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**The World Bank**  
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Report No: ICR00004083

IMPLEMENTATION COMPLETION AND RESULTS REPORT

IDA-H7400, TF-17830, TF-17666

ON A

GRANT

IN THE AMOUNT OF SDR 43.50 MILLION

(US\$70.00 MILLION EQUIVALENT)

FROM THE INTERNATIONAL DEVELOPMENT ASSOCIATION

US\$14.75 MILLION

FROM THE HAITI RECONSTRUCTION FUND

AND

US\$24.10 MILLION

FROM THE GLOBAL PARTNERSHIP FOR EDUCATION

TO THE

REPUBLIC OF HAITI

FOR THE

Haiti - Education for All Project - Phase II

December 28, 2018

Education Global Practice  
Latin America And Caribbean Region

## CURRENCY EQUIVALENTS

(Exchange Rate Effective Jun 30, 2018)

Currency = Haitian Gourdes

HTG 66.58 = US\$1

US\$1.41 = SDR 1

FISCAL YEAR

July 1 - June 30

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## ABBREVIATIONS AND ACRONYMS

AF	Additional Financing
BP	Bank Procedures
CPF	Country Partnership Framework
DDE	Departmental Directorates of Education ( <i>Directions Départementales de l'Éducation</i> )
ECVMAS	<i>Enquête sur les Conditions de Vie des Ménages Après Séisme</i>
EFA 1	Education for All Program First Phase
EFA 2	Education for All Program Second Phase
EFA-FTI	Education for All Fast-Track Initiative
EGMA	Early Grade Mathematics Assessment
EGRA	Early Grade Reading Assessment
ESMF	Environmental and Social Management Framework
FCV	Fragility, Conflict and Violence
FIA	Accelerated pre-service teacher training program ( <i>Formation Initiale Accélérée</i> )
FM	Financial management
FNE	National Fund for Education ( <i>Fonds National pour l'Éducation</i> )
GDP	Gross Domestic Product
GPE	Global Partnership for Education
HRF	Haiti Reconstruction Fund
ICR	Implementation Completion and Results Report
IDA	International Development Association
IFR	Interim Financial Report
IRI	Intermediate Results Indicator
IRR	Internal Rate of Return
ISN	Interim Strategy Note
ISR	Implementation Status and Results Report
M&E	Monitoring and Evaluation
MENFP	Ministry of National Education and Professional Training ( <i>Ministère de l'Éducation Nationale et de la Formation Professionnelle</i> )
NGO	Nongovernmental Organization
ONAPE	National Education Partnership Office ( <i>Office National de Partenariat en Éducation</i> )
OP	Operational Policies
OPCS	Operational Policy and Country Services
OPE	Operational Plan for Education
PAD	Project Appraisal Document
PDO	Project Development Objective
PEQH	Providing an Education of Quality in Haiti
PIPE	Transitional Education Sector Plan ( <i>Programme d'Interventions Prioritaires en Éducation</i> )
PIU	Project Implementation Unit
PNCS	National School Feeding Program ( <i>Programme National de Cantine Scolaire</i> )
PPF	Project Preparation Facility
PSUGO	Universal, Free and Mandatory Schooling Program ( <i>Programme de Scolarisation Universelle, Gratuite et Obligatoire</i> )
QAS	Quality Assurance System
RAP	Resettlement Action Plan

RPF	Resettlement Policy Framework
SHN	School Health and Nutrition
SMC	School Management Committee
TWP	Tuition Waiver Program
UPE	Universal Primary Education ( <i>Éducation Primaire Universelle</i> )
USAID	U.S. Agency for International Development

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**DATA SHEET**

**BASIC INFORMATION**

**Product Information**

Project ID P124134	Project Name Haiti - Education for All Project - Phase II
Country Haiti	Financing Instrument Investment Project Financing
Original EA Category Partial Assessment (B)	Revised EA Category Partial Assessment (B)

**Related Projects**

Relationship	Project	Approval	Product Line
Supplement	P132756-AF GPE to Haiti Education for All Project - Phase II	29-Jun-2013	Recipient Executed Activities
Additional Financing	P147608-AF for Haiti Education for All Project Phase II	25-Jun-2014	IBRD/IDA

**Organizations**

Borrower Ministere de l'Economie et des Finances	Implementing Agency Ministère de l'Education Nationale et de la Formation Professionnelle, Ministère de l'Education Nationale et de la Formation Professionnelle
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**Project Development Objective (PDO)**

Original PDO

The objective of the Project is to support the Strategy for Rebuilding the Education System through the implementation of sustainable programs to improve: (a) access, particularly of under-served populations, to Primary Education; (b) quality of Primary Education; and (c) the institutional capacity in the Recipient's education sector.



Revised PDO

The objective of the Project is to support: (i) enrollment of students in select non-public primary schools in disadvantaged areas; (ii) student attendance in select public and non-public primary schools in disadvantaged areas; and (iii) strengthened management of the Recipient's primary education sector.

**FINANCING**

	Original Amount (US\$)	Revised Amount (US\$)	Actual Disbursed (US\$)
<b>World Bank Financing</b>			
IDA-H7400	70,000,000	69,998,058	64,359,542
TF-17666	14,750,000	14,750,000	14,750,000
TF-17830	24,100,000	24,100,000	24,100,000
<b>Total</b>	<b>108,850,000</b>	<b>108,848,058</b>	<b>103,209,542</b>
<b>Non-World Bank Financing</b>			
Borrower/Recipient	0	0	0
<b>Total</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>Total Project Cost</b>	<b>108,850,000</b>	<b>108,848,058</b>	<b>103,209,542</b>

**KEY DATES**

Approval	Effectiveness	MTR Review	Original Closing	Actual Closing
01-Dec-2011	03-Apr-2012	20-Jan-2015	30-Jun-2015	30-Jun-2018
29-Jun-2013				30-Jun-2018



**RESTRUCTURING AND/OR ADDITIONAL FINANCING**

<b>Date(s)</b>	<b>Amount Disbursed (US\$M)</b>	<b>Key Revisions</b>
22-Aug-2012	6.90	Reallocation between Disbursement Categories
04-Jun-2014	38.59	Additional Financing Change in Project Development Objectives Change in Results Framework Change in Loan Closing Date(s) Reallocation between Disbursement Categories Change in Safeguard Policies Triggered Change in Legal Covenants Change in Institutional Arrangements Change in Implementation Schedule
10-Oct-2014	47.01	Additional Financing Change in Results Framework Change in Components and Cost Change in Loan Closing Date(s) Change in Legal Covenants Change in Institutional Arrangements Change in Implementation Schedule
20-May-2015	47.01	Change in Results Framework Reallocation between Disbursement Categories Other Change(s)
08-Aug-2016	56.42	Change in Project Development Objectives Change in Results Framework Change in Components and Cost Change in Loan Closing Date(s) Reallocation between Disbursement Categories Change in Disbursements Arrangements Change in Safeguard Policies Triggered Change in Legal Covenants Change in Institutional Arrangements Change in Implementation Schedule
04-May-2017	61.70	Change in Results Framework Change in Components and Cost Change in Loan Closing Date(s) Reallocation between Disbursement Categories Change in Disbursements Arrangements Change in Legal Covenants Change in Institutional Arrangements Change in Implementation Schedule Other Change(s)





## KEY RATINGS

Outcome	Bank Performance	M&E Quality
Satisfactory	Satisfactory	Substantial

## RATINGS OF PROJECT PERFORMANCE IN ISRs

No.	Date ISR Archived	DO Rating	IP Rating	Actual Disbursements (US\$M)
01	20-Mar-2012	Satisfactory	Satisfactory	.20
02	30-Oct-2012	Satisfactory	Satisfactory	7.10
03	29-May-2013	Moderately Satisfactory	Moderately Satisfactory	19.22
04	09-Dec-2013	Moderately Satisfactory	Moderately Satisfactory	28.18
05	17-May-2014	Moderately Satisfactory	Moderately Satisfactory	38.59
06	08-Jan-2015	Moderately Satisfactory	Moderately Satisfactory	47.01
07	15-Jul-2015	Moderately Satisfactory	Moderately Satisfactory	58.43
08	13-Jan-2016	Moderately Satisfactory	Moderately Satisfactory	63.24
09	30-Jun-2016	Moderately Satisfactory	Moderately Satisfactory	84.97
10	04-Jan-2017	Satisfactory	Satisfactory	99.60
11	10-Aug-2017	Satisfactory	Satisfactory	99.72
12	26-Mar-2018	Satisfactory	Satisfactory	103.21
13	29-Jun-2018	Satisfactory	Satisfactory	103.21

## SECTORS AND THEMES

### Sectors

Major Sector/Sector	(%)
<b>Education</b>	<b>100</b>
Early Childhood Education	2
Public Administration - Education	29
Primary Education	69



<b>Themes</b>	
Major Theme/ Theme (Level 2)/ Theme (Level 3)	(%)
<b>Human Development and Gender</b>	<b>94</b>
Education	82
Access to Education	41
Education Financing	41
Nutrition and Food Security	12
Nutrition	6
Food Security	6
<b>Urban and Rural Development</b>	<b>7</b>
Rural Development	7
Rural Infrastructure and service delivery	7

<b>ADM STAFF</b>		
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## I. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

### A. CONTEXT AT APPRAISAL

#### Context

##### Country Background

1. At the time of preparation of the Haiti Education for All Project - Phase II (EFA 2) in 2011, Haiti was a country that displayed classic signs of fragility. It had suffered a series of external shocks, which increased its fragility and reversed the small poverty gains attained between 2004 and 2008. In 2007, an international spike in food and fuel prices deeply affected its economy. In 2008, a series of tropical storms and hurricanes caused widespread damages and losses estimated at approximately US\$900 million (15 percent of gross domestic product [GDP]). In January 2010, a massive earthquake (7.3 on the Richter scale) struck Port-au-Prince and other cities in three of the 10 administrative departments, causing the worst humanitarian disaster in Latin America and the Caribbean in recorded history. Haiti suffered from widespread destruction, the death of an estimated 3.5 percent of the population, and the displacement of 16 percent of the population. The total damage was estimated at US\$7.9 billion (120 percent of GDP). Nine months later, in October 2010, a cholera epidemic struck the country and afflicted 285,000 individuals and caused nearly 5,000 deaths as of April 2011. With a GDP of US\$741 per person in 2011, Haiti ranked 158th of 183 countries on the United Nations Human Development Index. It was estimated that over half of the Haitian population lived in extreme poverty (earning less than US\$1 per day) and 78 percent on less than US\$2 per day, with these rates being higher in rural areas.

2. In spite of these extreme challenges post the earthquake and extreme fragility that endured for several years to come, at the time of Project appraisal (nearly two years after the earthquake), Haiti was in a phase of recovery: economic activity had mainly resumed, and the Haitian economy was projected to have grown by 6.1 percent in 2011. Furthermore, improving Haiti's human capital, including by improving access to basic services, was recognized as being critically linked to Haiti's growth prospects. Rebuilding the education system was a centerpiece of the President's campaign, and Universal Primary Education (*Éducation Primaire Universelle*, UPE) was at the heart of his policy priorities.

##### Sector Background

3. Haiti's education system faced a fragile and complex situation at the time of appraisal, including difficulties in relation to both the demand for and the supply of education. Even before the 2010 earthquake, the sector was plagued by a lack of reliable data, shortages in schooling infrastructure, trained teachers, and effective governance mechanisms. The earthquake exacerbated and compounded these issues further by causing the death of over 1,000 teachers and staff from the Ministry of National Education and Professional Training (*Ministère de l'Éducation Nationale et de la Formation Professionnelle*, MENFP), the loss of 85 percent of the schools in affected areas, leaving a Ministry and a Minister in a state of trauma, and resulting in up to 2.9 million children experiencing an interruption in their studies or continuing to lack access to education due to school closings. On the demand side, households struggled to finance education, as over 80 percent of primary and secondary schools were nonpublic,<sup>1</sup> and the average tuition cost of US\$70 per child per year was prohibitive. Families most often cited the cost of education as the most important barrier to education access. This constraint was especially relevant for families living in rural areas, which were characterized by poverty rates of 82 percent (and 77 percent in extreme poverty). On the supply side, there were not enough spaces for children to enroll in school; an estimated 400,000 to 500,000 children ages 6 to 12, mostly in rural areas, were not attending school. Although funds poured into the country post the earthquake, the donor community suffered from a great lack of coordination,

<sup>1</sup> Nonpublic schools include the multitude of school types which are not directly managed and financed by the Ministry of Education—these include for-profit private schools, schools managed by nonprofit organizations, religious schools, and so on.



fragmentation, and competing priorities and interests; this lack of coordination was further exacerbated by an extremely weakened counterpart and fragile context.

4. The limited available data at the time also revealed that the quality of education was uneven and often very low, especially in the rural areas: on average, children in grade 3 were able to read fewer than 23 words per minute, far below the standard of 60 words per minute for early primary reading fluency. Twenty-nine percent of students studying in Haitian Creole were unable to read a single word by grade 3, and children answered fewer than 10 percent and 17 percent of reading comprehension questions correctly in French and Creole, respectively. On the positive side, however, Haiti had nearly achieved the goal of eliminating gender disparities in primary and secondary education in 2009.

5. With respect to institutional capacity, the earthquake had also greatly diminished the already-limited ability of the MENFP to regulate a mostly nonpublic system; most Ministry buildings had collapsed, thousands of civil servants had perished, and trauma was widespread among the survivors. As an example, 1,200 staff and teachers from the MENFP alone died during the collapses of the Ministry's main building and of over 4,200 schools. At the time of appraisal, about 90 percent of schools were nonpublic. Before the earthquake, fewer than 20 percent of nonpublic schools were functioning with a permit from the MENFP, due in part to the MENFP's inability to undertake the necessary activities to accredit schools. Post the earthquake, this already-low capacity was drastically weakened, as was the Government's ability to finance even the most basic sector expenses.

6. The sector was hence characterized by a post-disaster context of high fragility, greatly diminished institutional capacity, limited data availability, political uncertainty, and unstable sector financing. In this context, the Project preparation team had to balance the level of ambition and risk-taking in Project design, while considering the context of the country and the sector.

### **Rationale for World Bank Support**

7. **The World Bank had re-engaged in Haiti in 2005, planning to support a three-phase program with each phase lasting three to four years; EFA 2 was the second phase of this support program.** The phased program began with the Education for All Project in Support of the First Phase of the Education for All Program (EFA 1) (P099918). EFA 1's successes formed the basis for the development of EFA 2 (the Project), which aimed to build on EFA 1 by financing the continuation of important priorities started under EFA 1 and help bridge the anticipated US\$1 billion financing gap for implementing the MENFP's Operational Plan for Education (OPE), the strategy document outlining its national priorities. In addition, in response to the availability of additional funds and the evolution of critical needs in subsequent years, between 2008 and 2010 the World Bank had begun financing three additional operations at the time of Project appraisal.<sup>2</sup> These operations focused on school reconstruction, teacher training, and post-earthquake support to teachers in affected schools through grants (see annex 7) and were closing in 2012 and 2013. EFA 2 consolidated the World Bank's education portfolio by continuing and expanding the most impactful activities from these operations. This allowed the MENFP and World Bank to reduce duplicate reporting and administrative processes and focus their efforts on the more substantive activities. In a chaotic donor landscape with tremendous sector financing needs post the earthquake, EFA 2 would also allow the World Bank to serve an important role in mobilizing donor resources (Canadian funds through the Catalytic Fund, the Caribbean Development Bank through parallel financing, and the Global Partnership for Education, GPE) as well as convening various

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<sup>2</sup> These were the Meeting Teacher Needs for Education for All Project (P106621), the Emergency School Reconstruction Project (P115261), and the Education for All Fast-Track Initiative (EFA-FTI) Catalytic Fund Project (P114174). Annex 7 provides a table with the active World Bank-financed projects during EFA 2 appraisal.



partners around the OPE, namely the Inter-American Development Bank, Canada, the Caribbean Development Bank, and the GPE, among others.

### Theory of Change (Results Chain)

8. **The Project had four objectives which made up the original project development objective (PDO). First, the Project would increase enrollment to improve access to primary education.**

9. **Second, the Project would improve the quality of primary education** through support to: (a) an accelerated pre-service teacher training program (*Formation Initiale Accélérée, FIA*) and (b) financing a number of activities aiming to produce a cadre of qualified community instructors in rural areas.

10. **Third, the Project would improve institutional capacity in the education sector** by: (a) financing goods, training, and consultancies aimed at improving sector management and capacity by modernizing and strengthening the competencies within five key directorates at the MENFP central level and establishing program-based budgets between the MENFP central level and the decentralized Departmental Directorates of Education (*Directions Départementales de l'Éducation, DDEs*), thereby increasing their access to funds and results orientation; (ii) fostering the establishment of public-private partnerships in Haiti's largely nonpublic education system by creating the National Education Partnership Office (*Office National de Partenariat en Éducation, ONAPE*) and funding student assessments and evaluations to increase MENFP monitoring and evaluation (M&E) capacity.

11. **Fourth, a crosscutting objective of the Project was to promote the sustainability of the Project's chosen approaches and programs, in recognition that the sustainability of Project activities was vital to the achievement of UPE in Haiti.** Thus, strategies (described below in the Components section) were included in the Project design to facilitate the financial and operational sustainability of key activities of the Project, including notably with respect to the Tuition Waiver Program (TWP) and community-based schools.

12. **Furthermore, as a second phase Adaptable Program Grant and part of a broader program, the Project would contribute to achieving the higher-level EFA Program objective, approved by the Board of Executive Directors on April 26, 2007: to improve access to primary education for poor children ages 6-12, while improving equity, quality, and governance of the education sector.** Specifically, access and quality were explicitly mentioned in the EFA 2 PDO, while governance was a sub-objective related to the capacity-strengthening activities, which over time could be expected to improve the manner in which the rules, norms, and actions in the education system were undertaken to achieve results. Improving equity in education was implicit in the Project design, in particular because of the targeting mechanisms allowing the Project to reach some of the poorest families and underserved areas of the country.

13. **Finally, the Project was an integral part of the World Bank Group Haiti Interim Strategy Note (ISN) for 2012 which aimed to support the Government of Haiti (GoH) in implementing sustainable post-earthquake reconstruction.** Through its design built to increase access to education, it was expected that the Project would contribute in a substantial way to achieving the third objective out of the four ISN overarching objectives: building human capital. It would also contribute to a crosscutting theme of building governance and capacity in favor of reconstruction post the earthquake, through its capacity-strengthening activities.

### Project Development Objectives (PDOs)

14. The original objective of the Project, as stated in the Project Appraisal Document (PAD) and in the Financing Agreement, was to support the strategy for rebuilding the education system through the implementation of sustainable programs to improve: (a) access, particularly of underserved populations, to primary education; (b) quality of primary education; and (c) the institutional capacity in the recipient's education sector.

### Key Expected Outcomes and Outcome Indicators

15. Flowing from the PDO, the main outcomes originally expected as a result of Project interventions were:
- Outcome 1: Access** to primary education is improved, particularly by underserved populations;
  - Outcome 2: Quality** of primary education is improved;
  - Outcome 3: Sustainable programs** are implemented (which support the improvement of primary education access and quality, and the institutional capacity in the education sector);
  - Outcome 4: Institutional capacity** in the education sector is improved.
16. These outcomes would be measured using the following indicators:
- PDO Indicator 1: Access:** Number of children enrolled through the provision of tuition waivers (baseline: 80,000; end target: 100,000 [annual, non-cumulative])
  - PDO Indicator 2: Quality:** Percentage of children enrolled in participating schools for more than one year reading at grade level in grade 3 (baseline: 16 percent; end target: 20 percent)
  - PDO Indicator 3: Sustainability:** Percentage of community teachers financed by the Government of Haiti. (baseline: 0 percent; end target: 90 percent)
  - PDO Indicator 4: Capacity:** Percentage of schools inspected at least once per year by the MENFP (baseline: 0 percent; end target: 75 percent)

### Components

17. **The Project consisted of four components.** For most components, the Project's actual expenditures are higher than the appraisal-stage estimates because of additional financing (AF) added later, which increased the total amount of funds available for Project implementation. Actual expenditures for component 3 were slightly lower than the planned amount at appraisal because of reallocation of funds toward other activities (see table 1).

18. **Component 1. Improving Access to Quality Primary Education:** (Appraisal: US\$45 million; Actual Expenditure: US\$55.62 million<sup>3</sup>). This component was composed of three sub-components supporting enrollment.

- Enhance the TWP:* The first subcomponent aimed to improve the quality of the existing TWP, which had been established and successfully implemented under EFA 1, by providing student enrollment grants to School Management Committees (SMCs) of participating nonpublic schools. The grants would allow the schools to enroll 100,000 primary tuition-free students and who would receive a minimum number of textbooks. In return for participating in the program, schools agreed to abide by quality and fiduciary standards and procedures established by the MENFP. Capitalizing on lessons learned from its implementation under EFA 1, the Project proposed improvements to the TWP such as strengthening the financial and school management capacities of SMCs, evolving toward a results-based model, promoting increased accountability of participating schools via

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<sup>3</sup> The actual expenditures include the tuition waiver and community-based school programs, as well as post-hurricane construction and rehabilitation. The SHN Program was eventually moved to component 2, so it is not included in actual component 1 expenditures.



tools such as school scorecards, strengthening sanctions for non-compliance of schools, and linking the program to the Project-financed accelerated teacher training program by encouraging TWP schools to hire trained teachers. Additional aspects envisaged that would help make the program sustainable were the gradual incorporation of tuition waivers into the education budget and identifying a process for graduation from the full subsidies of the program for participating schools, leading to new partnership and financial support arrangements between the MENFP and schools and a more manageable level of financing for the Government.

