on Efficiency, as well as the roles and responsibilities of the various parties to deliver information and share documentation.

Matrix 1.1 Verification Protocol for Indicator on Efficiency

Year	Target	Definition	Payment trigger and payment breakdown	Evidence	Type and timing of verification
End of year 1	Specific data collection plan for public and non-public schools is ready in each DDEs	The data collection plan, specific to the department and aligned with the Ministry's data collection strategy, is ready	At the end of year 1, the data collection plan is sent to MENFP and the external verification firm and deemed acceptable (\$197 per school x # public schools of the DDE) is paid into each of the bank accounts of the eligible DDEs at the end of year 1.	Data collection Plan assessed by MENFP and an external firm	The plan is deemed acceptable by an independent firm and MENFP, two weeks maximum after received it
End of year 3	Creation of student, school, and teacher databases with single identification numbers at the decentralized	Students, school and teacher data bases with single identification numbers are available (and updated with the data collection	At the end of year 3, the databases with single identification numbers, are feeding into the EMIS. An independent firm assesses the quality of the databases as well as MENFP (\$197 per school x # public schools of the DDE) is paid into each of the	Report from the independent firm and MENFP on the database	The data bases are deemed acceptable by an independent firm and MENFP, two weeks maximum after received it



	level	completed in year 2)	bank accounts of the eligible DDEs at the end of year 3.		
End of year 4	Statistical yearbooks available	Databases with single identification number, containing data collected on schools, teachers and students in the formal and non-formal education sectors are available in a statistical yearbook.	At the end of year 4, databases on public and non-public schools, formal and non-formal sectors are available and populated with the latest data collection, and quality is deemed acceptable by MENFP and an external firm. (\$197 per school x # public schools of the DDE) is paid into each of the bank accounts of the eligible DDEs at the end of year 4.	Statistical yearbooks are available and assessed by MENFP and an external firm	Statistical yearbooks' quality is deemed acceptable by an independent firm and MENFP two weeks maximum after received it



ANNEX 4: Economic Analysis

- 1. This analysis discusses the economic rationale for the Project, its estimated costs, and the benefits Projected to be derived from the Project.** The Project is expected to contribute to improved economic performance through improved learning conditions.
- 2. There is a significant body of evidence to support the assertion that a higher quality of education leads to higher individual earnings.** Additional years of education and, more precisely, the accumulation of education has positive benefits on students' life through increased productivity that is observed in higher wages. Jacob Mincer's seminal research (1970, 1974) demonstrated that an individual's future earnings prospects improve with each additional year of schooling completed by that individual. More recently, Hanushek and Woessmann (2008) showed that quality of education is positively correlated to higher individual earnings and therefore higher achievement rates, which ultimately translate into higher labor productivity, which leads to higher wages when children enter the labor market, and this can ultimately lead to a higher economic growth. Finally, investing in education goes beyond economic outcomes, a more educated population has generally better health, engages in less crime, and has higher democratic participation and more environmental consciousness. This analysis is based on the assumption that the interventions will improve learning conditions in targeted schools. This will translate into more years of education for the Project's beneficiaries, which, in turn, will lead to higher productivity and earnings in the labor market. The analysis will measure the Project's benefits against its costs.
- 3. The Project will implement activities that will improve the management of the sector at the central, department and at the school levels through component 1 and 2.** Some component 1 and 2 activities will be implemented at the central and decentralized levels of MENFP, while VP activities, including data collection, the development and implementation of school activity plans and school supervision will be implemented at the school level through DDEs. The impact of component 1 and 2 activities implemented at the central level is difficult to disentangle from the impact of VP activities, because they are needed for the development of VP activities (the data collection process at the school level through VP indicator 1 need to build upon a functioning EMIS, similarly, school support and supervision delivered through VP indicators 2 and 3 are only possible if the planning capacity of the central and departmental level is strengthened). Therefore, the impact of those interventions will be considered as a whole in this analysis.

Planning capacities

- 4. There is a growing body of evidence that show the links between governance and learning outcomes.** Bloom et al (2015), showed that about half of the variance in school management practices globally is at the country level. This suggests that the management of ministries of education plays an important role in shaping how schools are operated, with what inputs, and ultimately how students perform. Adelman and Lemos (2019) find further evidence of a strong positive correlation between school management and student outcomes across a large set of countries. Within a broader discussion of service delivery, Pritchett (2015) and Pritchett and Pande (2006) identified four defining 'elements' of how ministries and other state institutions are managed: delegation, finance, information, and motivation. Many reports, including *Data for Learning* by Abdul-Hamid. H (2017), demonstrate that information is key to help education systems achieve high returns, while supporting school leadership, teaching, learning



and engaging school communities. Evidence-based support, improved school supervision, and monitoring play an important role in encouraging accountability within education systems. In Mexico,⁶³ accountability systems (student testing, school rankings, and school report cards) have been found to have a strong, positive and significant impact on learning outcomes. A World Bank paper on Pakistan,⁶⁴ using a rigorous randomized control trial, demonstrated that communicating student and school average test scores to parents, schools, and communities can profoundly and positively impact enrollment, test scores, and the payment of fees levied by schools, particularly in communities where multiple schools are operational. This study shows that students test scores increased by 0.11 standard deviations due to this intervention. We can reasonably expect that the Project will have a similar range of positive impact on student learning.