- ii. *Support to Communities*: Piloted in 10 communities in the lead-up to Project preparation, this subcomponent would provide grants and training to 200 rural communities to offer basic educational services to school-aged children by building or rehabilitating, equipping, and operating schools, including the target of creating or rehabilitating 700 classrooms. With support from and the supervision of the MENFP and local government, training in grassroots management would be provided to community representatives. Community-based teacher salaries would initially be financed by the Project and would be taken on by the Government budget—an arrangement agreed with the Government’s Ministry of Finance. At least 90 percent of salaries would be covered by the Government by Project end, thereby helping to ensure the sustainability of the program. The schools would also be officially recognized by the MENFP as public, community-based schools, thereby providing the schools with a clear legal, sustainable status.
- iii. *School Health and Nutrition (SHN)*: Implemented by the National School Feeding Program (*Programme National de Cantine Scolaire*, PNCS) and delivered by nongovernmental organizations (NGOs), this subcomponent would finance the provision of a daily morning snack and hot meal representing 1,200 calories per child per school-day, biannual deworming, and the provision of vitamin A for 70,000 primary school children annually.

19. **Component 2. Support to Teaching and Learning:** (Appraisal: US\$10 million; Actual Expenditure: US\$33.89 million<sup>4</sup>)

- i. *Expand Pre-service Teacher Training*: This subcomponent would support the continuation of the FIA—established under EFA 1<sup>5</sup>—aiming to certify an additional 3,300 primary teachers by Project end. Working in partnership with teacher training institutes, the FIA consisted of one year of intensive institution-based training followed by two years of classroom-based practice, after which certified teachers could be hired into the education system. Teacher candidates were selected using an entrance exam and other criteria and received stipends during the training program.
- ii. *Support to Reading Instruction and Distance Education*: This subcomponent aimed to support a host of activities to improve reading instruction and develop distance education policies and technologies, including in particular training for qualified community instructors in rural areas. Other subcomponent activities would include the development of a teacher’s guide with daily lesson plans for use by teacher trainees. The training curriculum would include the structured reading instruction approach *Lekti se Lavni* (Reading is the Future), which was already in use by the MENFP for improving reading instruction in early grades.

<sup>4</sup> The actual expenditures include the SHN Program (including post-hurricane), pre-service teacher training activities, and support to reading instruction/distance education activities.

<sup>5</sup> At the time of preparation of EFA 1, there was a severe lack of trained teachers: an estimated 10,000 new teachers were needed to achieve education for all, but nationwide just 450 new teachers were certified each year. EFA 1 therefore aimed to increase the output of trained teachers to about 1,200 per year.



20. **Component 3. Institutional Strengthening and Governance:** (Appraisal: US\$4 million; Actual Expenditure: US\$1.21 million)

- i. *Modernization and Transformation of the MENFP:* This subcomponent would finance goods, training, and consultancies to increase sector management capacity by modernizing and supporting MENFP entities at the central and decentralized levels. Activities at the central level would include the updating of accounting systems and training in, among others, information management, communications strategies, procurement procedures, database creation and data collection, and environmental safeguards. At the decentralized level, DDEs would benefit from program-based budgets, allowing them to better conduct their supervision and support role to schools, teacher training centers, and communities as well as supervising the implementation of OPE activities.
- ii. *Supporting Public-Private Partnerships and Community Involvement:* This subcomponent would help establish ONAPE, financing the updating of its operational manual, technical assistance for the operationalization of its administrative and technical units, and equipment and rental offices for its physical location.

21. **Component 4. Project Management, Monitoring and Evaluation:** (Appraisal: US\$ 6; Actual Expenditure: US\$ 12.3 million) This component would support: (a) the coordination of Project implementation by financing project management costs to implement and supervise activities, and the cost of consultancies associated with the Project Implementation Unit (PIU) and (b) activities to strengthen M&E capacity, generating monitoring reports by undertaking two waves of Early Grade Reading Assessment (EGRA) and an impact evaluation of the TWP, strengthening independent verification systems for the TWP, and supporting rural communities and DDE-level staff in monitoring and data recording and reporting.

22. The following table summarizes resource allocations at Project closing (post restructurings, which are outlined in the section below):

**Table 1: Final Project Resource Allocations**

<u>Activities</u>	<u>US\$, millions</u>
<b>Component 1, of which:</b>	<b>55</b>
Subcomponent 1.1 - Tuition Waiver Program	48
Subcomponent 1.2 - Community schools	7
<b>Component 2, of which:</b>	<b>33.8</b>
Subcomponent 2.1 - Teacher training	3.5
Subcomponent 2.2 - Reading instruction	3.3
Subcomponent 2.3 - School Health and Nutrition Program	27
<b>Component 3 - Institutional Strengthening</b>	<b>1.2</b>
<b>Component 4 - Project Management and M&amp;E</b>	<b>12.3</b>
<b>Hurricane Matthew Emergency Reconstruction and School Feeding</b>	<b>2.8</b>

## **B. SIGNIFICANT CHANGES DURING IMPLEMENTATION**

23. **There were a significant number of changes during the Project's lifetime; it was restructured a total of six times (including twice as part of AFs) as follows:**

- i. In August 2012, IDA grant proceeds were reallocated to incorporate a separate disbursement category. This was





inadvertently omitted during Project preparation for this Project Preparation Facility (PPF) expenditures.

- ii. In June 2014, the Project received AF in the amount of US\$14.75 million from the Haiti Reconstruction Fund (HRF) to cover a gap in funding for the SHN Program, extending it by two school years (until 2017). The PDO was simultaneously restructured to make it more achievable and measurable (see below). The restructuring also triggered the application of World Bank's Operational Policy 4.12 on Involuntary Resettlement, following the identification of a case of resettlement of six families that had occurred under the community-based school subcomponent 1.2. Project design and selected activities were also revised and the closing date was extended by 15 months (from June 2015 to September 2016) to allow for completion of activities.
- iii. In October 2014, the Project received AF in the amount of US\$24.1 million from the GPE to help finance the implementation of the MENFP's transitional education sector plan (*Programme d'Interventions Prioritaires en Education* PIPE), which is the subsequent education sector plan following the OPE; Project activities were scaled up as part of the AF to increase its impact. The closing date was again extended by nine months for the IDA grant, from September 2016 to June 2017. This allowed for implementation of scaled-up and new activities.
- iv. In April 2015, the Project activities were adjusted to reflect revised Ministry priorities, in particular on school accreditation, and to revise the results framework.
- v. In August 2016, the closing date of the HRF grant was extended by nine months to align with the parent project closing date in June 2017 and to ensure the continuity of the SHN Program (planned to end during the 2015–16 school year) through the end of the 2016–17 school year.
- vi. In May 2017, the Project was restructured to respond to Hurricane Matthew, a Category IV hurricane that struck Haiti in October 2016. The hurricane affected over 2 million people and damaged schools. As a result, the Government requested the support of the World Bank and other development partners for the rapid reallocation of existing Project funds. This destructive event led to several adjustments (further described below) via the sixth restructuring. Project funds (US\$3.5 million) were shifted away from some existing activities and redirected to newly added hurricane response activities; and the community-based school subcomponent was adjusted to align with the MENFP's revised strategic priorities. The closing date of the IDA and GPE grants was extended by 12 months (from June 2017 to June 2018) to allow for execution of key post-Hurricane Matthew emergency response activities and completion of revised community-based school activities.

### Revised PDOs and Outcome Targets

24. The revised PDO, as stated in the second Restructuring Paper and the Project's Amended and Restated Financing Agreement, is to support: (a) enrollment of students in select nonpublic primary schools in disadvantaged areas; (b) student attendance in select public and nonpublic primary schools in disadvantaged areas; and (c) strengthened management of the recipient's primary education sector.

25. Therefore, the revised Project outcomes were:
- a. **Outcome 1: Enrollment** of children in nonpublic primary education is supported;
  - b. **Outcome 2: Student attendance** in select public and nonpublic schools in disadvantaged areas is maintained;
  - c. **Outcome 3: Education sector management** is strengthened.

## Revised PDO Indicators

26. The revised outcomes at Project closing were measured using the following indicators.<sup>6</sup>

**Table 2: Original and New End-of-Project PDO-level Indicators**

Outcome / Component	Original PDO Indicator	New Outcome / Component	New PDO Indicator
1 - Access	Access: <i>Number of children enrolled through the provision of tuition waivers</i>	1 - Enrollment	Enrollment of students in select nonpublic primary schools in disadvantaged areas: <i>Number of tuition waivers financed in nonpublic schools</i>
2 - Quality	Quality: <i>Percentage of children enrolled in participating schools for more than one year reading at grade level in grade 3</i>	2 - Student Attendance	Student attendance in select public and nonpublic primary schools in disadvantaged areas: <i>Attendance rate is at least maintained in schools benefitting from the SHN Program</i>
3 - Sustainability	Sustainability: <i>Percentage of community teachers financed by the Government of Haiti</i>		
4 - Institutional Capacity	Capacity: <i>Percentage of schools inspected at least once per year by the MENFP</i>	3 - Sector Management	The MENFP uses data on registered public and nonpublic primary schools to assess, categorize, and improve the quality of service delivery

## Revised Components

27. Over time, there were a multitude of changes to the Project's components over its timeline. The major revisions are summarized below and detailed in annex 10.

28. **Component 1 – Support to Primary Education Enrollment** (*revised from Improving Access to Quality Primary Education*)

29. TWP. Since the Project financed a higher number of students than originally planned for the first two years of the project (2012–13 and 2013–14) and due to delays in funding availability from other development partners. The TWP was initially reduced but was later scaled up using GPE financing in order to provide training to TWP school directors and SMCs. Support to the last TWP cohort was then taken over by the new World Bank-financed operation (Providing an Education of Quality in Haiti [PEQH], P155191) which became effective in March 2017.

30. Community-based Schools. The scope of this subcomponent was reduced due to higher-than-anticipated unit costs of school construction. In line with MENFP low implementation capacity (lower-than-expected planning, construction, and supervision capacity at the community, departmental, and PIU levels), and to respond to Hurricane Matthew<sup>7</sup> (IDA funds originally planned for the construction of community-based schools were mobilized toward emergency activities). Furthermore, as the GoH had not been able to assume the cost of teachers' salaries due to financial

<sup>6</sup> A more detailed description of the changes to PDO- and intermediate-level indicators made during each restructuring can be found in annex 8.

<sup>7</sup> Restructuring of May 2017.



constraints and competing priorities, the Project therefore continued financing 100 percent of community teacher salaries using funds that would otherwise have financed the continued construction of schools (as outlined in sections below, the MENFP started nominating teachers in 2017 under the new PEQH financing).

31. Hurricane Matthew Rehabilitation, Construction, Materials and School Feeding. To enable hurricane-affected public schools to reopen as quickly as possible, schools in three of the most affected geographical departments would be rehabilitated, school furniture sets, and pedagogical kits would be distributed, and an enhanced daily SHN Program would be provided to children (further detailed in component 2 below).

32. The SHN Program. This sub -component was moved from component 1.3 to component 2.3 to align with the revision of the outcome linked to component 2 (improved student attendance). Changes to content the subcomponent are described below.

33. Information for Nonpublic School Accountability. This subcomponent was added in the third restructuring, financing the design and implementation of an information campaign to improve financial accountability of selected schools under the TWP and improve TWP implementation.

34. **Component 2 – Support to Improved Student Attendance** (*revised from Support to Teaching and Learning*)

35. FIA. The Project certified about 2,600 teachers. However, the Government was limited in its ability to replace unqualified teachers in public schools or require nonpublic schools to recruit them. As a result, the recruitment of a fourth cohort of FIA candidates was cancelled beginning with the 2013–14 school year.

36. M'Ap Li Net Ale. As part of the second restructuring, the Project introduced a technically improved version of the approach called *M'ap Li Net Ale* (I Am Reading All the Way) developed by the MENFP with the U.S. Agency for International Development (USAID). This approach would involve teacher training and coaching, student and teacher assessment, and the provision of teacher and student materials for grade 1 classes in community-based schools and selected schools participating in the TWP.

37. Support to the Quality of Reading Instruction. The financing of the activity was taken on by USAID, the development of a teacher's guide was eliminated from the Project in the sixth restructuring.

38. SHN Program. The second and third restructurings scaled up the provision of SHN services, filling a financing gap and providing services for primary students<sup>8</sup> for two additional school years beyond the original Project timeline for the (2014–15 and 2015–16) school year. The third restructuring introduced independent verification of service provision by firms under the SHN Program and provided additional funds for the introduction of fuel-efficient stoves in selected schools. To respond to the severe food security crisis that followed Hurricane Matthew, the SHN Program was later expanded in scope and to cover children in affected areas (providing water treatment kits to prevent cholera, improved cook stoves, kitchen utensils, and additional soap and hygiene training in affected schools).

39. **Component 3 – Strengthening Sector Management** (*revised from Institutional Strengthening and Governance*)

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<sup>8</sup> The second restructuring provided services for 76,500 students in 2014–15 and 2015–16 and the third restructuring provided services for about an additional 68,000 students over four months in 2014–15 and about an additional 34,000 students in 2015–16.



40. **ONAPE & School Accreditation.** In place of supporting the ONAPE, the establishment of which had stalled following a shift in the Government's priorities, starting with the second restructuring, component 3 would support the development of school accreditation standards, methodologies, and procedures, including by financing the National Consultative Committee for Accreditation. In the fourth restructuring, these accreditation activities were scaled back to align with refocused Government priorities and timing on school accreditation; in particular, following policy reforms in August 2014, the MENFP decided to focus its efforts on immediate measures to identify and register existing schools in Haiti as a prerequisite to schools' accreditation. The component activities were therefore revised as school registration (and provision of identity cards) at the national level, the establishment of reconciled data on all Haitian schools, and the development and testing of tools for assessing schools against service delivery criteria.

41. **Sector Studies and Pilots.** The second restructuring supported thematic sector studies and pilots aimed at improving budget programming and education system accountability. In the third restructuring, funds were added to include additional studies, and new activities: the development of an annual education sector action plan, from 2014 to 2017; an assessment of the potential for creating a multi-donor trust fund as a pooled funding mechanism for the sector; and the design and piloting of a student mentoring program for children. In the sixth restructuring, several activities were eliminated because they were not considered priorities: support to DDEs via a program-based budget; the student mentoring pilot; the development of the annual sector action plans; and the development of an Education Country Diagnostic report and certain other thematic studies. These changes allowed the MENFP to prioritize its attention to interventions related to Hurricane Matthew, and support for the MENFP's development of a new multiyear sector Operational Plan.

#### 42. **Component 4 – Project Management and Monitoring and Evaluation**

43. This component was revised to: (i) finance an impact evaluation of *M'ap Li Net Ale* (rather than of *Lekti se Lavni*) (ii) provide additional support to oversee Project implementation and (iii) Support the development and administration of an Early Grade Mathematics Assessment (EGMA).

#### **Other Changes**

44. A number of additional changes occurred over the course of the six restructurings to align with revised objectives, components, and financing. These included changes in legal covenants, component costs, disbursement arrangements and estimates, and disbursement category reallocations, as well as changes in institutional arrangements and implementation schedule.

#### **Rationale for Changes and Their Implication on the Original Theory of Change**

45. **The PDO was revised to (i) better align it with new priorities, as outlined in the MENFP's Transitional Sector Plan and (ii) reflect the intended scope of the Project.** The revision addressed a misalignment between the scope of the project (enrollment) and the wording of the PDO (access). Hence, the first Project outcome was renamed from 'access' to 'enrollment.'

46. Explicit reference to quality was removed from the PDO. Quality was not clearly defined and would prove difficult to measure as there were no system-wide learning assessments allowing regular and consistent measurement of learning outcomes in Haiti. The Project would instead focus on the impact of SHN activities on student attendance as the second Project outcome (see in table 1). Given the sector context during implementation, this was considered a more realistic, timely, and measurable objective and as a precursor for quality. In addition, quality remained an underlying foundation of most activities, namely: (i) component 3 focused on supporting the MENFP in developing a Quality Assurance System



(QAS) which would lay the foundation for the establishment of a framework to assess and monitor quality of service delivery at the school level (this QAS is currently being implemented under the new World Bank-financed operation PEQH); (ii) component 2 contributed to the supply of more qualified teachers than originally expected in a context of great sector need for qualified teachers, and the implementation of the scripted reading method *M'Ap Li Net Ale* showed positive results on student learning; and (iii) the TWP activity under component 1 represented an important step in laying the initial foundation for a results-based financing model to regulate the quality of nonpublic schools (up until then nonexistent in Haiti); in return for financing, schools were required to comply with basic quality and fiduciary Ministry standards (such as maximum number of children per classroom, providing a minimum number of textbooks per children, and so on), compliance was monitored using school scorecards, a performance-based supervision model was implemented where least-performing schools would receive closer supervision, and SMCs received training on financial management (FM). This as well as outputs from the Non-Lending Technical Assistance and the other quality-related activities mentioned above were instrumental in paving the way for establishing a quality agenda which is currently being implemented under the new PEQH Project, namely through the QAS for public schools and results-based financing model for nonpublic schools.

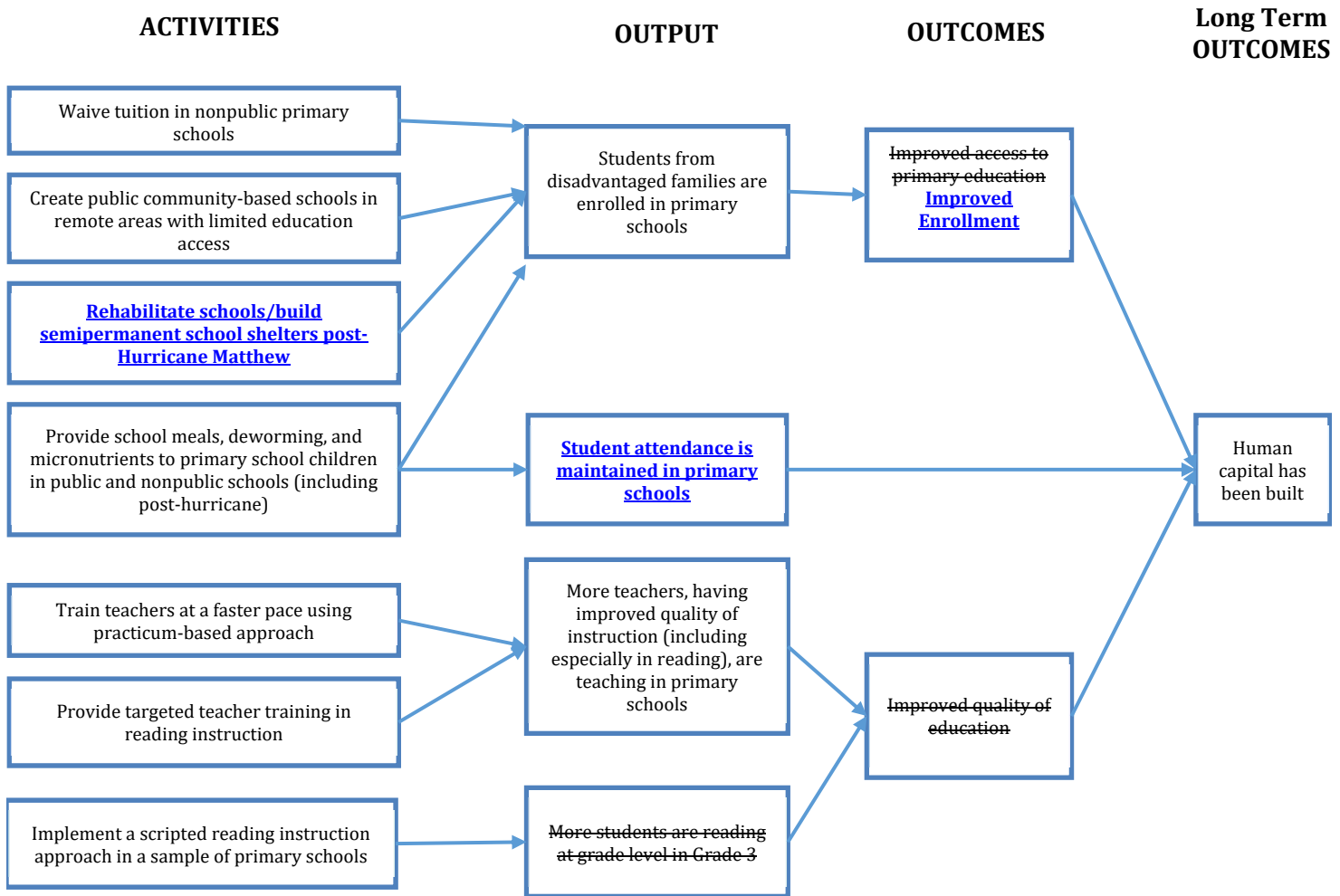
47. Due to the fragility of sector financing during the life of the Project, the third expected Project outcome, sustainability, was also taken out of the PDO as an outcome. At the time of the PDO revision, there were ongoing delays in adopting and implementing a transparent financial framework reflecting increasing financing responsibility by the Government for policies to support education access (including the TWP), and the Government had yet to begin taking on any salaries of community-based teachers. The fragile political and financial context made the prospects of these actions happening during the Project's lifetime uncertain. Nonetheless, sustainability remained an implicit part of the operation as it would ensure greater impact for follow-on financing: the community based schools activity was carried over to the PEQH Project and 55 percent of its teachers were nominated by the MENFP, thus ensuring the sustainability of these schools in the sector; the QAS is now being implemented under the PEQH and laying important foundations for the establishment of a quality assurance framework for the sector as well as foundations for a future accreditation system.

48. It was determined for the fourth Project outcome (improving institutional capacity), the "strengthening sector management" better reflected the expected impacts of the revised component 3. The revision had dropped the program-based budgets and ONAPE that were key activities driving the outcome of improved institutional capacity. The PDO also aimed to highlight, from the equity perspective, that the Project's expected impact would be on families in disadvantaged areas of Haiti.

49. The figure below illustrates the theory of change driving the Project's revised design.



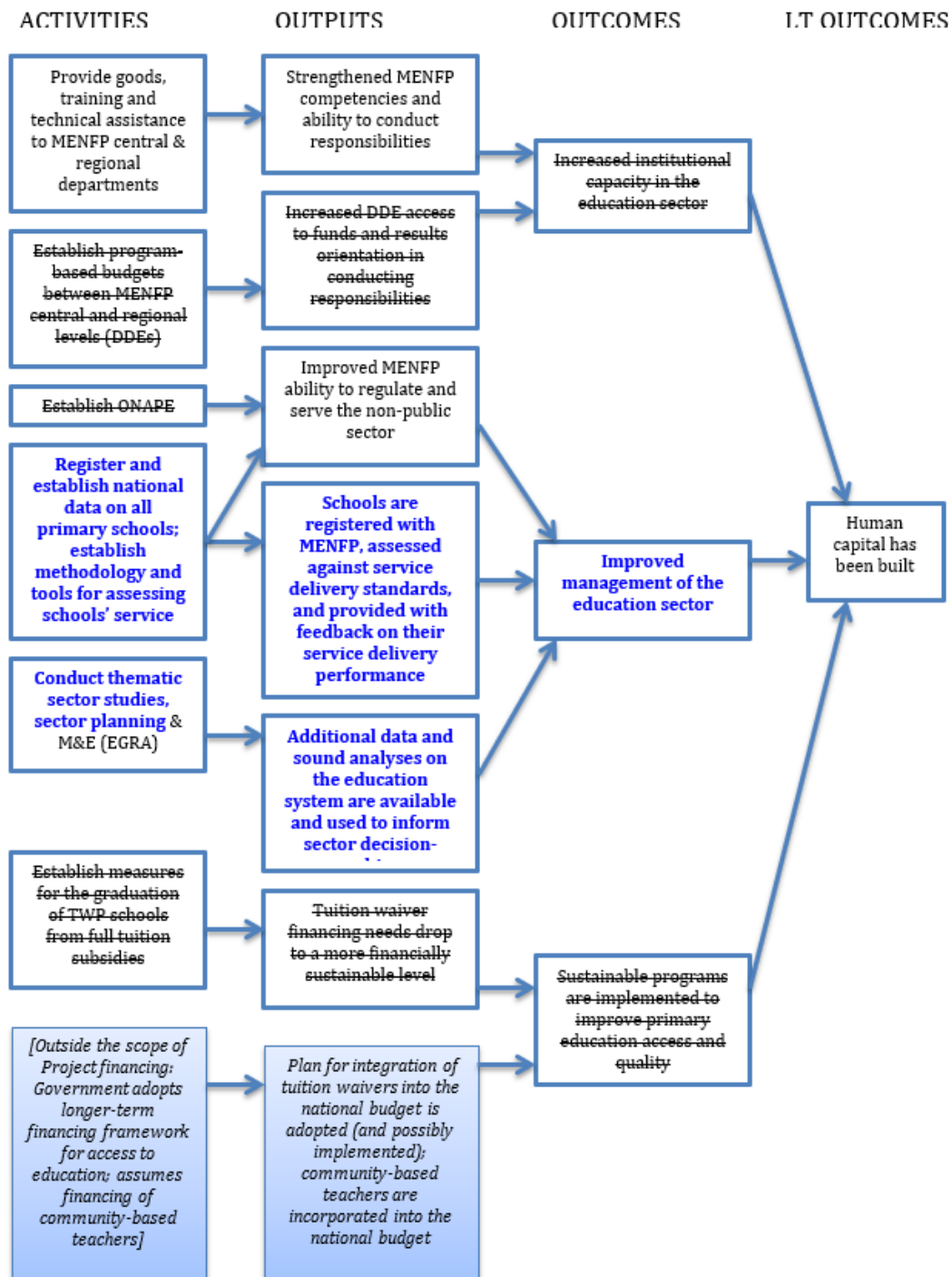
Figure 1A: Theory of Change for EFA 2



Note: Activities/objectives that were added or renamed through restructuring are denoted in **bold** and underlined, while dropped activities/objectives are ~~crossed-out~~.



Figure 1B: Theory of Change for EFA 2 (continued)







## II. OUTCOME

### A. RELEVANCE OF PDOs

#### Assessment of Relevance of PDOs and Rating

Rating: **Substantial**

50. The revised PDO made the Project more adapted to the current country context. It also made its results more measurable; the revised PDO was a better reflection with its revised focus of intervention of the World Bank's Haiti Country Partnership Framework (CPF) for FY16–19 at Project closing than the original PDO did at the time of approval. The CPF, within its second area of focus (human capital) "...aims to continue supporting improvement in access to quality education, with a focus on disadvantaged populations." The original PDO focused on improving both access to and quality of education in Haiti. The Project's targeting allowing it to reach underserved and disadvantaged populations. The revised PDO continued to target disadvantaged populations but refined the focus on supporting primary enrollments and student attendance in disadvantaged areas and on strengthening public sector management.

51. The revised PDO, continued to respond to the Government's needs and sector priorities at closing. Project objectives remained relevant by aligning the focus on enrollment, while recognizing and accommodating for the fact that it would not be feasible to capture and measure changes in quality, and by reorienting activities to fit the available data and education sector's capacity to absorb trained teachers and measure student outcomes.

### B. ACHIEVEMENT OF PDOs (EFFICACY)

52. This section assesses Project performance in relation to the periods before and after the second Project restructuring and AF,<sup>9</sup> at which time the PDO was revised. Achievement of outcomes over the entire duration of the Project is evaluated separately for both original and revised PDOs to arrive at an overall rating of outcome.

#### Assessment of Achievement of Each Objective/Outcome

##### Original PDO, part (a): Improved access to primary education Rating: **Substantial**

53. **The available evidence indicates that the Project contributed to improved access to primary education.** First, via the TWP (original PDO indicator 1 and intermediate results indicator [IRI] 1; annex 9 - table 1), community-based schools (original IRI 2 and final IRIs 2 and 3), and SHN Program (IRIs 12, 13, 14; annex 9 - table 2), the Project successfully implemented approaches generally accepted as improving access to education. These programs are particularly relevant in a context where parents state the cost of schooling as a binding constraint preventing them from putting and keeping their children in school. The Project's activities aiming to improve access through enrollment resulted in: (a) the financing of a cumulative total of 482,932 tuition waivers,<sup>10</sup> with the TWP in its peak year enrolling over 135,000 students in

<sup>9</sup> Although outcome indicators and targets were revised through subsequent restructurings, the subsequent restructurings did not affect the PDO. Therefore, for the purposes of the Implementation Completion and Results Report (ICR), there are two periods of evaluation of the achievement of outcomes: the period before the second restructuring and AF (April 2012 through June 4, 2014) and the period after (June 5, 2014, through June 2018).

<sup>10</sup> This report is in line with the Project's results framework, the use of "cumulative" indicators in the report refers to student-years. The TWP (and community-based schools) aimed to support beneficiary students through a full course of primary education (grades 1–6). As a result, one of the implementation criteria was that first-time beneficiaries should only be those entering as grade 1 students, who would then be taken on under the program until graduating from grade 6. Therefore, the program expected to finance the same students from one year to the next, except for the





nonpublic primary schools (as compared to a baseline of 80,000 students enrolled) and (ii) the opening and functioning of 57 community-based schools, which enrolled about 6,500 students per year, and the construction of 21 classrooms. Tempering these results is the fact that, due to limited Project financing and the inability of the Government or other development partners to maintain financing of the TWP, starting in 2013/14 until Project closing a decreasing number of students were financed annually under the program. In addition, the SHN Program encouraged attendance of a cumulative total<sup>11</sup> of 465,897 children over the Project's lifetime, along with 15,467 students in the wake of Hurricane Matthew. Altogether the three programs reached a cumulative total corresponding to 1.06 million beneficiaries over the life of the project.<sup>12</sup> The results indicators tracking the achievement of the access objective are described in annex 9.<sup>13</sup>

54. Second, an impact evaluation of the TWP on school enrollments, student-teacher ratios, grade advancement, and other indicators at the school level conducted<sup>14</sup> in 2015 confirms the Project's contribution to nonpublic school enrollment. The causal impacts of the TWP were identified by comparing school-level characteristics for the two available school census waves at the time (2002/03 and 2011/12). Its findings highlight that compared to a control group, TWP schools in the 2011/12 school year had more students enrolled. Additional evidence suggests that the TWP played a role in improving enrollment beyond the disadvantaged areas specifically targeted by the Project: the national net enrollment rate at the primary level increased from 50–60 percent in the early 2000s before the TWP to an estimated 70–80 percent in 2012.<sup>15</sup> Based on the above, the achievement of improved access to primary education under the Project is rated **Substantial**.

#### Original PDO, part (b): Improved quality of primary education Rating: Negligible

55. The key PDO-level indicator tracking achievement of this outcome (the percentage of children in participating schools for more than one year reading at grade level in grade 3) was dropped from the results framework due to non-availability of data. Nonetheless, the intermediate indicators on number of teachers trained and number of students benefiting from *M'ap Li Net Ale* speak for the output-level achievements of the activities related to education quality.

56. The second aspect of the original PDO aimed to improve the quality of primary education by implementing FIA and *M'ap Li Net Ale* and developing distance education policies and technologies. The distance learning activities were not implemented. However, three sets of activities were implemented that had the potential to improve the quality of primary education (see table 3 in annex 9 for detailed indicator values).

57. The first of these—FIA—had mixed results. It produced a total of 3,570 graduates from all regions of the

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new incoming grade 1 students. Hence, in this case the cumulative number of tuition waivers does not represent an equivalent number of individual students but rather the cumulative of the annual tuition waivers, which represents fewer students receiving multiple years of tuition waivers. Data and sector capacity limitations mean that beneficiaries could not be tracked at the student level.

<sup>11</sup> Refers to student-years.

<sup>12</sup> Refers to student-years. The TWP, SHN Program, and community-based schools program were planned to be implemented in different schools and so reached different beneficiaries. There was an unquantifiable (due to data challenges) but expected very small overlap in beneficiaries. The three programs supported some of the same students from one year to the next as beneficiaries advanced through primary school.

<sup>13</sup> The indicators described to support the achievement of access are some of the same indicators supporting the achievement of enrollment and (for the SHN Program) attendance below. These indicators are repeated in the relevant sections further below for clarity of presentation.

<sup>14</sup> See Adelman and Holland (2015).

<sup>15</sup> Data based on the Demographic and Health Survey 2012 and *Enquête sur les Conditions de Vie des Ménages Après Séisme* (ECVMAS) 2012. Estimates are sample-based and vary by source because of the lack of a population census since 2003 and because efforts to build a reliable school census program were in progress at the time of ICR writing.



country—more than the expected 3,300 at the outset. However, an April 2018 phone survey<sup>16</sup> of teacher training graduates confirmed that the program was limited in its long-term impact because 43 percent of respondents were unemployed at the time of the survey. On the other hand, of the remaining employed respondents, 92 percent were working as teachers at the time of the survey, with 57 percent of those saying that the training program played a role in helping them obtain that job. Of those employed as teachers, 64 percent were working in public schools (most of whom have been absorbed as civil servants). Furthermore, 74 percent of respondents confirmed that they worked as teachers just after graduating, indicating that the program likely had a positive impact on the number of qualified teachers in primary classrooms. Finally, the teacher graduates reported a high rate of satisfaction with the program: 67 percent of respondents were satisfied, and 29 percent were somewhat satisfied. While no data are available to confirm whether the program indeed improved the quality of instruction, beneficiary satisfaction results along with the fact that the program incorporated an approach recognized as being effective for teacher training<sup>17</sup> make it reasonable to believe that the training program graduates who entered the teaching profession may have had improved content knowledge and pedagogical techniques as compared to the average teacher in the primary system who often relies on less-effective approaches to teaching—theoretical or memorization-based—or in some cases has no teacher training at all. It is also important to note that teaching materials developed for the FIA curriculum were well received across the Ministry, were perceived as best practice, and are currently being used by some teaching institutes. Given the above and without further evidence the impact of this program on education quality can be considered **Negligible**.

58. The second activity that had the potential to impact education quality aimed to use digital technology to complement in-person inspections of 100 schools, contributing to effective monitoring of the schools and of teacher attendance. The pilot program used smartphones to take photos of teachers in schools to monitor attendance. The photos were sent to a central server that could be accessed by school inspectors and MENFP officials. An impact evaluation of the pilot revealed that it had no effect on teacher absenteeism or student learning. This was driven in large part due to implementation delays and technical difficulties that hindered the pilot's smooth functioning. The impact of this activity on education quality is therefore **Negligible**.

59. The third activity, the *M'ap Li Net Ale* approach, benefited about 26,718 students in 299 schools. Its impact evaluation showed that there was substantial average improvement in foundational reading skills for the 299 schools included in the treatment group, as measured by the EGRA tool. For instance, grade 1 and 2 students benefiting from the lower-cost *M'ap Li Net Ale* approach for two-and-a-half years increased their knowledge of the sounds associated with letters by 64 percent; the number of familiar words read correctly in one minute by 22 percent; and their phonemic awareness, which prepares them for decoding and encoding the sounds of language in print, by 136 percent. Given the above, it is clear that the *M'ap Li* intervention had a substantial impact on improved quality of education for these beneficiaries. However, given the relatively small number of beneficiaries in relation to the size of the education system,<sup>18</sup> the impact of the intervention for the whole of the education system is **Modest**.

60. Considering the impacts of the achievements mentioned above, the achievement of improved primary education quality under the Project is rated **Negligible**.

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<sup>16</sup> The phone survey response rate was low, at 32 percent of graduates contacted (1,330 respondents), but these results provide some indication of the status of certified teachers post their graduation.

<sup>17</sup> The teacher training program incorporated two years of a classroom-based practicum with an accompaniment and support system by schools and teacher training institutes, to provide experiential learning and opportunity in a supervised manner to practice the techniques learned.

<sup>18</sup> About 20,000 schools, according to the April 2015 restructuring paper.

### Original PDO, part (c): Sustainable programs are implemented Rating : Negligible

61. The third aspect of the original PDO aimed to ensure that the programs implemented under the Project were sustainable by: (i) establishing a financing plan and a process for graduation from the full subsidies of the TWP for participating schools, ideally leading to the gradual incorporation of the tuition waivers into the education budget and (ii) with respect to the community-based school subcomponent, ensuring the progressive financing of community teacher salary payments by the Government as well as significant community involvement in the implementation of the community-based schools program (see tables 4 and 5 in annex 9 for detailed indicator values).

62. Though efforts were made to establish a financing framework or plan for the Government to take up recurrent sector activities to improve education access, these did not lead to lasting agreements or plans adopted by the Government. While the Government had launched the Universal, Free and Mandatory Schooling Program (*Programme de Scolarisation Universelle, Gratuite et Obligatoire*, PSUGO) in 2011—which initially financed fee waivers for public schools and tuition waivers for additional nonpublic schools following the Education For All (*Education pour Tous*, EPT) model—in August 2014 newly announced education measures indicated a shift in priorities, including favoring the financing of mainly public schools under this national program. Meanwhile, in line with available funds, the Project in coordination with other development partners phased out the financing of new cohorts under the TWP beginning in 2013/14,<sup>19</sup> which meant that the number of children benefiting from tuition waivers annually began to decline gradually as cohorts graduated from grade 6. Since the legal status of the National Fund for Education (*Fonds National pour l'Education*, FNE) was not approved until 2017,<sup>20</sup> there were no alternative sources of financing, allowing for the continued participation of additional cohorts. Thus, little progress was made during the Project's lifetime in making the public financing of nonpublic schools sustainable to support access. Despite this shortcoming, the Project's TWP intervention alongside the Government's PSUGO allowed to remain engaged and support the sustainability of the mechanism; this engagement and support materialized with the operationalization of the governance structure of the FNE, which will now be supported through the PEQH Project.

63. With respect to community-based schools, as reflected by the PDO-level indicator tracking the achievement of the sustainability outcome, the Government did not take on the financing of community-based teachers under the life of the Project (see table 4 in annex 9) though progress is being made under the new PEQH Project. However, community involvement in the implementation of the program was strong, with most schools continuing to operate even when facing a multitude of challenges throughout the duration of the Project. Despite the community-level commitment, the issue identified in the PAD as the main impediment to the sustainability of community-based schools in Haiti (the lack of a sustainable source of financing) was not resolved under the life of the Project. On the basis of the above, achievement of the sustainability aspect of the PDO is **Negligible**.

### Original PDO, part (d): Improved institutional capacity in the education sector Rating: Modest

64. The fourth aspect of the original PDO aimed to strengthen institutional capacity for service delivery in the education sector by providing technical assistance, training, and equipment for MENFP units and by financing student learning assessments and impact evaluations. Original activities related to the establishment of the ONAPE were

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<sup>19</sup> In addition to existing cohorts covered under the Project until graduating from grade 6, one incoming cohort of grade 1 students was covered in 2012/13. The Project stopped financing incoming grade 1 cohorts beginning with the 2013/14 school year, so a smaller number of cohorts were financed annually as each subsequent cohort graduated from grade 6.

<sup>20</sup> At the time of writing this report, the legislation legalizing the FNE had been ratified (in August 2017), but is not yet operational.



dropped. Transport equipment was provided to DDEs and to the central-level Directorate General to facilitate support to schools in 2014–15, which likely contributed to a continued increase in the percentage of school inspections in subsequent years.<sup>21</sup> As shown in annex 9 (tables 6 and 7), the positive evolution of indicator values supports the notion that providing additional means of accessing schools resulted in an improved ability to support and monitor schools. The original PDO-level end target of 95 percent of schools inspected once per year was not fully met; nevertheless, the end target achieved was 77 percent, with 73 percent of Project-financed schools inspected in the last year of implementation.

65. While the only PDO indicator tracking this outcome fell short of its target, it should be put in the perspective of several additional indicators of successful implementation of institutional capacity-building activities:

- a. To support MENFP baseline data collection for *M'Ap Li Net Ale* and other data collection initiatives (such as EGRA), training and technical assistance were provided on impact evaluations and data collection.
- b. The MENFP developed a QAS with technical assistance provided by the Project to establish school profiles based on agreed-upon quality standards. This approach piloted the definition of standards, the data collection, the establishment of school profiles, and their distribution to participating schools. This QAS laid the foundation for the establishment of a framework for the MENFP to monitor the quality of service delivery at the school level; the QAS model is currently being implemented under the new operation PEQH.
- c. Training and support were provided to PNCS staff to strengthen oversight of the SHN Program as well as establish the first operation manual governing the SHN Program.
- d. Training was provided to Education Departmental Directorates' engineers on para-cyclonic roof construction.
- e. Support was provided to strengthen the collaborative drafting of the multiyear sector operational plan, as evidenced by development partner comments on the draft.
- f. Lastly, under components 3 and 4, a round of EGRA and three impact evaluations were successfully implemented; three diagnostic sector studies were completed; and an enhanced TWP supervision approach was implemented in 2016/17 (see more details in the Factors Affecting Implementation section).

66. Despite the shortcoming related to the achievement of original PDO indicator 4, the successful implementation of strategic capacity-building activities supports a **Modest** achievement of the improved institutional capacity PDO.

#### Revised PDO, part (a): Enrollment in nonpublic primary education in select nonpublic primary schools in disadvantaged areas – Substantial

67. Revised PDO 1 continued to be measured by tracking the number of tuition waivers. As highlighted in table 8 in Annex 9, the cumulative number of tuition waivers provided over the life of the Project surpassed the end target.

68. Following the phasing out of the financing of new cohorts under the TWP beginning in 2013/14,<sup>22</sup> the number of children benefiting from tuition waivers annually gradually declined as cohorts graduated from grade 6, as displayed by IRI 1. This trend aside, the number of children financed annually also generally surpassed targets except for two school years. The 2015 impact evaluation of the TWP confirms the Project's contribution to nonpublic school enrollment. Findings showed that compared to a control group, TWP schools not only had more students enrolled, but also had more staff, higher student-teacher ratios (under 40 students per teacher) and were more likely to have remained open from 2002/03 through the 2011/12 school year. The program also reduced grade repetition and the share of students who are

<sup>21</sup> It is not confirmed whether other, non-Project factors could have also contributed to increased school inspections.