Learning Assessments

5. **There is a significant body of evidence to support the assertion that large-scale assessments of student learning constitute an important tool for informing education policy and for improving quality within an education system.** According to Linn and Herman (1997), student assessments are critical for standards-led reform initiatives due to their role in (i) communicating the goals that school systems, schools, teachers, and students are expected to achieve; (ii) providing targets for teaching and standards for learning; and (iii) in shaping the performance of educators and students. Information from tests can be used to improve learning outcomes (i.e. by designing better teacher training programs and informing curriculum development). Given the limited scope of Haiti's current national system of student assessment, strengthening and expanding this system can be expected to have positive impacts on the quality of education and positive economic returns.

6. **From a quality perspective, regular assessments over time help to identify systemic strengths and weaknesses and inform interventions to address persistent problems.** Assessments can help identify and address inequity issues when information arising from assessments locates specific pockets of educational outcomes within identifiable sub-groups (for example, girls and children in rural and remote areas, children living with a disability), relative to the population at large or relatively better off groups. Having identified these groups through assessments, targeted reforms can be used to support these children and the communities from which they are drawn. However, this analysis will not consider the direct impact of learning assessments since these will not be implemented at scale during the lifespan of the Project. Thus, the analysis probably underestimates the benefits of this intervention.

Cost-Benefit Analysis

7. **Based on this literature review, the analysis estimates that the implementation of accountability systems consisting of data collection mechanisms, school report cards and school supervision mechanisms in schools will translate into about 0.24 additional years of education for each beneficiary and a consequently annual earnings increase of 2,67 percent during the working lifetime of beneficiaries.** This analysis considers investment costs under component 1 and 2 but does not include

⁶³ Jesus Alvarez, J., Garcia-Moreno, V., and Patrinos, H. A. (2007) "Institutional effects as determinants of learning outcomes: Exploring state variations in Mexico". Background paper prepared for the Mexico/World Bank Study on the Quality of Education in Mexico

⁶⁴ Andrabi, T., Das, J., and Khwaja, A. I. (2015). "Report Cards: The impact of providing school and child test scores on educational markets" World Bank Policy Working Paper #7226



recurring management costs under component 3. Additionally, the impact of central-level interventions was not included,⁶⁵ therefore this analysis is likely to underestimate the Project interventions’ real impact.

8. **In their study of comparable returns to education in 139 countries, Montenegro and Patrinos (2014) estimated that an additional year of education in Haiti increases annual income by 11.5 percent.** Based on data from the most recent household survey from 2003, Adelman et al. found a comparable rate in 2016 - 11 percent (Adelman et al., 2016). This analysis will use a rate of return of 11 percent.

9. **This Project is economically viable. Using Haiti’s GDP per capita as a proxy for average expected income and a discount rate of 8 percent, the Project’s net present value (NPV) is estimated at US\$ 35.5 million in 2021.** The expected benefit-costs ratio (BCR) is higher than 1, more precisely, it is equal to 2.4, suggesting that the discounted benefits of the Project exceed its discounted costs and investments. Estimations show that the Project is expected to increase annual earnings by 2,67 percent and is associated with an internal rate of return (or the return rate that brings the net present value to zero) of 20 percent. This analysis uses a pessimistic scenario where only 25 percent of total students are reached by Project interventions (see below). In both the worst- and best-case scenario, IRRs are higher than the discount rate considered for the Project (8 percent). Therefore, it seems reasonable and worthwhile to invest in this project.

Indicators	Best case scenario	Worst case scenario
NPV (USD)	177,776,040	35,521,731
IRR	39%	20%
Benefits-cost ratio	9.6	2.4

10. **It is worth mentioning that this analysis is likely to underestimate the interventions’ true impact,** given that it does not consider the gains that are harder to quantify in monetary terms, such as:

- (i) Increased educational attainment in the population could potentially lead to an overall increase in productivity, resulting in improved economic growth;
- (ii) Educational attainment is positively correlated with several social benefits such as longer life expectancy, lower crime rates and higher civic engagement; and
- (iii) The health and nutrition services provided under the Project most certainly had, in addition to the positive impact on school attendance, other benefits derived from the beneficiaries’ improved health outcomes and from the higher disposable income for the household.

⁶⁵ Given the state of the literature, interventions on the EMIS, regulation and learning assessment at the central level are difficult to monetize. In addition, in this case, it is not possible to disentangle from school-level intervention, as explained above