<sup>22</sup> In addition to existing cohorts covered under the Project until graduating from grade 6, one incoming cohort of grade 1 students was covered in 2012/13. The Project stopped financing incoming grade 1 cohorts beginning with the 2013/14 school year, so a smaller number of cohorts were financed annually as each subsequent cohort graduated from grade 6.

overage in participating schools. Though the evaluation cautions that it is not clear what share of the additional students enrolled in TWP schools came from other schools (versus students that were previously out of school), it concludes two points: (i) the large and significant increase in enrollments in TWP schools compared to control schools indicates—as expected—strong demand from families for education at lower cost and (ii) the fact that the growth in TWP school student populations is larger than the reduction in enrollment in control schools suggests that in addition to attracting existing students from tuition-charging schools, the TWP may have also drawn in children who would otherwise not have been in school. Focus groups findings further confirm the impacts of the TWP, with 59 percent of parents of TWP beneficiaries interviewed by verification firms noting that without it some of their children would not have been enrolled in grade 1.

69. Following the destruction caused by Hurricane Matthew, in three affected administrative regions the Project financed rehabilitation works (mostly to repair or replace school roofs or build semi-permanent shelters) in 91 schools, the distribution of 4,000 pieces of furniture for 24 schools, as well as the provision of 18,000 kits containing school materials for students, teachers, and schools. The successful execution of these activities facilitated restored access to schools post the hurricane, allowing the schools to reopen and thousands of students who wouldn't otherwise have continued to attend school that year to resume classes in early 2017.

70. Achievement of the outcome on enrollment of students in select nonpublic primary schools in disadvantaged areas under the Project is rated **Substantial**. Table 9 in annex 9 summarizes the intermediate-level achievements linked to the enrollment component.

#### **Revised PDO, part (b): Student attendance is maintained in primary education Rating: High**

71. This aspect of the revised PDO aimed to maintain student attendance in primary education by providing SHN services including deworming and vitamin A to children in disadvantaged areas, based on international evidence demonstrating increases in attendance in multiple contexts from providing in-school feeding.<sup>23</sup> The outcome aimed to maintain (rather than improve) attendance because at the time of the second restructuring establishing the revised PDO, the SHN Program had already been under implementation for a number of years and therefore its expected impact was maintenance of number of beneficiary children in school. Furthermore, obtaining a pre-intervention baseline on attendance was not feasible. The achievement of this outcome was measured using the PDO indicator introduced in 2014/15: attendance rate is at least maintained in schools benefiting from the SHN Program. Over the two school years that it was measured, targets were surpassed annually, with an end value of 88 percent attendance rate in SHN schools during the last year of its implementation (see table 10 in annex 9). At the intermediate level (see table 11 in annex 9), the Project also surpassed the planned number of cumulative SHN beneficiaries, serving a cumulative number of about 465,897 primary students over its lifetime. Besides originally planned SHN interventions, an additional 15,467 students also benefited from SHN services in the post-Matthew context over a period of six months, contributing to attract students back to beneficiary schools post the hurricane and restoring attendance in areas economically affected by the hurricane. Given the above, achievement of maintaining student attendance is rated **High**.

#### **Revised PDO, part (c): Sector management in education is strengthened Rating: Substantial**

72. This aspect of the revised PDO aimed to strengthen education sector management. The activities contributing to the outcome of strengthened sector management fall under four main categories: (i) national school registration and the

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establishment of reconciled data on schools as well as the development and testing of tools for assessing schools against service delivery criteria (QAS); (ii) the conducting of thematic sector studies; (iii) the development of a new education sector plan; and (iv) the conducting of monitoring reports, including namely EGRA<sup>24</sup> (see tables 12 and 13 in annex 9 for detailed indicator values).

73. Achievements related to these activities are: (i) a QAS was developed and piloted in a sample of 234 schools representative of the 10 administrative regions, leading to the development of school scorecards which were delivered to the schools. These school scorecards provide data on the performance of schools in relation to six dimensions,<sup>25</sup> allowing the MENFP to propose action items for improvement to the schools and helping the MENFP to identify trends at the school level and adapt its sector management policies and approaches. The PDO-level indicator tracking progress against strengthened sector management— “MENFP uses data on registered public and nonpublic primary schools to assess, categorize, and improve the quality of service delivery”— is related to this set of activities, and its end target was achieved at Project closing. School scorecards including action items for improvement were delivered to the representative sample of primary schools assessed in the previous year.

74. The achievement of this indicator represents important progress toward improved sector management for a system in which gaps between the MENFP regional and central levels can prevent representative and systematic data from being available about schools, let alone using that data to classify schools with scorecards and improve service delivery with school improvement plans. The pilot was successful on a small scale and important in terms of the establishment of key tools for the MENFP to better monitor progress toward improved learning conditions and outcomes in primary schools at the central and the decentralized levels. The scale-up of this activity is currently being undertaken under the World Bank’s currently financed education Project in Haiti, PEQH (155191).

75. In addition, (ii) three diagnostic sector studies were completed (a survey of local education officials and school directors on the communication and understanding of central policy directives; a mapping of donor activities across all levels of education; and an assessment of results from the 12 Measures policy document implemented by the MENFP); (c) the ten-year Operational Plan, while delayed from its anticipated development calendar, was drafted and shared with development partners for comments in May 2018; and (d) EGRA was successfully conducted and its results were made publicly available, allowing for the availability of student achievement data to guide sector management.

76. Some additional activities, tracked through the intermediate indicators below, also contributed to the outcome of improved sector management though their impact is not measurable:

- a. progress toward operationalizing a national school accreditation database, which for the first time would provide the MENFP with consolidated data at a national level on schools and their level of accreditation;
- b. the implementation of an enhanced supervision approach of the TWP based on school needs (providing closer support to lower-performing schools);
- c. the contacting of SHN beneficiary schools at least twice annually through a beneficiary feedback mechanism (phone surveys) to collect actionable feedback; and
- d. training to support technical and administrative capacity of MENFP actors.

77. These enhanced supervision mechanisms allowed for improved sector management by accompanying the

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<sup>24</sup> Some of the same activities that contributed to the achievement of original Project outcomes on capacity also contributed to the outcome of strengthened sector management.

<sup>25</sup> The dimensions are: leadership of the school director; school environment and student learning; pedagogical management; personnel and pedagogical resources management; community participation; and infrastructure.





MENFP in using the data they provided to make timely shifts in the effectiveness of the individual programs. They also went a long way in improving the visibility of the MENFP as a regulator and supervisor, likely incentivizing improved performance by TWP schools and by SHN service providers. Based on the above, achievement of strengthened sector management is **Substantial**.

### Justification of Overall Efficacy Rating

78. Overall efficacy is rated **Modest** for the period before the revision of the PDO because of the following:
- a. The programs designed to improve access were successfully implemented and have been proven in other contexts to improve access.
  - b. Quality of the teacher training program had good results, with 74 percent of participants working as teachers just after graduating, and the pilot program using smartphones to strengthen monitoring of schools and teacher attendance had no effect on student learning; and the implementation of the structured reading instruction approach had a substantial positive impact on students' learning, benefiting over 26,000 children.
  - c. Sustainability. The fragility of sector financing after the earthquake created significant challenges for the sustainability of activities which were originally planned to be taken over by the Government over time. As a consequence, the TWP entered a phase of progressive closure, thereby jeopardizing the sustaining of gains achieved in student enrollment. The Government was also unable to finance community-based teacher salaries under the life of the Project to help ensure the financial sustainability of that program. However, it is important to note that both these activities were carried over to the new World Bank-financed operation PEQH, that progress has been made in the nomination of community-based teachers, and that the PEQH Project is currently supporting the MENFP in the operationalization of the National Education Fund, which once implemented should significantly help in stabilizing the fragile sector financing.
  - d. Institutional capacity of training, technical assistance, and equipment were provided and lead to increase school inspections and the completion of several strategic activities for the sector which can be replicated or scaled up under the new Bank financed PEQH project.
79. Overall efficacy is rated **Substantial** for the period after the revision of the PDO because of the following:
- a. Enrollment. The impact evaluation of the TWP confirms that the program increased enrollment in participating schools as compared to non-TWP participating schools.
  - b. Attendance. Student attendance in SHN Program schools was higher than the baseline during both years that the PDO indicator was measured.
  - c. Sector management. QAS was developed and tested in a nationally representative sample of schools, allowing the MENFP to provide schools with scorecards including action items for improvement of service delivery. The Project established enhanced supervision mechanisms for the TWP and SHN Program.

## C. EFFICIENCY

### Assessment of Efficiency and Rating

Rating: **Modest**

#### Internal Rates of Return

80. The economic analysis (see annex 4) focuses on the interventions that aimed to improve access and support enrollment and attendance in primary education through four different approaches: (i) providing a daily morning snack and hot lunch as well as deworming and vitamin A to students in public and nonpublic schools; (ii) lowering the costs for poor families to send their children to school by waiving the tuition in select nonpublic schools; (iii) increasing the supply of schooling in Haiti's remote rural areas using a community-based approach; and (iv) rehabilitating schools that were affected by Hurricane Matthew in 2016.

81. Assuming there is no overlap between the beneficiaries of the four interventions and using Haiti's GDP per capita as a proxy for average expected income,<sup>26</sup> the internal rates of return (IRRs) resulting from this cost-benefit analysis are summarized in the following table (details in annex 4).

**Table 3: Internal Rates of Return:**

Discount rate	SHN Program	TWP	EPGCs	School rehabilitation	Total
5	25	20	19	25	22
8	22	17	16	21	18
10	19	15	14	19	16

82. The IRRs are close to the ones estimated at the appraisal of the Project in 2011.<sup>27</sup> A sensitivity test was performed reducing these estimated gains by 30 percent. Under this scenario, the IRR remains positive for all the activities, obtaining an overall IRR of 8 percent (10% discount rate).

83. In addition, this analysis is likely to underestimate the Project's true impact, given that it doesn't consider the gains that are harder to quantify in monetary terms, such as:

- Increased educational attainment in the population could potentially lead to an overall increase in productivity, resulting in improved economic growth.
- Educational attainment is positively correlated with several social benefits such as longer life expectancy, lower crime rates and higher civic engagement.
- 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.
- The Project financed activities aiming at improving the quality of education and reinforcing the institutional capacity of the MENFP that are not considered in the main analysis may have had a positive impact. In terms of quality, the impact evaluation of M'ap Li Net Ale found positive and significant literacy gains among the beneficiaries. In terms of institutional strengthening and governance, the training and mobilization of the

<sup>26</sup> As previously mentioned, there was likely minimal overlap in beneficiaries (see footnotes 14 and 16).

<sup>27</sup> 17 percent for the TWP, 16 percent for community-based schools, and 17 percent for the total Project, assuming a discount rate of 8 percent





community-based schools may have improved learning outcomes through better school management, and it is expected that the activities under component 3 will help the MENFP make more informed decisions and, therefore, allocate resources more efficiently.

### **Implementation Efficiency**

84. Several implementation challenges had a detrimental effect on the efficiency of the Project. Some challenges were beyond the control of the Project. First, the destruction caused by Hurricane Matthew resulted in damage to some of the Project's infrastructure investments, which meant additional funds had to be spent to repair them. For instance, school roofs had to be replaced for certain TWP schools and for five community-based schools and temporary shelters in the remaining community-based school sites had to be rebuilt. No specific data on costs of these losses were available at the time of ICR writing.

85. Second, the high turnover rate at the level of both the MENFP and PIU as well as tensions between the MENFP and the PIU also contributed to inefficiencies. Shifts in priorities and in strategic decisions at times resulted in wasted efforts by Project staff. For instance, the MENFP twice revised the school grade level for which EGRA should be undertaken, resulting in inefficient use of time by Project staff who had to prepare and re-prepare the sampling for the activity. Third, periodically lengthy and unsuccessful procurement processes that required time and effort for the PIU to manage also contributed to implementation inefficiency. The development of a teacher's guide, for example, which was eventually eliminated as a Project-financed activity, first suffered multiple unsuccessful bidding processes.

86. The community-based school subcomponent in particular—though it was a smaller-scale intervention and therefore its challenges had a moderate impact on the achievement of Project outcomes—experienced long delays in construction due to limited capacity of both the MENFP to manage the introduction of the new approach and of the communities to manage and justify school construction and operating expenses, leading to significant construction delays. Higher-than-expected unit costs of construction and the covering of teacher salaries by the Project also significantly decreased its cost-efficiency as compared to the appraisal-stage estimates.<sup>28</sup> This inefficiency (combined with a shift in MENFP priorities) was a part of the reason for the significant downward revision during restructurings of the number of participating communities and schools built.

87. The cost-benefit analysis shows a high economic return of the Project resources and most of the challenges affecting implementation efficiency were what would be expected in the education sector in a fragile country, and beyond the control of the Project, yet (i) the roll back of the TWP and its discontinuation along with the SNH, shifting GOH's priorities and lack of fiscal space to carry on these programs in a context where non-public providers still operate over 80 percent of primary schools undermine the sustainable efficiency of the investments in increasing access beyond the lifetime of the Project (ii) the low employment rate of the FIA program graduates, and GOH failure to take over recurrent sector activities; and (iii) multiple delays ensuing from institutional bottlenecks, high turnover in the MEFP, shifting GOH priorities, persistent fiduciary issues, and natural disasters hampered effective implementation, incurred additional costs, and largely weakened the Bank's efficiency. For these reasons, the overall efficiency of this Project is rated as Modest.

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<sup>28</sup> For instance, the sixth restructuring (May 2017) notes that over 50 percent of the budget allocated to the subcomponent had been spent on operating costs rather than construction as originally planned; Project Implementation Status and Results Report (ISR) no. 8 reported that with 50 percent of the original budget spent, only 5 percent of expected construction results had been produced by January 2016.

#### D. JUSTIFICATION OF OVERALL OUTCOME RATING

88. Overall outcome under the original Project objectives is rated Moderately Unsatisfactory, with 18 percent of total Project funds disbursed. Outcome under the revised Project objectives is rated Satisfactory, with 82 percent of total Project funds disbursed. Calculating the weighted value of the outcome rating under both objectives yields a rounded score of 4 (see table below), which translates to a final outcome rating of **Moderately Satisfactory**.

**Table 4: Application of Split Rating for Project Outcomes**

	Before Restructuring no. 2	After Restructuring no. 2
<b>Relevance of Objectives</b>	Substantial	
<b>Efficacy (PDO)</b>	Modest	Substantial
• PDO 1. Improved access to primary education	Substantial	(Replaced)
• Revised PDO 1. Enrollment in nonpublic primary education is supported		Substantial
• PDO 2. Improved quality of primary education	Negligible	(Replaced)
• Revised PDO 2. Student attendance is maintained in primary education		High
• PDO 3. Sustainable programs are implemented	Negligible	(Replaced)
• Revised PDO 3. Strengthened education sector management		Modest
• PDO 4. Improved institutional capacity in the education sector	Modest	(Dropped)
<b>Efficiency</b>	Modest	
<b>Outcome ratings</b>	Moderately Unsatisfactory	Moderately Satisfactory
Numerical value of the outcome ratings <sup>29</sup> (1)	3	4
Disbursement (millions)	US\$18.57 <sup>30</sup>	US\$84.64 <sup>31</sup>
Share of disbursement (%) (2)	18	82
Weighted value of the outcome rating [(1)x(2)]	0.54	3.28
<b>Final outcome rating</b>	<b>Moderately Satisfactory</b> (0.54 + 3.28 = 4.82, rounded to 4)	

#### E. OTHER OUTCOMES AND IMPACTS

##### Gender

89. Haiti is close to achieving gender parity in primary education. Thus, no specific gender-targeted actions were undertaken under the Project and there were no gender-specific impacts of the Project; its interventions targeted boys and girls equally. Some results framework indicators were gender-disaggregated and showed a close-to-equal proportion of male and female beneficiaries.

##### Institutional Strengthening

90. Historically, frequent political turnover in the Haiti context implies that capacity-building efforts should be ongoing and consistent to be effective. Institutional strengthening was a consideration at both the design and implementation stages of the Project. In addition the Project contributed to the institutional strengthening of the

<sup>29</sup> Numerical values associated with outcome ratings, as prescribed in the Operational Policy and Country Services (OPCS) guidelines, are: Highly Unsatisfactory (1), Unsatisfactory (2), Moderately Unsatisfactory (3), Moderately Satisfactory (4), Satisfactory (5), and Highly Satisfactory (6).

<sup>30</sup> Project amount disbursed through June 4, 2014.

<sup>31</sup> Project amount disbursed after June 4, 2014, from all financing sources.



MENFP as follows: (i) technical assistance was provided by the Bank on an as-needed basis—for example, to provide other country experiences and advice in the development of a QAS adapted for Haiti, leading to the improvement of the knowledge base and experience of the MENFP directorates involved in its implementation and (ii) the Project also introduced and successfully tested the use of call centers and just-in-time data as a mechanism to tap into beneficiary feedback on school feeding services to adjust implementation and improve service delivery. With this experience, an added boost was given to the MENFP’s experience in M&E. While the long-term impact of these actions is yet to be seen, continued implementation of these strengthened monitoring systems and the use of school-level data to inform service delivery and decision making have already begun to strengthen the MENFP’s management’s capacity.

### Poverty Reduction and Shared Prosperity

91. Intervening in primary education has well-established impacts on poverty reduction, by improving individuals’ productivity and thereby contributing to the economy. In the context of a country where over half of the population lives in extreme poverty, the Project contributed to the objective of poverty reduction primarily through its targeting based on the 2004 poverty mapping. Selection of the TWP and SHN Program beneficiary schools was based on this mapping. With respect to the TWP, beyond the poverty mapping there was further self-selection by schools into the program at the time of its establishment. Estimates showed that average tuition in nonpublic schools was about \$70 per child per year at the time of appraisal, while the per-student amount of the tuition waiver grant was US\$90 per student—in exchange for the school not charging tuition, providing textbooks, limiting class size to comply with MENFP standards, and hiring trained teachers, among other requirements. This grant amount would only be attractive to schools not charging more than the average tuition fees.

92. In addition, by targeting remote, rural communities that were previously underserved in terms of education services for the establishment of community-based schools, the Project supported shared prosperity by reducing inequities in service provision. The teacher training and community-based school programs both incorporated targeting of underserved communities in their design: the teacher training program, in the selection of teacher trainees, aimed to consider factors including whether teacher trainees were from underserved communities, based on the expectation that these future teachers would be more likely to return to their home communities to teach. The community-based school program targeted remote and underserved areas which have higher poverty rates than the national average, and in its eligibility criteria considered a community’s level of access to basic education services (to be eligible to participate, communities had to have at least 25 school-aged children currently out of school).

## III. KEY FACTORS THAT AFFECTED IMPLEMENTATION AND OUTCOME

### A. KEY FACTORS DURING PREPARATION

93. **Two years after the 2010 earthquake, the Project preparation landscape was characterized by fragility, a highly uncertain political situation and sector financing, and very low capacity of the Ministry of Education.** Set against this backdrop, like in many Fragility, Conflict and Violence (FCV) countries, the Project preparation team had to balance risk-taking and ambition of the Project’s design—with aspirations of sustainability and enhancement of quality of service delivery—against the situation of fragility. Ultimately, the Project decided it was important to set ambitious goals while subsequently allowing for the flexibility required to strategically adapt to changing context, sector needs, and circumstances.

94. **Incorporating lessons from previous operations, the Project design found a balance between approaches that**



had been previously tested and had proven successful in Haiti (TWP, SHN Program—which the Project aimed to improve upon) and innovations to Haiti that were to be experimented on a smaller scale. Within the previously tested and well-performing activities was a core of quick-disbursing activities supervised by the Government but implemented by non-state entities. These ‘quick wins’ were complemented by slow-disbursing activities such as those aiming to strengthen MENFP capacity and improve education quality. Such a design helped ensure that the Project kept pace with the Government’s limited implementation capacity while maximizing its positive impact for the MENFP and the education system.

95. **The Project was furthermore conceived to allow the smooth takeoff of most key activities, allowing for a relatively rapid launch of Project activities after the operation’s effectiveness** (notwithstanding Project-level procurement delays). In particular, the TWP, SHN Program, and accelerated teacher training already had systems and structures in place ready for continued implementation. Although there were plans for their improvement, the established implementation structures facilitated their prompt continuation under the EFA 2 financing. The community-based school component, while new in Haiti, was being piloted in a pre-Project phase in 10 communities which had begun providing lessons and informed the launch of a larger phase of the program in additional communities. This level of readiness for implementation facilitated the achievement of objectives, in particular with respect to the TWP and SHN Program, which began showing results within about a year of Project implementation.

## **B. KEY FACTORS DURING IMPLEMENTATION**

96. **The lifetime of the Project was marked by a long period of turmoil in the aftermath of the catastrophic January 2010 earthquake, acute political uncertainty due to a lengthy electoral process from October 2015 to February 2017, and by the devastating impact of Hurricane Matthew which struck Haiti in October 2016.** The volatile operating environment was accompanied by six changes in education ministers, seven different PIU coordinators, the last coordinator leaving the country due to security concerns in October 2017, three World Bank Project team leaders, and tensions between the MENFP and the PIU over the Project’s lifetime. While the operation was designed to be executed in a context of fragility, high volatility, and limited capacity, implementation was impacted by these events, affecting the achievement of some results. Despite these significant challenges and context of high fragility, the Project managed to reach its main objectives, achieve important results, disburse all funds, and set the stage for important policy dialogue and the subsequent World Bank-financed operation, which is currently underway. As an example, the Project team decided it was important to include sustainability and quality as part of the PDO at Project design, despite the reliance on GoH commitments and financial arrangements that this would entail. Ultimately the required commitments and arrangements were not solidified to fully achieve these objectives, but their inclusion in the Project’s design was instrumental in paving the way for important policy dialogue that shaped the design of the new World Bank-financed operation PEQH, which is geared around quality and sustainability.

97. **A fragile context, of low institutional capacity post the earthquake, political instability, high staff turnover, sector financing fragility, and a natural disaster—all contributed to shifting priorities—affected overarching Government ownership and led to an adaptive Project approach.** Sector financing fragility and acute political uncertainty due to a lengthy electoral process from October 2015 to February 2017, including the appointment of a transitional government, reduced the MENFP’s ability to take on challenging or politically sensitive aspects of the Project (such as the community-based schools, school accreditation, and the hiring of teachers from the national budget). At various times, the PIU was not fully staffed due to turnover of some of its most critical or most experienced staff (such as PIU coordinators, procurement and FM specialists, and the internal auditor). These events affected MENFP priorities as well as the capacity and morale of MENFP and PIU staff. Each of these events and transitions constituted a risk to the



achievement of Project outcomes; each time, the Project team established interim arrangements to prevent interruptions to implementation; engaged with the new staff, informing them of Project objectives, activities, and procedures; and re-examined and in some cases adapted the fit of the Project in relation to shifted MENFP priorities. This flexible approach helped ensure that the Project remained relevant, realistic, and achievable, facilitating achievement of the PDO including during an extremely difficult (post-disaster) period. Over time, the Project had to periodically adapt and adjust activities, indicators, and targets to cope with sector risks, shocks, and shifting Ministry priorities. Given the political, financial, and institutional capacity limitations of the sector and its context, this 'trim-to-fit' strategic approach enabled the Project to respond to and provide the required flexibility and adaptability to produce results, supporting the sector as it needed it the most in a highly fragile and fluid context.

98. **The Project featured clear objectives; however, achieving the original quality and sustainability objectives were ultimately beyond the realistic scope of the Project given the fragile country context.** The frequent turnovers in education the decision makers, often result in shifts in financing priorities. The achievement of these two objectives relied on assumptions that would take time to achieve, and whose achievement was at risk of not being met.

99. **In response to this need for flexibility and adaptability and the context of fragility and low institutional capacity, starting from about the second half of the Project (after the midterm review), the Project implementation team established new mechanisms increasing the focus on the quality of implementation.** In particular, enhanced component-specific supervision and implementation support approaches were tested and established for the TWP and the SHN Program<sup>32</sup>. The approaches included (i) beneficiary feedback mechanisms (such as a hotline and frequent phone surveys linked to the SHN Program to report complaints or ask Project-related questions); (ii) the regular collection of data from phone surveys and independent verification firms for the tracking of progress and for making adjustments in implementation quality; and (iii) the use of data from surveys and independent verifications during Implementation Meetings with Ministry staff, implementing NGOs, PIU staff, and the World Bank team to identify bottlenecks, resolve issues, and enhance accountability of all actors. For the TWP, the approach included closer supervision of less-compliant schools, the introduction of scorecards for each TWP school, as well as more frequent visits to the 20 percent schools that showed lower compliance during the previous year. Thus, the TWP and SHN Program—which had tended to encounter important delays in implementation at the start of each school year (in making timely tuition waiver payments to schools and recruiting SHN service provision firms on time for the services to begin at the start of the school year)—were implemented on time for the last three years of the Project. Additionally, beneficiaries as well as Project staff noted a marked improvement in the quality of these programs. For instance, more detailed verification of SHN service provider bids from the nutritional perspective resulted in the identification and elimination of proposed school menus not fully meeting the program's minimum calorie-per-meal requirements. For the Project as a whole there was also improved compliance with legal covenants, improved implementation timeliness and quality due to more rapid and proactive identification and resolution of bottlenecks and issues, and an overall increase in the efficiency and performance of the Project, as evidenced by its higher performance ratings on nearly all aspects in the final two years of implementation, despite the continued fragility and challenges linked to the operating context. All in all, the enhanced approaches maximized Project impact and facilitated the achievement of the PDO.

100. **Hurricane Matthew, strongly affected the education sector and the use of remaining Project funds.** On October 4, 2016, the hurricane struck Haiti's southern regions with 140 mph winds and heavy rains causing major flooding and affecting nearly one-fifth of the country's population. According to the Government's post-disaster needs assessment, the country's social sectors—including education—were the most affected by the disaster, making up 40 percent of the

<sup>32</sup> A complaint to INT was made in 2014 that led to the debarment of two firms. Strengthened supervision mechanisms were recommended by INT and put in place as part of this enhanced supervision approach.



hurricane's total impacts. Damages and losses in the education sector were estimated at US\$134 million. In total, 916 primary schools were affected, putting about 150,000 children and adolescents at risk of having their schooling interrupted during the school year. At the Project level, ISRs indicated that at least 60 out of about 100 schools financed by the TWP were still closed in December 2016, two months after the hurricane. Community-based schools were also affected, most of them losing their roofs. Project-financed school feeding services were interrupted in seven schools as well. In response, development partners, the MENFP, and PIU, via the Project, quickly identified and mobilized existing financial and human resources toward emergency response, including increasing SHN activities and rehabilitating schools or providing semi-permanent shelter. As a result, SHN service provision in Project-affected schools was restored and post-hurricane SHN activities were launched within two months; within five months, school and student kits and furniture had been distributed to schools and rehabilitation works were nearly completed in about 20 schools; and within 16 months post the hurricane, 30 schools had been rehabilitated and 61 semi-permanent shelters were built. The swift and effective response by the Project helped mitigate the impact of the disaster on Project outcomes and on the education system as a whole.

#### **IV. BANK PERFORMANCE, COMPLIANCE ISSUES, AND RISK TO DEVELOPMENT OUTCOME**

##### **A. QUALITY OF MONITORING AND EVALUATION (M&E)**

###### **M&E Design**

101. The Project's theory of change (both pre-PDO revision and post-PDO revision) was clear with logical links between Project activities, outputs, and expected outcomes and with appropriate indicators identified to monitor progress toward the outcomes. The original Project was monitored using a results framework consisting of a total of 16 indicators, including four PDO-level (outcome) indicators and 12 intermediate-level (output) indicators. The main challenge with respect to the original Project was the unavailability of data to measure the outcomes on education quality and access. The second restructuring addressed this during the PDO revision, better adapting indicators to make them more measurable and based on available data. This issue aside, the M&E arrangements (for both the original and restructured Project) were given due consideration and were clearly described in the PAD or other Project documents—including the data collection methodology for each indicator, MENFP directorates responsible for their collection, and indicator definitions—and relied on a combination of MENFP and external data collection and analysis.

102. After the six Project restructurings, the final results framework had grown to consist of 26 total indicators (minus the nine indicators dropped over the Project's lifetime). These included three PDO-level and 23 intermediate-level indicators. A piecemeal approach to the results framework revisions, particularly at the intermediate level—motivated by the goal of reflecting the (frequent) revisions to the Project to remain aligned with MENFP priorities—meant that indicators were frequently (during four of the six restructurings) revised, dropped, or added and end targets adjusted. This resulted in a complex overall final design of the results framework and made it difficult to keep track at a global level of the final expected outcomes and the Project's definition of success. The high number of indicators also likely complicated the tracking and analyzing of output-level data.

103. During implementation, however, the M&E arrangements were further clarified by the Project team (with the advice of the World Bank's Fragile States Hub) through the development of a data monitoring plan which defined in greater detail, among other things, the indicator definitions and calculation methodologies and assumptions linked to the implementation of the results framework.





## M&E Implementation

104. An adequate M&E system with methodologically sound approaches for collecting data was established to allow the tracking of Project outputs and outcomes. Data for tracking implementation came from a mix of data collected by the MENFP and data collected by independent monitoring agencies. In the implementation of the M&E system, however, due to gaps in MENFP M&E planning and data analysis capacity, the Project M&E function was not well integrated into Ministry institutional structures; the PIU conducted a follow-up and was the *de facto* receiver and consolidator of the data, which was not strongly owned by the MENFP. Furthermore, as a result of competing priorities at the MENFP, the gaps in capacity and ownership, and the late recruitment of external monitoring agencies, the timeliness of the production of education data suffered during the first half of Project implementation. However, the enhanced Project implementation support mechanisms also allowed for closer follow-up of M&E implementation, improving its timeliness in the second half of the Project and allowing it to fully inform Project implementation as described in the section on factors affecting Project implementation.

## M&E Utilization

105. In the first half of the Project, delays in data reporting impeded certain aspects of M&E utilization because by the time accurate data were made available, implementation of activities during the school year was frequently over, so only adjustments relevant to subsequent school years were feasible. In addition, limited human resources capacity on M&E at the level of the MENFP, PIU, and World Bank teams meant that, even if data were available, its analysis was not among the top priorities, in the context of a high volume of activities requiring sustained attention. Following the implementation of the enhanced Project implementation support approach, the feedback loop between implementation and planning for subsequent activities was strengthened—both through timelier reporting on results framework indicators and also through additional data collection efforts including phone surveys and hotlines, allowing for additional data on Project performance complementing the results framework to be available sooner to the Project team. The World Bank's team also supported the MENFP on complementary efforts such as developing a database of TWP beneficiary schools and collecting and efficiently organizing data on the community-based schools. The strengthened feedback loop allowed for data to more immediately inform project management and decision making. Lastly, the project was able to conduct two impact evaluations (of the TWP and M'ap Li) which were used to refine project intervention or advance the dialogue to benefit the forthcoming operation).

## Justification of Overall Rating of Quality of M&E

106. Quality of M&E is rated **Substantial** in light of: (i) M&E design that was aligned with the Project's theory of change; a data monitoring plan was established with clearly defined indicators and methodologically sound approaches for data collection and analysis were used, despite a complex intermediate indicator results framework in terms of the volume and piecemeal approach to the introduction of those indicators; (ii) M&E implementation that was not fully integrated into the MENFP but was strengthened over time to improve timeliness of data collection, analysis, and reporting; (iii) M&E utilization that was initially less than optimal, but also improved over time to inform project management and decision making in a timely manner.

## B. ENVIRONMENTAL, SOCIAL, AND FIDUCIARY COMPLIANCE

107. **Environmental and social safeguards compliance.** During preparation, the Project was classified as an environmental category B - Partial Assessment, and two World Bank operational policies and procedures were triggered:



OP/BP 4.01 (Environmental Assessment) due to planned school construction and OP/BP 4.04 (Natural Habitats) given the use of charcoal for cooking as a common community contribution to the SHN Program. Since the exact location of community-based schools was not known before Project implementation, as per OP/BP 4.01, an Environmental and Social Management Framework (ESMF) was prepared and publicly disclosed, which outlined how school construction sites would be selected and how potential adverse environmental impacts at these sites would be identified, minimized, mitigated, and managed. Potential adverse impacts were expected to be on a small scale in time and space, related to construction impacts and cooking fuel during school cooking. With regard to the use of charcoal, it was planned that the Project would work to identify alternative energy sources for school cooking.

108. With respect to social safeguards, at the preparation stage it was expected that the Project would not support activities resulting in involuntary resettlement as defined under OP/BP 4.12 (Involuntary Resettlement), so this policy was not triggered. It was planned that any sites requiring involuntary resettlement or that affected critical natural habitats, forests, or physical cultural resources would be screened by the MENFP's local offices during the approval process of community Projects.

109. During implementation, the Project complied with the natural habitat safeguard policies; the Project contributed by providing improved cook stoves in schools that benefited from the enhanced emergency SHN Program in schools affected by hurricane Matthew. However, over the life of the Project two cases of involuntary resettlement occurred under the community-based school subcomponent. Following delays in training community members on the ESMF, the first case of resettlement was identified during Project supervision in late 2013 and affected six families (18 people) in the community of Rosier. As corrective action, a Remedial Resettlement Action Plan was prepared and publicly disclosed and agreements were reached between the Government and the affected families who received compensation and assistance—including the reconstruction of their homes—per their entitlements under OP 4.12 on Involuntary Resettlement.<sup>33</sup> The Project furthermore prepared a Resettlement Policy Framework (RPF) (also publicly disclosed) which clarified the resettlement principles, organizational arrangements, and criteria for land acquisition and minor resettlement. The application of OP 4.12 was then triggered under the second Project restructuring, taking into consideration this case and the scarcity of available land in some of the Project locations. Visits were conducted at the other already-identified community-based school sites to screen for further cases of resettlement. For additional sites yet to be identified, the ESMF's existing screening tool was updated to include identification of resettlement impacts and used to screen new communities being selected for participation in the program.

110. The second case of involuntary resettlement, reported in the June 2016 ISR, affected one family (four people)<sup>34</sup> and followed the established protocol, including by developing and implementing an Resettlement Action Plan (RAP) and compensating the affected people as per OP 4.12.<sup>35</sup> Following the impacts of Hurricane Matthew, five of the six homes built in Rosier which had been damaged were rehabilitated. In addition, in 2016/17 training sessions were held on environmental and social management for MENFP officials, regional education directorates, and community members; the RPF was updated; and an environmental and social management plan was developed for each of the 61 communities participating in the community-based school program.

111. **Fiduciary compliance - FM:** Audit and financial reporting requirements were met albeit with delays and some non-compliance that had to be corrected by the client during Project implementation.

<sup>33</sup> Rosier report (final report was reported as attached to ISR no. 9). See *Rapport semestriel de suivi Avril-Septembre 2016* (p. 23).

<sup>34</sup> ISR no. 10 states that this case affected only one person, but the Government's documentation reports it affected one family of four people.

<sup>35</sup> See *Rapport semestriel de suivi Avril-Septembre 2017* (p. 15). Cite supporting documentation.





112. For the most part, task team rating was Moderately Satisfactory (for 8 out of the 13 ISRs) after an initial period as Satisfactory (for the first two ISRs); during some instances, the rating dropped to Moderately Unsatisfactory (for 3 ISRs).

113. Regarding FM ratings, a downgrade to Moderately Unsatisfactory in 2015 was mainly due to untimely submission of the Interim Financial Report (IFR) and non-performance of accounting for transactions and monthly routine account reconciliations for the 2014–15 fiscal year owing to information system setting issues. The subsequent downgrade to Unsatisfactory, which was maintained during two FM supervision periods until the June 2017 FM supervision (error in FM PRIMA system which lead to the system showing Unsatisfactory when the report was Moderately Satisfactory for FM supervision mission 5), was mainly due to:

- a. Human resources: Absence of FM Specialist in charge of the Finance and Accounting Department since September 30, 2015.
- b. Accounting, financial reporting, and internal controls: Accounting for transactions and monthly routine account reconciliations for the 2014–15 and 2015–16 fiscal years were not performed.
- c. Accounting and financial reporting: No financial information was available on disbursement by source of financing and expense category. IFRs were not submitted since June 2014.
- d. Disbursement requests: Since accounting information for the fiscal years 2014–15 and 2015–16 was not maintained, no Statement of Expenditures documenting expenditures was prepared or submitted to the World Bank.
- e. External audit: The 2013–14 external audit report was issued with a qualified opinion due to (i) the non-segregation of Caribbean Development Bank disbursements from World Bank financing, (ii) unsupported expenses for US\$3,770,733 and US\$3,766,134, respectively, and (iii) errors in presentation related to exchange rates.

114. The Government's implementation reports at times noted that its FM team encountered challenges in the use of the Project's FM software. Delayed payments to service providers and beneficiaries during a portion of the Project's life were also reported to have delayed the implementation of Project activities. To address these issues, including the shortcomings listed above, FM action plans were developed and implemented, and the World Bank team provided closer support to and follow-up with the PIU. The final FM supervision conducted in February 2018 had a Moderately Satisfactory rating.

115. **Fiduciary compliance - Procurement:** Aside from the first two ISRs which noted Satisfactory procurement performance ratings, the Project's procurement ratings were consistently Moderately Satisfactory, largely due to the following moderate shortcomings: delays in procurement execution (delayed starts of procurement processes combined with lengthy bidding processes) and challenges in the PIU maintaining high quality procurement documentation. These shortcomings contributed to implementation delays on key Project activities (such as the recruitment of TWP verification firms and SHN service providers). The Government's implementation reports also repeatedly cited the unrealistic programming of too many procurement activities at once as a source of slow procurement execution. To help address these issues and mitigate the risk of additional delays, the World Bank provided close and frequent procurement support through much of the Project's implementation period, including with country office-based staff. Over the Project's implementation period, some additional measures also lightened the Project's procurement load and aided in the more efficient execution of the Project. These measures were, namely, periodic increases in procurement thresholds that required the World Bank's prior review in Haiti and, at the Project level, the establishment of multiyear contracts for certain recurrent activities (such as independent service verification, food service providers, audit) which were usually implemented by the same service providers year after year.

## C. BANK PERFORMANCE

### Quality at Entry

Rating: **Moderately Unsatisfactory**

116. The World Bank supported the preparation of a Project that was relevant to national priorities and to the World Bank's priorities in Haiti as expressed in the FY2016-19 CPF, including through its effective targeting of poor and underserved populations. In its design, the scope of its objectives was broad and ambitious—arguably too much so—in that some objectives depended on political decisions beyond the Project's control and were set in a context of fragility. However, the theory of change was clear, and the choice of activities addressed the key sector challenges, incorporated lessons learned, and found a balance between innovations and the tried-and-tested, as well as between quick wins and activities that would take more time to implement, disburse, and show impact. The Project was also ready for implementation at the time of its effectiveness. M&E arrangements were given due consideration, as were environmental, social, and fiduciary aspects. Yet, the design of the project was overly ambitious in a context of high fragility, very low capacity, and political uncertainty coupled with very little appetite for reform and this led to the recalibration of the PDO and indicators in the restructuring which finally enabled the project to achieve results.

### Quality of Supervision

Rating: **Satisfactory**

117. With respect to implementation supervision, the World Bank supported the Project's continued relevance over the course of its life, including by working with the MENFP to revise the PDO, adjusting it to ensure its measurability and achievability. Triggering the World Bank's Involuntary Resettlement policy allowed for the application of a protocol to ensure the proper resolution of the displacement of families on land designated for community-based school construction; the team used this case to produce a report that highlights challenges and opportunities of carrying out social safeguards policies in Haiti. Responding to the complexity of the Project following repeated restructurings and to the implementation challenges associated with the fragility of the context, the World Bank's task team actively sought and obtained additional internal funds and strengthened its implementation support approach through low-cost data collection, process simplification, increasing its human resources capacity, presence on the ground, and its follow-up of Project timeliness and implementation quality. The World Bank played a key role in supporting the government in designing monitoring activities, including low-cost surveys and other analyses on the PIU and Project functioning, allowing them to identify new ways of working effectively with the MENFP and PIU, and designing (in close consultation with the MENFP stakeholders) enhanced subcomponent supervisions approaches, thereby maximizing the Project's development impact. Likewise, the World Bank provided relatively frequent and intensive fiduciary and safeguards support including through missions and training sessions. With respect to M&E, the World Bank over time also strengthened the feedback loop allowing for the real-time collection and utilization of data to make meaningful improvements in Project implementation. The World Bank's ability to strengthen supervision over time and experiment with innovative supervision methodologies was greatly enabled by its ability to seek and mobilize significant sources of Trust Funds (GPE, TSFCB, REACH, Nordic Trust Fund, and so on) and to produce Non-Lending Technical Assistance to strengthen the Project's impacts.

### Justification of Overall Rating of Bank Performance

118. The overall World Bank performance is rated as Moderately **Satisfactory** based on moderately unsatisfactory performance in ensuring the quality at entry of the Project and satisfactory quality of supervision.

#### **D. RISK TO DEVELOPMENT OUTCOME**

Rating: **High**

119. The Project's achievements in relation to student enrollment and student attendance are at high risk of reversal because of the lack of established mechanisms ensuring the financial sustainability of the TWP and SHN Program. Following the shift in 2013/14 in the TWP to no longer financing new cohorts, no new sources of financing have been established to continue the program beyond its final year in 2017/18.<sup>36</sup> Contributing to this state of affairs, the PSUGO also stopped financing all nonpublic school cohorts in the 2016/17 school year because of resources allocated to the program not keeping pace with spending commitments and the perceived low quality of nonpublic schools in its program. The World Bank estimates that this situation puts nearly 700,000 students at risk of not being able to access school, given that it has shifted the burden of primary education back to poor families and no plans to expand public education to compensate have been established. On the other hand, the cohorts that were supported through their primary education by the Project will experience lasting and sustainable impact from the TWP intervention through the increased access and quality of education they received which they would not have otherwise received. With respect to student attendance, the Project stopped financing SHN services in 2016/17, and as of the time of writing of this ICR, no financing was available or planned from the World Bank or other development partners to take up service provision. Similar to the TWP, this places the SHN Program at a high risk of not continuing, given the Government's limited ability to finance it using national funds. Nonetheless, similar to the TWP, the impact of the SHN intervention on the lives of students who benefitted from the program (learning preparedness, attendance, and health during intervention years and beyond) is sustainable in the long term. Through the TWP and SHN interventions, directors and teachers were trained, school books and nutrition were provided to students, their capacity increased, and new data collection methodologies were implemented that showed positive results. These can be considered sustainable results in and of themselves for the targeted beneficiaries.

120. With respect to community-based schools, the sixth restructuring launched the phasing-out of this activity, which included a phasing-out of the support to new cohorts starting in 2017. Cohorts currently in the program will be covered until graduating grade 6 under the new PEQH Project. In terms of sustainability, progress was achieved toward the end of the Project; the MENFP started working on teacher nominations in early 2018 and in September 2018 (shortly after Project closing) the MENFP announced the nomination of 149 of the 270 community-based school teachers previously supported under the Project. Further nominations are underway.

121. The legal ratification of the FNE in August 2017 should provide the framework for a sustainable source of financing to finance school enrollment and attendance in the future, but the establishment of this fund will likely encounter a new set of challenges during its operationalization due to some its funds being spent before its legal ratification. In addition, the PEQH provides financing for the development and implementation of a replicable model for results-based financing of nonpublic schools, which could provide a new, more financially sustainable education access partnership model between the Government and nonpublic schools.

122. One of the innovations under the Project, the QAS, is being taken forward in the PEQH. It aims to put the QAS at the foundation of the MENFP's efforts to ensure access to a quality primary education through a data and results-oriented approach. The PEQH Project's development objectives are to (a) strengthen public management of the education sector (in part through the QAS), (b) improve learning conditions in selected public and nonpublic primary schools (also using the QAS), and (c) support enrollment of students in selected public and nonpublic primary schools. Project components

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<sup>36</sup> The final cohort of students covered under the TWP graduated from grade 6 at the end of the 2017/18 school year and was financed under the subsequent World Bank-funded operation (PEQH).



seek to strengthen the technical capacity of relevant units within the MENFP to improve service delivery and overall educational governance, improve access to quality public primary education through a public school improvement model as well as support to SMCs in poor communities, and support access of poor children to nonpublic schools while increasing the quality of education in those schools by providing support to the design and implementation of a results-based financing program. As part of these PEQH activities, the development and adoption of the QAS is being financed. It aims to articulate and track progress on key dimensions that matter for education outcomes, increase school accountability for improvement, and promote the efficient use of public financing. More specifically, the PEQH supports the Government in putting in place the systems and the technical capacity for administering and implementing the QAS in order to apply its tools to monitor and measure school progress, develop and improve plans in public schools, and enable nonpublic schools to meet eligibility requirements for public financing. The PEQH also allocates resources and places particular attention on the continued strengthening of the MENFP's capacity to support the development and implementation of the new models proposed under the Project, as well as to continue to support enhanced education sector management.

## V. LESSONS AND RECOMMENDATIONS

123. **In a context of high fragility, there needs to be a balance between ambition/risk-taking appetite at project design and flexibility during implementation to adapt the Project's targets to respond to changing circumstances and needs.** As discussed in Section III.B, setting ambitious goals should not necessarily be seen as a shortfall, but rather as a strategic decision that will be faced by most FCV project preparation teams. In contexts of fragility, planning is difficult and establishing project objectives whose scope relies on government commitments is risky given the often frequent and unexpected changes to the political, economic, and (at times) natural landscape. However, if well assessed, the rewards might be worth the risks and might embody the World Bank's role as a catalyzer for impact and change. World Bank teams should carefully consider the risks to development outcome, including by identifying possible alternatives and building the required flexibility into project design to adapt to changing circumstances (see point below).

124. **Project preparation and design in FCV countries should focus on simplification and building in the required flexibility to nimbly adapt to fluctuating sector priorities.** In circumstances of fragility and vulnerability, project design should focus on setting interventions and milestones as building blocks to reach broader objectives. Project implementation would then measure achievement of these building blocks to communicate and adapt to the operating environment. As such, in FCV countries it is recommended to: (i) simplify project design as much as possible and streamline and consolidate the number of activities to allow for a greater focus on key strategic engagements, freeing capacity to hurdle over implementation challenges and increasing supervision support; (ii) establish a great amount of flexibility into the project's design to enable it to nimbly adapt to changing circumstances and priorities; (iii) include backup options for the risky scenarios so as to minimize the risk of not achieving project objectives relying on medium- to longer-term Government commitments; and (iv) allow ample time in project implementation to achieve such objectives. In the case of the new PEQH Project, these lessons learned were carefully integrated into the Project's design, and one-and-a-half years into Project effectiveness these have proven instrumental in the Project's ability to move forward despite very challenging circumstances.

125. **Close implementation support and supervision—aided by financial and human resources that are commensurate with a project's scale and with the complexity of providing implementation support—is critical in a fragile and low-capacity context.** Supervision in close proximity (including through co-based staff and more frequent World Bank missions) was an effective approach to providing implementation support. It allowed for faster identification of issues; closer procurement, FM, and safeguards support; and generally, more effective identification and resolution of



issues due to a closer physical proximity. Without the World Bank team's efforts to obtain additional funds for supervision and non-lending technical assistance, such internal enhancements would not have been possible. Moreover, in such a fragile context, project teams may need to expect to have to continually work to counter the impacts of high staff turnover, including by staying in active communication with incoming government and PIU staff and by working to foster capacity of and ownership by incoming stakeholders through dialogue and periodic training sessions. Lastly, analytical work conducted by the Bank team provided valuable resources for data collection, improved implementation, deepened sector dialogue, and the team to be able to accompany the Ministry in finding innovative solutions to issues encountered.

126. **Strengthening the feedback loop between the data produced from implementation monitoring and planning for subsequent activities and implementation improvements greatly benefits M&E utilization and implementation monitoring of projects.** The use of multiple phone surveys annually to obtain real-time data from beneficiaries at several levels of the service delivery chain (for example, parents, schools directors, teachers, teacher-trainees) was combined with close analysis of independent verification reports, allowing for timely identification of trends, strengths, and weaknesses in implementation. This approach was accompanied by the establishment of protocols and procedures to respond to the findings, which improved implementation supervision and quality and contributed to the MENFP's visibility in terms of its supervisory function. The feedback mechanism was further strengthened through periodic debriefings on supervision missions with civil society organizations. This strengthened feedback loop in turn resulted in higher accountability of all stakeholders involved (Ministry, PIU, implementing firms, and World Bank teams), which was lauded by project stakeholders and civil society.



ANNEX 1. RESULTS FRAMEWORK AND KEY OUTPUTS

A. RESULTS INDICATORS

A.1 PDO Indicators

Objective/Outcome: The objective of the Project is to support: (i) enrollment of students in select non-public primary schools in disadvantaged areas;(ii) student attendance in select public and non-public primary school

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Enrollment of students in select non-public primary schools in disadvantaged areas: Number of tuition waivers financed in non-public schools	Number	80000.00	0.00	482000.00	437905.00
		03-Oct-2011	03-Oct-2011	30-Jun-2018	30-Jun-2018

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Student attendance in select public and non-public primary schools in disadvantaged areas: Attendance rate is at least maintained in schools	Percentage	78.00	0.00	78.00	83.50
		20-Apr-2015	20-Apr-2015	30-Jun-2017	30-Jun-2017



benefiting from the school health and nutrition program					
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Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
MENFP uses data on registered public and non-public primary schools to assess, categorize, and improve the quality of service delivery.	Text	MENFP has registered all public and non-public primary schools requesting a school identity card (2014-2015)	None	School scorecards including action items for improvement are delivered to a representative sample of primary schools assessed in previous year.	School Quality Assurance System criteria and tools to measure service delivery quality are developed and tested.
		20-Apr-2015	20-Apr-2015	29-Jun-2018	29-Jun-2018

Comments (achievements against targets):

## A.2 Intermediate Results Indicators

**Component:** Component 1 – Support to Primary Education Enrollment

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of children enrolled	Number	80000.00	0.00	45000.00	73000.00



in tuition waiver schools (annual, non-cumulative)		03-Oct-2011	15-Mar-2016	30-Jun-2017	30-Jun-2017
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Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of additional classrooms built or rehabilitated at the primary level resulting from project interventions.	Number	0.00	0.00	21.00	21.00
		03-Oct-2011	02-Feb-2017	30-Jun-2018	30-Jun-2018

Comments (achievements against targets):

**Unlinked Indicators**

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Communities receiving Grants	Number	0.00	0.00	57.00	57.00
		03-Oct-2011	02-Feb-2017	30-Jun-2018	30-Jun-2018

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
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Textbooks per pupil in tuition waiver schools (non-cumulative)	Number	3.00 03-Oct-2011	0.00 02-Feb-2017	3.00 30-Jun-2017	3.00 30-Jun-2017
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Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of Tuition Waiver Program (TWP) schools publicly posting annual expenditure reports (non-cumulative)	Percentage	0.00 10-Oct-2014	0.00 16-May-2017	95.00 30-Jun-2017	90.30 30-Jun-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Direct project beneficiaries	Number	150000.00 03-Oct-2011	0.00 24-Feb-2017	6000.00 30-Jun-2018	184000.00 30-Jun-2018
Female beneficiaries	Percentage	50.00 03-Oct-2011	0.00 24-Feb-2017	50.00 30-Jun-2018	48.63 30-Jun-2018

Comments (achievements against targets):



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Teachers recruited or trained	Number	0.00	0.00	3570.00	3570.00
		03-Oct-2011	16-May-2016	30-Jun-2018	30-Jun-2018

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Children participating in integrated nutrition/health program (annual, non-cumulative)	Number	70000.00	0.00	92000.00	92000.00
		03-Oct-2011	24-Feb-2017	30-Jun-2017	30-Jun-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Cumulative children participating in integrated nutrition/health program (cumulative)	Number	70000.00	0.00	464000.00	464000.00
		15-Jul-2011	24-Feb-2017	29-Jun-2018	29-Jun-2018

Comments (achievements against targets):



Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Students benefitting from improved reading instruction approach (M'ap Li Net Ale) (non-cumulative)	Number	0.00	0.00	16807.00	16807.00
		04-Jun-2014	16-May-2016	30-Jun-2016	30-Jun-2016
<b>Comments (achievements against targets):</b>					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Cumulative Students benefitting from improved reading instruction approach (M ap Li Net Ale)	Number	0.00	0.00	26718.00	26718.00
		04-Jun-2014	24-Feb-2017	29-Jun-2018	29-Jun-2018
<b>Comments (achievements against targets):</b>					
Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
The school registration database is operational	Text	No	MENFP school registration database is operational	MENFP school registration database is operational	MENFP school registration database is under development
		20-Apr-2015	16-May-2016	30-Jun-2018	30-Jun-2018

**Comments (achievements against targets):**

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of schools inspected at least once per year by the MENFP (non-cumulative)	Percentage	0.00 03-Oct-2011	0.00 24-Jun-2015	95.00 30-Jun-2017	84.20 30-Jun-2017

**Comments (achievements against targets):**

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Diagnostic sector studies completed	Text	Diagnostic sector study not designed and student mentoring pilot not developed 10-Oct-2014	Diagnostic sector studies completed 30-Jun-2018	Three diagnostic sector studies completed 30-Jun-2018	Diagnostic sector studies completed 30-Jun-2018

**Comments (achievements against targets):**

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Targeted supervision	Text	No	yes	Not Applicable	Yes



approach of the Tuition Waiver Program based on school needs is implemented		30-Jun-2014	24-Feb-2017	29-Jun-2018	24-Feb-2017
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Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
MENFP develops a multi-year sector operational plan	Text	No multi-year sector operational plan	Sector Operational Plan Developed	Sector Operational Plan drafted and under discussion by stakeholders.	Sector Operational Plan Under Development.
		25-Mar-2016	24-Feb-2017	24-Feb-2017	24-Feb-2017

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Activities to support MENFP actors' technical and administrative capacity are provided	Text	EPT I capacity strengthening activities carried out	Training financed for PNCS staff to strengthen oversight of SHN programs in the country.	Training and technical assistance provided on data collection to enable MENFP staff to implement and oversee the Quality Assurance System tools.	Training financed for PNCS staff to strengthen oversight of SHN programs in the country.



		01-Sep-2011	24-Feb-2017	24-Feb-2017	24-Feb-2017
<b>Comments (achievements against targets):</b>					

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Percentage of school feeding project beneficiary schools contacted at least twice per year through a beneficiary feedback mechanism to collect actionable feedback.	Text	Beneficiary feedback mechanism not in place.  04-Apr-2014	90% of school feeding program beneficiary schools contacted at least twice during the SY to collect feedback.  24-Feb-2017	Not applicable  24-Feb-2017	90% of school feeding program beneficiary schools contacted at least twice during the SY to collect feedback.  24-Feb-2017

<b>Comments (achievements against targets):</b>					
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Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
System for learning assessment at the primary level	Yes/No	N 03-Oct-2011	Y 24-Feb-2017	Y 30-Jun-2018	Y 30-Jun-2018
Utility of the learning assessment system	Number	0.00 03-Oct-2011	0.00 24-Feb-2017	0.00 30-Jun-2018	0.00 30-Jun-2018

<b>Comments (achievements against targets):</b>					
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Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Impact evaluations completed	Number	0.00	0.00	3.00	2.00
		04-Jun-2014	24-Feb-2017	29-Jun-2018	30-Jun-2018

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of schools affected by hurricane Matthew rehabilitated or receiving a semi-permanent shelter at the primary level resulting from project intervention	Number	0.00	0.00	100.00	0.00
		05-Oct-2016	24-Feb-2017	29-Jun-2018	29-Jun-2018

Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Number of school kits, student kits and teacher kits delivered to schools impacted by hurricane Matthew	Number	0.00	0.00	18500.00	0.00
		05-Oct-2016	24-Feb-2017	30-Jun-2018	30-Jun-2018



Comments (achievements against targets):

Indicator Name	Unit of Measure	Baseline	Original Target	Formally Revised Target	Actual Achieved at Completion
Cumulative number of children participating in post hurricane Matthew enhanced emergency integrated nutrition/health program	Number	0.00 05-Oct-2016	0.00 24-Feb-2017	13000.00 30-Jun-2018	13000.00 30-Jun-2018

Comments (achievements against targets):





B. KEY OUTPUTS BY COMPONENT<sup>37</sup>

Outcome 1: Enrollment of children in primary education is supported	
Outcome Indicators	<b>PDO 1.</b> Enrollment of students in select nonpublic primary schools in disadvantaged areas: Number of tuition waivers financed in nonpublic schools
Intermediate Results Indicators	<ul style="list-style-type: none"> <li>1. <b>IRI 1.</b> Number of children enrolled in tuition waiver schools</li> <li>2. <b>IRI 2.</b> Number of additional classrooms built or rehabilitated at the primary level resulting from Project interventions</li> <li>3. <b>IRI 3.</b> Communities receiving grants</li> <li>4. <b>IRI 4.</b> Number of schools affected by Hurricane Matthew rehabilitated or receiving a semi-permanent shelter at the primary level resulting from project intervention</li> <li>5. <b>IRI 5.</b> Number of school kits, student kits and teacher kits delivered to schools impacted by Hurricane Matthew</li> <li>6. <b>IRI 6.</b> Textbooks per pupil in tuition waiver schools</li> <li>7. <b>IRI 9.</b> Percentage of TWP schools publicly posting annual expenditure reports</li> <li>8. <b>IRI 10.</b> Direct project beneficiaries, of which female</li> </ul>
Key Outputs by Component	<ul style="list-style-type: none"> <li>0. (PDO-level achievement) A cumulative total of 498,239 tuition waivers were financed in nonpublic schools over the life of the Project</li> <li>1. There were no children enrolled in tuition waiver schools in 2017/18 because the TWP cohorts were taken on by the PEQH project. In 2016/17, 45,027 children were enrolled in tuition waiver schools</li> <li>2. A total of 21 classrooms were built at the primary level result from the Project’s intervention</li> </ul>

<sup>37</sup> This table displays indicators as they stand at Project closing. There are three additional Project indicators tracked at Project closing (under Component 4 – Project Management, M&E) that do not directly support the main project outcomes, and so are not reflected in this table. These indicators (IRI 29, 30 and 31) are outlined in Annex 7.



	<ul style="list-style-type: none"> <li>3. 57 communities were receiving grants during the last year of Project implementation (2017/18)</li> <li>4. 91 schools affected by Hurricane Matthew were rehabilitated or received a semi-permanent shelter following Hurricane Matthew</li> <li>5. 18,500 school kits, student kits, and teacher kits were delivered to schools impacted by Hurricane Matthew in 2017/18</li> <li>6. There were 3 textbooks per pupil in tuition waiver schools in 2017/18 (and over the life of the Project)</li> <li>7. 62% of tuition waiver schools publicly posted annual expenditure reports in 2017/18</li> <li>8. There were 7,304 direct project beneficiaries (since all activities had closed except for the community-based schools), of which 50.42% were female, during the last year of implementation (2017/18)</li> </ul>
<p><b>Objective/Outcome 2: Student attendance in select public and nonpublic schools in disadvantaged areas is maintained</b></p>	
<p>Outcome Indicators</p>	<p>1. (New) <b>PDO 2.</b> Student attendance in select public and nonpublic primary schools in disadvantaged areas: Attendance rate is at least maintained in schools benefiting from the SHN Program.</p>
<p>Intermediate Results Indicators</p>	<ul style="list-style-type: none"> <li>1. <b>IRI 11.</b> Teachers recruited or trained</li> <li>2. <b>IRI 12.</b> Children participating in integrated nutrition/health program</li> <li>3. <b>IRI 13.</b> Cumulative children participating in integrated nutrition/health program</li> <li>4. <b>IRI 14.</b> Cumulative number of children participating in post Hurricane Matthew enhanced emergency integrated nutrition/health program</li> <li>5. <b>IRI 18.</b> Students benefitting from improved reading instruction approach (<i>M'ap Li Net Ale</i>)</li> <li>6. <b>IRI 19.</b> Cumulative Students benefitting from improved reading instruction approach (<i>M'ap Li Net Ale</i>)</li> </ul>



Key Outputs by Component	<p>0. (PDO –level achievement) An 88% attendance rate was achieved in schools benefiting from the SHN program in 2017/18</p> <p>1. 3,570 primary school teachers received accelerated teacher training</p> <p>2. 93,538 children benefited from SHN services in 2017/18</p> <p>3. A cumulative total of 465,897 students benefited from SHN services over the life of the Project</p> <p>4. A cumulative total of 15,467 students benefited from enhanced emergency SHN services post-Hurricane Matthew</p> <p>5. 16,807 students benefited from the structured reading instruction approach M’Ap Li Net Ale in its last year of implementation in 2015/16</p> <p>6. A cumulative total of 26,718 students benefited from the structured reading instruction approach M’Ap Li Net Ale over the life of the Project</p>
<b>Outcome 3: Education sector management is improved</b>	
Outcome Indicators	<p>1. (New) <b>PDO 3.</b> Strengthened management of the Recipient’s education sector: MENFP uses data on registered public and nonpublic primary schools to assess, categorize and improve the quality of service delivery.</p>
Intermediate Results Indicators	<p>1. <b>IRI 21.</b> MENFP school registration database is operational</p> <p>2. <b>IRI 22.</b> Percentage of schools inspected at least once per year by the MENFP</p> <p>3. <b>IRI 23.</b> Diagnostic sector studies completed</p> <p>4. <b>IRI 24.</b> Targeted supervision approach of the TWP based on school needs is implemented</p> <p>5. <b>IRI 25.</b> MENFP develops a multi-year sector operational plan</p> <p>6. <b>IRI 27.</b> Activities to support MENFP actors' technical and administrative capacity are provided</p>



	<p>7. <b>IRI 29.</b> Percentage of school feeding project beneficiary schools contacted at least twice per year through a beneficiary feedback mechanism to collect actionable feedback</p> <p>8. <b>IRI 30.</b> System for learning assessment at the primary level</p> <p>9. <b>IRI 31.</b> Impact evaluations completed</p>
Key Outputs by Component	<p>0. (PDO-level achievement) School scorecards including action items for improvement were delivered to the 1% of primary schools assessed in the previous year by the QAS</p> <p>1. At Project closing, the harmonizing of databases, validation of data, and validation of student identifiers was in progress, with respect to the operationalization of the MENFP school registration database</p> <p>2. At Project closing, 72.7 of Project-financed schools had been inspected at least once during the year by the MENFP</p> <p>3. Three diagnostic sector studies were completed under the Project. These were a survey of local education officials and school directors on the communication and understanding of central policy directives; a mapping of donor activities across all levels of education; and an assessment of results from the 12 Measures policy document implemented by MENFP</p> <p>4. A targeted supervision approach of the TWP based on school needs was implemented in 2016/17, the last year that the TWP was financed under the Project</p> <p>5. A sector operational plan was drafted and was under discussion by stakeholders at Project closing</p> <p>6. Training and technical assistance were provided on data collection to enable MENFP staff to implement and oversee the QAS</p> <p>7. 90% of school feeding program beneficiary schools were contacted at least twice during the school year to collect feedback in the last year of the program (2016/17)</p> <p>8. A system for learning assessment at the primary level (for which EGRA provided data) operated under the Project</p>



9. Three impact evaluations were completed over the Project life: one of the M'ap Li Net Ale approach, one EGRA assessment, and one of the pilot on the use of smartphones to strengthen school monitoring and track teacher attendance



**ANNEX 2. BANK LENDING AND IMPLEMENTATION SUPPORT/SUPERVISION**

**A. TASK TEAM MEMBERS**

Name	Role
<b>Supervision/ICR</b>	
Yves Jantzem, Elena Maria Roseo	Task Team Leader(s)
Emeline Bredy	FM Specialist
Aboubacar Magassouba	Procurement Specialist(s)
Emmanuel Ngollo	Environmental Safeguards Specialist
Asli Gurkan	Social Safeguards Specialist
Ingrid Sandra Milord	Team Member
Antonella Novali	Team Member
Khaled Mohamed Ben Brahim	Team Member
Emeline Bredy	Team Member
Silvia Guallar-Artal	Analyst
Zoe Routhier-Drab	Team Member
Claudia Marie Lopez	Team Member
Axelle Latortue	ICR Author

**B. STAFF TIME AND COST**

Stage of Project Cycle	Staff Time and Cost	
	No. of staff weeks	US\$ (including travel and consultant costs)
<b>Preparation</b>		
FY11	30.337	174,108.02
FY12	17.085	117,670.47
FY13	0	0.00
<b>Total</b>	<b>47.42</b>	<b>291,778.49</b>
<b>Supervision/ICR</b>		
FY12	2.675	51,493.87
FY13	38.195	190,597.26
FY14	38.749	215,092.53
FY15	35.400	161,846.42



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FY16	20.434	183,518.30
FY17	11.427	160,825.84
FY18	25.606	259,748.19
FY19	6.027	39,083.11
<b>Total</b>	<b>178.51</b>	<b>1,262,205.52</b>

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**ANNEX 3. PROJECT COST BY COMPONENT**

<b>Components</b>	<b>Amount at Approval (US\$M)</b>	<b>Actual at Project Closing (US\$M)</b>	<b>Percentage of Approval (%)</b>
Support to Primary Education Enrollment	45.00	55.62	124
Support to Improved Student Attendance	10.00	33.89	339
Strengthening Sector Management	4.00	1.21	30
Project Management, Monitoring and Evaluation	6.00	12.29	205
<b>Total</b>	<b>65.00</b>	<b>103.01</b>	<b>158</b>





## ANNEX 4. EFFICIENCY ANALYSIS

1. The following economic analysis focuses on the interventions that aimed to improve access and support enrollment in and attendance to primary education through four different approaches: (i) providing a daily morning snack and hot lunch as well as deworming and Vitamin A to students in public and nonpublic schools; (ii) lowering the costs for poor families to send their children to school by waiving the tuition in select nonpublic schools; (iii) increasing the supply of schooling in Haiti's remote rural areas using a community-based approach; and (iv) rehabilitating schools that were affected by Hurricane Matthew in 2016.

2. The economic benefits of these interventions rely on the assumption that the beneficiaries' educational attainment will increase through two channels: on the extensive margin, some children who would otherwise not have gone to school will be able to enroll into and attend primary education and, on the intensive margin, the different interventions will decrease the dropout rates for students already enrolled. The beneficiaries' higher educational attainment would increase their productivity and earnings over their lifetime. Using the latest nationally representative household survey in Haiti, the 2012 ECVMAS,<sup>38</sup> Adelman et al. estimated an additional year of schooling increases income by 11 percent.<sup>39</sup> On the other hand, the economic costs are operating, and construction costs associated with the interventions mentioned above.

3. The details of the information used in the calculation of the IRR for each of the interventions can be found below:

### a) SHN program:

4. For this activity, in a country where 57 percent of the population lives below the poverty line, it is assumed that the beneficiaries increased their attendance in primary school because the meals provided acted as an incentive to attend school, and the health services provided (deworming and Vitamin A) improved their well-being, decreasing their absenteeism due to illnesses. The increased attendance and improved well-being are expected to increase readiness to learn and persistence through school, translating into 0.25<sup>40</sup> additional years of education per year of the intervention. On the other hand, the costs considered are all the operating costs related to the service provision: cost of the food, medicine, utensils and stoves, soaps, cooks' training and salaries, transportation, and monitoring of the delivery and of beneficiary satisfaction.

### b) TWP:

5. In the benefit calculations for this intervention it is assumed that 20 percent of the total beneficiaries would not have been enrolled in school without the tuition waiver, based on the results from the household survey

<sup>38</sup> Enquête sur les Conditions de Vie des Ménages après le Séisme

<sup>39</sup> Adelman, M., Baron, J., & Heidelk, T. (2015). *The Returns to Education in Haiti*. Washington D.C.: Working Paper in Progress, World Bank

<sup>40</sup> There is a consensus that school feeding programs can help to get children into school and help to keep them there, through enhancing enrollment and reducing absenteeism; and once the children are in school, the programs can contribute to their learning, through avoiding hunger, increasing readiness to learn, and enhancing cognitive abilities. These effects may be potentiated by complementary actions, especially deworming and providing micronutrients. What is less clear is the scale of effect. The estimated impact for Haiti has been chosen based on the results reported on the literature review *Rethinking school feeding: social safety nets, child development, and the education sector* (Bundy, 2009).



“Promoting the Right to Education in Haiti”<sup>41</sup>. However, it is worth mentioning that this assumption is very conservative; in the focus groups implemented at the end of the Project, 59 percent of the parents of beneficiary students interviewed responded that without the TWP some of their children would not have been enrolled in Grade 1, and 68 percent replied that without the subsidy at least one of their children would have had to drop out of school because of lack of resources to pay for the tuition. Therefore, the IRR reported in this analysis can be considered a lower bound estimation of the impact of this activity. On the other hand, the costs included in the calculations are the funds transferred to the schools as well as the monitoring of this activity.

**c) Support to community-based schools:**

6. This intervention is slightly different to the previous two since, in addition to financing the operating costs of education provision for the beneficiaries, the funds were also used to build 10 two-classroom schools and 61 semi-permanent shelters in under-served remote rural communities where before the Project there wasn't any primary school available. As a result, the beneficiaries are not only the students who attended school during the Project duration, but also the ones who will go to school in the structures built by the Project after its closure. It is assumed that, given the location of the communities supported, the percentage of children who would not have been enrolled in primary school if it weren't for this intervention is 50 percent, and that the expected life of the buildings is 5 years for the semi-permanent shelters and 20 years for the two-classroom schools. Additionally, the costs considered are the operating costs – both the ones incurred during Project implementation and the expected costs after Project closure<sup>42</sup>, estimated at US\$186 per year per student – as well as the construction costs.

**d) School rehabilitation**

7. After Hurricane Matthew hit the Southern region of Haiti in October 2016, some of the Project funds were used to rehabilitate 30 public schools, allowing the schools to reopen and about 9,000 students who wouldn't otherwise have continued to attend school that year to resume classes in early 2017. Therefore, the benefits of this intervention stem from the half school year that the beneficiaries gained, and the costs are the rehabilitation costs.

8. Assuming that there is no overlap between the beneficiaries of the four interventions and using Haiti's GDP per capita as a proxy for average expected income, the IRRs resulting from this cost-benefit analysis are summarized in the following table:

	IRR (%)				
<b>Discount rate</b>	<b>SHN Program</b>	<b>TWP</b>	<b>EPGCs</b>	<b>School rehabilitation</b>	<b>Total</b>

<sup>41</sup> “Promoting the Right to Education in Haiti” is a nationally representative household survey that was implemented between November 25 and December 21, 2017 as a joint effort from the World Bank Education and Poverty teams. The objective of the survey was to get updated estimates on poverty and education enrollment and attainment for Haiti. At the time of ICR writing, it is being analyzed.

<sup>42</sup> Given that the MENFP will need to take over the operating costs as of 2020 once the PEQH closes, there might be some schools that will not have resources to work after Project closure. However, this concern is mitigated by two aspects: (i) what has been observed so far is that beneficiary communities are making an effort to continue offering services where the Bank financing has already phased out; and (ii) the MENFP has started nominating community-based teachers to integrate them into the public function. Therefore, the analysis assumed that after Project closure the community-based schools will be used at 80 percent of their full capacity.



5	25	20	19	25	22
8	22	17	16	21	18
10	19	15	14	19	16

9. The IRRs obtained in this analysis are very close to the ones estimated at the appraisal of the Project in 2011 (17 percent for the TWP, 16 percent for community-based schools and 17 percent for the total Project, assuming a discount rate of 8 percent). Additionally, given that the largest source of uncertainty in the estimated benefits of this Project is tied to the assumed beneficiaries' higher earnings resulting from higher educational attainment, a sensitivity test was performed reducing these gains by 30 percent. Even under this pessimistic scenario, with a discount rate of 10 percent the IRR is positive for all the activities, obtaining an overall IRR of 8 percent.

10. Finally, it is worth mentioning that this analysis is likely to underestimate the Project's true impact, given that it does not consider the gains that are harder to quantify in monetary terms, such as:

- Increased educational attainment in the population could potentially lead to an overall increase in productivity, resulting in improved economic growth.
- Educational attainment is positively correlated with several social benefits such as longer life expectancy, lower crime rates and higher civic engagement.
- 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.
- The Project financed activities aiming at improving the quality of education and reinforcing the institutional capacity of the MENFP that are not considered in the main analysis but are likely to have had a positive impact. In terms of quality, the impact evaluation of *M'ap Li Net Ale* found positive and significant literacy gains among the beneficiaries. In terms of institutional strengthening and governance, the training and mobilization of the community-based schools probably improved learning outcomes through better school management, and it is expected that the activities under component 3 will help the MENFP make more informed decisions and, therefore, allocate resources more efficiently.



## **ANNEX 5. SUMMARY OF BORROWER'S COMPLETION REPORT**

*This is an executive summary of the Borrower's completion report translated into English and redacted by the Bank. Any mistakes are the sole responsibility of the Bank.*

1. The relevance of the EFA-II project and the selection of the areas of interventions of its activities was conceived as a substantial and coordinated contribution to the existing actions of all Technical and Financial Partners which align their priorities with those Haitian state in the sector. In terms of the relevance of the PDO, the project design was deemed appropriate to achieve the overall expected results.
2. The project was initially planned to span over the course of three (3) years but lasted six (6) years, due to the provision of additional funding to strengthen existing project activities and to elaborate new ones. Nonetheless, an overall consistency can be observed when looking at expenditures, budget execution and audit reports in terms of the resources mobilized / used, the objectives reached, and the results obtained by the project. This suggests an optimal allocation of funds.
3. With an average rating of 3.7 out of 5 prior to its restructuring, the overall performance of the project is satisfactory. After the projects restructuring, the overall project was assessed to be in the "high risk" category. Despite this, the project remained well performing given that it maintained a satisfactory performance with a score of 3.6 of 5 satisfaction for achieving its objectives.
4. The results framework was well designed to monitor regularly the results achieved. This framework includes the various indicators with their measurement units and descriptions, the reference value and the target value of each year, the sources of the data, the methodology adopted for the collections and the structure responsible for each collection. In terms of the Environmental and Social Safeguard Policy, certain measures have been taken to minimize or eliminate the risks of negative impacts related to the sale or acquisition of land, the construction of schools and other activities. Risks related to technical strength, fiduciary strength and governance were identified and appropriate mitigation measures were put in place. In terms of institutional arrangements, of supervision and mission, all arrangements have been made, both on the side of the donors and the government, for the objectives to be achieved in the best conditions. The result of all these arrangements has resulted in a satisfactory project performance.
5. Many of the project activities are sustainable and those that are not can be corrected to improve their sustainability.
6. The implementation of the project has permitted to draw some lessons that will help with the implementation of other similar projects in the future. Some recommendations have also proven to be appropriate to preserve achievements and correct the failures in the future. These recommendations are geared, in particular, towards improving the amount of the planning prior to the kick-off of a project, increasing the involvement of stakeholders, implementing more systematic and close follow-up of activities and having a timelier processing of project files and folders.
7. The overall Project Performance with an average of 3.74 out of 5 represents a score of 74.78% and rating "satisfactory." The Project could have reached the "very satisfactory" overall rating if it weren't for the minor difficulties recorded in its first years of implementation, which, fortunately, were corrected later during the project.



## ANNEX 6. SUPPORTING DOCUMENTS

“Accelerating Progress to 2015: Haiti”, Working Paper, A Report Series To the UN Special Envoy for Global Education, Global Education First Initiative, April 2013.

Adelman, Melissa A. and Peter A. Holland, “Increasing Access by Waiving Tuition: Evidence from Haiti”, January 2015. World Bank Group Policy Research Working Paper 7175. <https://openknowledge.worldbank.org/bitstream/handle/10986/21392/WPS7175.pdf?sequence=1&isAllowed=y>

Bundy, Donald, et al. *Rethinking School Feeding: Social Safety Nets, Child Development, and the Education Sector*, The World Bank, 2009.

“Children of Haiti – Three Months after the Earthquake: Process, Gaps and Plans in Humanitarian Action Supporting a Transformative Agenda for Children,” UNICEF, April 2010. [https://reliefweb.int/sites/reliefweb.int/files/resources/B13C9FC526E6384685257703005D320B-Full\\_Report.pdf](https://reliefweb.int/sites/reliefweb.int/files/resources/B13C9FC526E6384685257703005D320B-Full_Report.pdf)

*Evaluation des Besoins Post Catastrophe pour le Cyclone Mathieu*, Government of Haiti, January 2017.

Government of Haiti’s Project implementation reports (*Rapport Semestriel de Suivi*), (Ministère de l’Education Nationale et de la Formation Professionnelle).

“Haiti: Can Smartphones Make Schools Better?” From Evidence to Policy: Learning what works for better programs and policies, The World Bank, Strategic Impact Evaluation Fund, December 2015. (Report no. 102710)

Implementation Completion and Results Report (TF-97009) on a Grant in the Amount of US\$22.00 Million to the Republic of Haiti for an Education for All Fast-Track Initiative Catalytic Fund Project, May 31, 2016. (Report No. ICR00003649)

Implementation Completion and Results Report (IDA-H4600) on a Grant in the Amount of SDR 3.4 Million (US\$5 Million Equivalent) to the Republic of Haiti for an Emergency School Project, November 30, 2012. (Report No. ICR2426)

Implementation Completion and Results Report (IDA-H3750) on a Grant in the Amount of SDR 3.8 Million (US\$6 Million Equivalent) to the Republic of Haiti for a Meeting Teacher Needs for Education for All Project, December 19, 2012. (Report No. ICR2427)

Implementation Completion and Results Report (IDA-H2860 IDA-H5880) on a Grant in the Amount of SDR 24.8 Million (including additional financing) to the Republic of Haiti for an Education for All Project in Support of the First Phase of the Education for All Program, November 30, 2012. (Report No. ICR2425)

International Development Association and International Finance Corporation Interim Strategy Note for the Republic of Haiti for CY 2012, November 1, 2011. (Report No. 65112-HT)

International Development Association and International Finance Corporation Interim Strategy Note for the Republic of Haiti for FY13 - FY14, September 27, 2012. (Report No. 71885-HT)



International Development Association, International Finance Corporation, and Multilateral Investment Guarantee Agency Country Partnership Framework for the Republic of Haiti for the Period FY16-FY19, August 27, 2015. (Report No. 98132-HT)

“Of Pistachio Ice-Cream: A tale of improving school feeding in a fragile state”, PowerPoint presentation by the Haiti education team, June 9, 2016.

“Program Results to Date as of March 2017”, Project results framework tracking document from the Haiti Education Task Team. (Excel file)

Project Appraisal Document on a Proposed Grant in the Amount of SDR 43.5 Million (\$70 million equivalent) to the Republic of Haiti for the Education for All Project –Phase II (APL) in support of the Education for All Program, October 31, 2011.

Project Appraisal Document on a Proposed Grant in the Amount of US\$25 Million to the Republic of Haiti for Phase I of an Education for All Adaptable Program Grant, April 26, 2007.

Project Appraisal Document on a Proposed Grant in the Amount of SDR21.2 Million (US\$30 million equivalent) to the Republic of Haiti for a Providing an Education of Quality in Haiti Project (PEQH), October 27, 2016.

Project ISRs (World Bank).

Proposed Restructuring and Additional Grant in the amount of US\$14.75 million to the Republic of Haiti, for an Education for All Program, June 4, 2014 (Restructuring no. 2).

Proposed Restructuring and Additional Grant in the amount of US\$24.1 million to the Republic of Haiti, for an Education for All Program, October 10, 2014 (Restructuring no. 3).

*Rapport Semestriel de suivi: Octobre 2017-Mars 2018*, Ministère de l’Education Nationale et de la Formation Professionnelle, Project d’Education Pour Tous Phase II (EPT II) / Pour Une Education de Qualité en Haïti (PEQH).

“Response to the Cholera Outbreak”, Haiti PAHO/WHO Technical Cooperation 2010-2011, [https://www.paho.org/hai/index.php?option=com\\_docman&view=download&category\\_slug=fact-sheets-2011&alias=949-response-to-the-cholera-outbreak&Itemid=413&lang=en](https://www.paho.org/hai/index.php?option=com_docman&view=download&category_slug=fact-sheets-2011&alias=949-response-to-the-cholera-outbreak&Itemid=413&lang=en)

Restructuring Paper on a Proposed Restructuring of Haiti, for an Education for All Program Phase II, August 2, 2016 (Restructuring no. 5).

Restructuring Paper on a Proposed Restructuring of Haiti, for an Education for All Program Phase II, May 4, 2017 (Restructuring no. 6).

School feeding video (World Bank): <http://www.worldbank.org/en/news/video/2016/09/30/haiti-school-meals-nutrition-access-education>



**ANNEX 7. ACTIVE WORLD BANK-FINANCED PROJECTS DURING EFA 2 APPRAISAL**

<b>Project</b>	<b>Amount</b>	<b>Effectiveness &amp; Closing</b>	<b>Key Components/Activities</b>
<b>EFA 1</b>	US\$37 million	Sept. 2007 – May 2012	<ul style="list-style-type: none"> <li>• Improve primary education access and equity by providing tuition waivers and training for SMCs</li> <li>• Improve school performance by delivering SHN services in primary schools</li> <li>• Build capacity to assess learning outcomes by applying a Grade 2 literacy test (Early Grade Reading Assessment)</li> </ul>
<b>Meeting Teacher Needs for EFA</b>	US\$6 million	Sept. 2008 – June 2012	<ul style="list-style-type: none"> <li>• Support accelerated teacher preparation for basic education by recruiting and training new teachers</li> </ul>
<b>Emergency School Reconstruction</b>	US\$5 million	June 2009 – May 2012	<ul style="list-style-type: none"> <li>• Restore and improve basic education access by rebuilding a selected number of schools destroyed or heavily damaged by hurricanes in 2008</li> <li>• Reduce and mitigate the vulnerability of educational infrastructure by developing a National Action Plan for Safer Schools and strengthening the capacity of the MENFP civil works department</li> </ul>
<b>EFA-FTI Catalytic Fund</b>	US\$22 million	July 2010 – Oct. 2015	<ul style="list-style-type: none"> <li>• Following the 2010 earthquake, support the restarting of educational services by providing compensation grants to teachers assigned to affected schools</li> <li>• Improve primary education access and equity by providing tuition waivers to students in nonpublic schools</li> <li>• Improve school performance by delivering SHN services in primary schools</li> <li>• Develop and implement an early childhood development action plan</li> </ul>



ANNEX 8. RESULTS FRAMEWORK: ORIGINAL AND OFFICIAL REVISIONS<sup>43</sup>

No.	Original – PAD 10/31/11	Restructuring 2 6/4/14	Restructuring 3 <sup>44</sup> 10/10/14	Restructuring 4 5/2015	Restructuring 6 <sup>45</sup> 5/4/17
<b>PDO Indicators</b>					
<b>PDO Indicator 1</b>	<p><b>PDO 1.</b> Access: Number of children enrolled through the provision of tuition waivers <b>End target:</b> 100,000 (not cumulative)</p>	<p><b>Revised PDO 1.</b> Enrollment of students in select nonpublic primary schools in disadvantaged areas: Number of children enrolled in tuition waiver schools <b>Revised end target:</b> 310,000 (cumulative)</p>	<p><b>Revised end target:</b> 423,000 (cumulative)</p>	<p><b>Revised PDO 1.</b> Enrollment of students in select nonpublic primary schools in disadvantaged areas: Number of children enrolled in tuition waiver schools <b>Revised end target:</b> 0 (not cumulative)</p>	<p><b>Revised PDO 1.</b> Enrollment of students in select nonpublic primary schools in disadvantaged areas: Number of tuition waivers financed in nonpublic schools. <b>Revised end target:</b> 482,000 (cumulative)</p>
	<p><b>Comments:</b> Cumulative end target: 300,000</p>	<p><i>Indicator was unchanged in substance, but the related outcome was revised (from access to enrollment)</i></p>	<p><i>Indicator unchanged</i></p>	<p><i>Cumulative end target: 397,434. PDO 1 was unchanged in substance. Its unit of measure was revised to focus on numbers of children enrolled—a non-cumulative figure, since the same students enrolled from year to year</i></p>	<p><i>The unit of measure was changed to focus on tuition waivers (cumulative number). The indicator introduced in the 4<sup>th</sup> restructuring was swapped with the IR11 tracking the number of tuition waivers</i></p>

<sup>43</sup> Restructurings no. 1 and no. 5 are not included in this table, as they did not entail any changes to the Project results framework.

<sup>44</sup> 2016/17 targets were added for all indicators because of a 9-month closing date extension.

<sup>45</sup> 2017/18 targets were added for all indicators because of a 1-year closing date extension.





No.	Original – PAD 10/31/11	Restructuring 2 6/4/14	Restructuring 3 <sup>44</sup> 10/10/14	Restructuring 4 5/2015	Restructuring 6 <sup>45</sup> 5/4/17
				<i>until their graduation from the program in Grade 6—rather than the number of tuition waivers provided. An intermediate indicator was added tracking the cumulative number of tuition waivers provided</i>	<i>financed. The main text of Restructuring Paper no. 6 states that its measurement unit was adjusted to better track and reflect aggregate results.</i>
PDO Indicator 2	<b>PDO 2.</b> Quality: Percentage of children enrolled in participating schools for more than one year reading at grade level in Grade Three <b>End target:</b> 20%	Dropped (to align with revised PDO)			
PDO Indicator 3	<b>PDO 3.</b> Sustainability: Percentage of community teachers financed by the Government of Haiti <b>End target:</b> 90%	Dropped (to align with revised PDO)			
PDO Indicator 4	<b>PDO 4.</b> Capacity: Percentage of schools inspected at least once per year by the MENFP <b>End target:</b> 75%	Dropped from PDO level (introduced as a revised intermediate indicator under component 3 – see IRI 22)			



No.	Original – PAD 10/31/11	Restructuring 2 6/4/14	Restructuring 3 <sup>44</sup> 10/10/14	Restructuring 4 5/2015	Restructuring 6 <sup>45</sup> 5/4/17
New PDO Indicator 2		<p><b>New PDO 2.</b> Student attendance in select public and nonpublic primary schools in disadvantaged areas: Attendance rate is maintained in schools benefiting from the SHN Program.</p> <p><b>End target:</b> Baseline maintained (not cumulative)</p>		<p><b>Revised PDO 2.</b> Student attendance in select public and nonpublic primary schools in disadvantaged areas: Attendance rate is at least maintained in schools benefiting from the SHN Program.</p> <p><b>Revised end target:</b> 78%</p>	
	<p><b>Comments:</b></p>	<p><i>Indicator on attendance, replaced indicator on quality. Baseline was to be established during the course of the 2013-14 school year.</i></p>		<p><i>Baseline updated based on call center data, from N.A., to 78%. Wording “at least” maintained is added. Established in 2014/15 school year.</i></p>	



No.	Original – PAD 10/31/11	Restructuring 2 6/4/14	Restructuring 3 <sup>44</sup> 10/10/14	Restructuring 4 5/2015	Restructuring 6 <sup>45</sup> 5/4/17
New PDO Indicator 3		<p><b>New PDO 3.</b> Strengthened management of the Recipient’s primary education sector: Percentage of schools registered in the school licensing database <b>End target:</b> At least 60% [in 2015/16]</p>	<p><b>Revised PDO 3.</b> Strengthened management of the Recipient’s primary education sector: Percentage of schools registered in the school accreditation database <b>Revised end target:</b> At least 70% [in 2016/17]</p>	<p><b>Revised PDO 3.</b> Strengthened management of the Recipient’s education sector: MENFP uses data on registered schools to identify nonpublic schools eligible to undergo its accreditation process. <b>Revised end target:</b> At least 30% of Project-financed nonpublic schools are classified according to their eligibility to undergo the MENFP’s accreditation process</p>	<p><b>Revised PDO 3.</b> Strengthened management of the Recipient’s education sector: MENFP uses data on registered public and nonpublic primary schools to assess, categorize and improve the quality of service delivery. <b>Revised end target:</b> School scorecards including action items for improvement are delivered to the 1% of primary schools assessed in previous year [in 2017/18]</p>



No.	Original – PAD 10/31/11	Restructuring 2 6/4/14	Restructuring 3 <sup>44</sup> 10/10/14	Restructuring 4 5/2015	Restructuring 6 <sup>45</sup> 5/4/17
	<b>Comments:</b>	<i>Indicator on strengthened management replaced indicator on capacity to align with revised PDO and Component activities</i>	<i>Wording of indicator changed from “licensing” to “accreditation” to align with the MENFP’s accreditation terms</i>	<i>Indicator revised /scaled back to monitor the outcome of revised accreditation activities (precursor activities to accreditation)</i>	<i>Indicator revised to reflect the shift in MENFP priorities toward the development and establishment of criteria and tools to assess the quality of service delivery in primary education (as a precursor for the development of accreditation activities)</i>

No.	Original – PAD 10/31/11	Restructuring 2 6/4/14	Restructuring 3 <sup>46</sup> 10/10/14	Restructuring 4 5/2015	Restructuring 6 <sup>47</sup> 5/4/17
<b>Intermediate Results Indicators – Component 1</b>					
<b>Intermediate Result Indicator (IRI) 1</b>				<b>New Indicator:</b> Number of tuition waivers financed in nonpublic schools <b>End target:</b> 423,000 (cumulative)	<b>Revised Indicator:</b> Number of children enrolled in tuition waiver schools (non-cumulative) <b>Revised end target:</b> 45,000

<sup>46</sup> 2016/17 targets were added for all indicators because of a 9-month closing date extension.

<sup>47</sup> 2017/18 targets were added for all indicators because of a 1-year closing date extension.



			<b>Comments:</b>	<i>Added to complement PDO indicator tracking enrollment of students in nonpublic schools; tracks cumulative number of tuition waiver grants provided to students</i>	<i>Tuition waivers indicator moved to PDO level, and swapped with PDO1 indicator, measuring the number of children enrolled in tuition waiver schools.</i>
IRI 2	IRI 1. Number of additional classrooms built or rehabilitated at the primary level resulting from Project intervention <b>End target:</b> 700 [cumulative, in 2014/15]	<b>Revised end target:</b> 160 [cumulative, in 2015/16]	<b>End target:</b> 160 [cumulative, in 2016/17]		<b>Revised end target:</b> 21 (cumulative)
	<b>Comments:</b>	<i>End target revised downward because of higher than anticipated unit costs of school construction</i>	<i>End target was unchanged, but was annual targets revised to account for a slower pace of construction</i>		<i>Adjusted in alignment with revised MENFP priorities and reduced scope of community-based school sub-component</i>
IRI 3	2. Communities receiving grants <b>End target:</b> 200	<b>Revised end target:</b> 80			<b>Revised end target:</b> 57



	<i>Comments:</i>	<i>End target revised downward because of higher than anticipated unit costs of school construction</i>			<i>Adjusted in alignment with revised MENFP priorities and reduced scope of community-based school sub-component</i>
IRI 4					<b>New Indicator:</b> Number of schools affected by Hurricane Matthew rehabilitated or receiving a semi-permanent shelter at the primary level resulting from project intervention <b>End target:</b> 100
				<i>Comments:</i>	<i>Added to reflect Hurricane Matthew-related activities</i>
IRI 5					<b>New Indicator:</b> Number of school kits, student kits and teacher kits delivered to schools impacted by Hurricane Matthew <b>End target:</b> 185,000



				<b>Comments:</b>	<i>Indicator added to reflect Hurricane Matthew-related activities</i>
IRI 6	3. Textbooks and readers per pupil <b>End target:</b> 4 (non-cumulative)	<b>Revised end target:</b> 3			<b>Revised indicator:</b> Textbooks per pupil in tuition waiver schools <b>End target:</b> 3 (non-cumulative)
	<b>Comments:</b>	<i>Indicator reduced in scope to cover only TWP schools (and not community-based schools), and the target reduced to 3 textbooks and readers to reflect the situation on the ground</i>			<i>Revised to adjust data collection scope</i>
IRI 7	4. Dropout rate reduced <b>End target:</b> 10%	Dropped <i>(indicator was not directly linked to restructured Project activities)</i>			
IRI 8	5. Children participating in integrated nutrition/health program <b>End target:</b> 70,000 (not cumulative)	<i>Moved to Component 2 Intermediate Indicator</i>			



IRI 9			<b>New Indicator:</b> Percentage of TWP schools publicly posting annual expenditure reports <b>End target:</b> 95%		
		<b>Comments:</b>	<i>Added to monitor transparency in school-level TWP expenditures, to help improve financial accountability</i>		<i>Revised to either increase clarity of data collection methodology, adjust data collection scope, or specify unit of measure</i>
IRI 10	6.Direct project beneficiaries, of which female <b>End target:</b> 175,000 (not cumulative), of which 50%	<b>Revised end target:</b> 103,000 (not cumulative), of which 50%	<b>Revised end target:</b> 0 (not cumulative), of which 50% (in 2016/17)		<b>Revised end target:</b> 6,000 (not cumulative) of which 50%





	<i>Comments: Cumulative end target: 518,700</i>	<i>Cumulative revised end target: 669,000 Revised figure reflects changes in target values for beneficiaries of TWP, SHN Program, and community-based schools</i>	<i>Cumulative revised end target: 835,000<sup>48</sup> The total number of direct beneficiaries would decrease annually because of an overall drop in the number of TWP students financed by the GPE AF as cohorts graduated from primary school. There would be no SHN or TWP beneficiaries in 2016-17.</i>		<i>End target adjusted in alignment with the ending of Project activities.</i>
<b>Intermediate Results Indicators – Component 2</b>					
<b>IRI 11</b>	7. Number of additional qualified primary teachers resulting from Project intervention <b>End target: 3,300</b>	<b>Revised end target: 3,700</b>			<b>Revised indicator:</b> Teachers recruited or trained <b>Revised end target:</b> 3,570 (cumulative)
	<i>Comments:</i>	<i>Revised upward to account for a slightly higher number of certified teacher than expected</i>			<i>Revised to reflect current data</i>

<sup>48</sup> The total number of direct beneficiaries would decrease in 2013-14 because of fewer IDA-financed TWP beneficiaries and would increase in subsequent years due to additional tuition waivers financed by the GPE AF.



IRI 12		<p><b>Moved from Component 1:</b> Children participating in integrated nutrition/health program</p> <p><b>Revised end target:</b> 76,500 (not cumulative)</p>	<p><b>Revised end target:</b> 0 (not cumulative)</p>		<p><b>Revised end target:</b> 92,000 (not cumulative)</p>
	<p><b>Comments:</b></p>	<p><i>Indicator moved from Component 1 to reflect revised component names/objectives. Targets revised upward because SHN financing would continue with IDA funds for 2013-2014 and with HRF funds for two additional school years (2014-2015 and 2015-2016).</i></p> <p><b>Cumulative revised end target:</b> 315,365</p>	<p><i>The targets for this indicator would increase because of additional students expected to be benefit from the SHN Program under the GPE AF during the 2014-15 and 2015-16 school years. There would be no SHN beneficiaries in 2016-17.</i></p> <p><b>Cumulative revised end target:</b> 383,365.</p>		<p><i>End target revised to reflect expansion of SHN Program (overarching program as well as additional beneficiaries in areas affected by Hurricane Matthew)</i></p>



IRI 13					<b>New indicator:</b> Cumulative children participating in integrated nutrition/health program <b>End target:</b> 464,000
				<b>Comments:</b>	Added to track the cumulative results of SHN services
IRI 14					<b>New Indicator:</b> Cumulative number of children participating in post Hurricane Matthew enhanced emergency integrated nutrition/health program <b>End target:</b> 130,000
				<b>Comments:</b>	Added to reflect Hurricane Matthew-related activities
IRI 15	8. Teacher's Guide printed by MENFP <b>End target:</b> Printed [in 2014/15]	<b>Revised indicator:</b> Teacher's Guide developed by MENFP <b>Revised end target:</b> Grade 1 and Grade 2 Teacher's Guides are in use in classrooms [in 2015/16]	<b>Revised end target:</b> Grade 1 and Grade 2 Teacher's Guides are in use in classrooms [in 2016/17]		Dropped



	<b>Comments:</b>	<i>Target values were pushed back by a year due to an implementation delay</i>	<i>Targets pushed back one year, given delays under the parent Project in the finalization of the Grade 1 &amp; 2 guides</i>		<i>Activity no longer financed under the Project (would be funded by another development partner)</i>
IRI 16	9. Increase in effective pedagogy practice for FIA graduates as determined by the survey <b>End target: 20%</b>	Dropped (due to a high number of FIA graduates not being employed in education, the indicator was not measurable)			
IRI 17	10. Teachers implementing <i>Lekti si lavni</i> <b>End target: 300</b>	Dropped (due to change to <i>M'ap Li Net Ale</i> approach. Indicator replaced with an indicator tracking <i>M'ap Li Net Ale</i> )			
IRI 18		<b>New Indicator:</b> Students benefitting from improved reading instruction approach ( <i>M'ap Li Net Ale</i> ) <b>End target: 8,000</b> (not cumulative)			<b>Revised end target:</b> 16,807 (non-cumulative)
	<b>Comments:</b>	<i>Cumulative end target: 17,000</i>			<i>Indicator was revised to either increase clarity of data methodology, adjust data collection scope, or specify unit of measure</i>



IRI 19					<b>New indicator:</b> Cumulative Students benefiting from improved reading instruction approach (M'ap Li Net Ale) <b>End target:</b> 26,718
				<b>Comments:</b>	<i>Added to track cumulative results of M'ap Li Net Ale approach</i>
<b>Intermediate Results Indicators – Component 3</b>					
IRI 20	11. Consolidated donor action plan completed <b>End target:</b> Completed	Dropped (because it became less relevant after the production of the PIPE)			
IRI 21		<b>New indicator:</b> The school licensing system is restructured <b>End target:</b> MENFP enforces licensing standards [in 2015/16]	<b>Revised end target:</b> MENFP enforces new school accreditation standards [in 2016/17]	<b>Revised indicator:</b> The school registration database is operational. <b>Revised end target:</b> MENFP school registration database is operational [in 2016/17]	<b>Indicator (unchanged except for timing):</b> MENFP school registration database is operational [in 2017/18]



	<b>Comments:</b>	<i>Added to measure the restructured Project's contribution to strengthening sector management (in place of capacity)</i>	<i>Targets pushed back by a year to take into account a revised process put in place by the MENFP for restructuring the school accreditation system. As with the PDO indicator on strengthened sector management, the indicator language was revised by replacing the term "licensing" with "accreditation".</i>	<i>Revised to reflect changes to Component 3 accreditation activities, in line with revised MENFP priorities</i>	<i>End target pushed back by a year</i>
IRI 22		<b>Revised Indicator (former PDO Indicator 4):</b> Percentage of school support visits conducted at least once per year by the MENFP <b>Revised end target:</b> 95% [in 2015/16]			<b>Revised indicator:</b> Percentage of schools inspected at least once per year by the MENFP (non-cumulative) <b>End target:</b> 95% [in 2016/17]



	<b>Comments:</b>	<i>Revised from original PDO indicator on capacity and dropped to Component 3 IRI. Original end target: 75%</i>			<i>The Restructuring Paper doesn't mention any changes to this indicator, but the paper's results framework contains the above slightly revised definition and end target date</i>
IRI 23			<b>New Indicator:</b> Diagnostic sector study completed, and student-mentoring program piloted <b>End target:</b> Diagnostic sector study completed; Student-mentoring program piloted [in 2016/17]		<b>Revised indicator:</b> Diagnostic sector studies completed <b>Revised end target:</b> Three diagnostic sector studies completed
				<b>Comments:</b>	<i>Revised to reflect that the student-mentoring pilot was dropped from the Project</i>



IRI 24					<b>New Indicator:</b> Targeted supervision approach of the TWP based on school needs is implemented <b>End target:</b> Not applicable
				<b>Comments:</b>	<i>Added to reflect current activities. End target is "not applicable" because the TWP would end at the end of the 2017-18 school year. At the time of the restructuring, the targeted supervision approach was under implementation</i>
IRI 25					<b>New Indicator:</b> MENFP develops a multi-year sector operational plan <b>End target:</b> Sector Operational Plan drafted and under discussion by stakeholders





				<b>Comments:</b>	<i>Added to reflect current activities</i>
IRI 26			<b>New Indicator:</b> Education sector action plans are developed for 2014-15, 2015-16, and 2016-17 <b>End target:</b> Education Sector Action Plan 2016-17 is available		Dropped (due to revised MENFP approach, developing a multi-year sector operational plan, action plans would no longer be financed under the Project)
IRI 27					<b>New Indicator:</b> Activities to support MENFP actors' technical and administrative capacity are provided <b>End target:</b> Training and technical assistance provided on data collection to enable MENFP staff to implement and oversee the QAS tools



Intermediate Results Indicators – Component 4					
IRI 28	12. Data collection and analysis trainings <b>End target:</b> 100	Dropped (because EMIS-related activities would no longer be financed under the restructured Project)			
IRI 29					<b>New Indicator:</b> Percentage of school feeding project beneficiary schools contacted at least twice per year through a beneficiary feedback mechanism to collect actionable feedback <b>End target:</b> Not applicable
				<b>Comments:</b>	<i>Added to reflect current activities. End target is “not applicable” because SHN activities were ending in 2016/17. At the time of the restructuring, 90% of SHN beneficiary schools had been contacted</i>



IRI 30		<b>New (Institutional Core Indicator):</b> System for learning assessment at the primary level <b>End target:</b> Yes (Stage 1) (not cumulative)	<b>Revised end target:</b> Yes (Stage 1); No (Stage 2) (not cumulative)		<b>End target:</b> Yes [in June 2018]
	<b>Comments:</b>		<i>Targets advanced by one year. The administration of EGRA on a larger scale and development and administration of an EGMA would strengthen the learning assessment system</i>		<i>Revised to reflect updated implementation strategy</i>
IRI 31		<b>New Indicator:</b> Impact evaluations completed <b>End target:</b> 2 [in 2015/16]	<b>End target:</b> 2 [in 2016/17]		<b>Revised end target:</b> 3 [in 2017/18]



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	<b>Comments:</b>		<i>Target for 2014-15 revised to take into account delays in launching implementation of the impact evaluation of the Map Li Net Ale approach. The impact evaluation was expected to be completed in 2015-16, rather than 2014-15</i>		<i>End target increased to reflect output</i>
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ANNEX 9. DETAILED RESULTS FRAMEWORK VALUES

Table A9.1: PDO Indicators – Enrollment (& Access)

PDO Indicator - Enrollment	P*	Baseline	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
	--							
	A							
<b>Revised PDO 1.</b> Number of tuition waivers financed in nonpublic schools <sup>49</sup> (cumulative)	P		100,000	290,000	390,000	423,000	423,000	482,000 <sup>50</sup>
	A	80,000	135,056	264,434	364,905	433,906	482,932	482,932
<b>IRI** 1 (Former PDO 1).</b> Number of children enrolled in tuition waiver schools (non-cumulative)	P		100,000	190,000	100,000	33,000	45,000 <sup>51</sup>	0 <sup>52</sup>
	A	80,000	135,056	129,378	100,471	69,001	45,027	0

\* P = Planned; A = Achieved \*\* IRI = Intermediate Results Indicator

<sup>49</sup> This is the final version of revised PDO 1 indicator, from Restructuring no. 6.

<sup>50</sup> Original cumulative end target would have been 300,000 tuition waivers. The sixth (final) Project restructuring sets the final end target at 482,000. The subsequent post-restructuring ISR (no. 11) uses this figure as the end target. However, the following ISR (no. 12) and the final ISR (no. 13) seem to mistakenly replace the end target and with the actual indicator value from ISR no. 11 (437,905). For the purposes of this ICR, the formally revised end target as per the sixth restructuring (482,000) is used.

<sup>51</sup> ISR no. 12 and the final ISR (no. 13) have the end target as 48,200. However, the final Project restructuring (no. 6) and the subsequent ISR (no. 11) set the end target as 45,000. For the purposes of the ICR, the formally revised figure of 45,000 from the sixth restructuring is retained.

<sup>52</sup> The end target is "0" because it was planned that the last year of Project-financed tuition waivers would conclude in June 2017. The PEQH financed the final cohort of the TWP, which was designed to phase out by June 2018.



**Table A9.2 Intermediate Indicators – SHN Program**

Intermediate Indicators - Attendance	P	Baseline	Project Closing (2017/18)
	--		
	A		
<b>IRI 12.</b> Children participating in integrated nutrition/health program (non-cumulative)	P		92,000 <sup>53</sup>
	A	70,000	93,538
<b>IRI 13.</b> Cumulative children participating in integrated nutrition/health program (cumulative)	P		464,000 <sup>54</sup>
	A	70,000	465,897
<b>IRI 14.</b> Cumulative number of children participating in post Hurricane Matthew enhanced emergency integrated nutrition/health program (cumulative)	P		13,000
	A	0	15,467

<sup>53</sup> Original end target: 70,000 students (non-cumulative, annually).

<sup>54</sup> Original cumulative end target would have been 210,000 students.



**Table A9.3: Intermediate Indicators - Quality**

Intermediate Indicators – Quality	P	Baseline	Project Closing (2017/18)
	--		
	A		
<b>IRI 11.</b> Teachers recruited or trained (cumulative)	P		3,570 <sup>55</sup>
	A	0	3,570
<b>IRI 18.</b> Students benefiting from improved reading instruction approach ( <i>M'Ap Li Net Ale</i> ) (non-cumulative)	P		8,000
	A	0	16,807
<b>IRI 19.</b> Cumulative students benefiting from improved reading instruction approach ( <i>M'Ap Li Net Ale</i> ) (cumulative)	P		26,718 <sup>56</sup>
	A	0	26,718
<b>IRI 15.</b> Teacher's Guide printed by MENFP [ <b>Dropped</b> ]			P Grade 1 and Grade 2 Teacher's Guides are in use in classrooms
	A	Not printed	[ <b>Dropped</b> – last value was “This is delayed due to defining the objective with MENFP” in May 2016]
<b>IRI 16.</b> Increase in effective pedagogy practice for FIA graduates as determined by the survey [ <b>Dropped</b> ]	P		20%
	A	0	[ <b>Dropped</b> – no data]
<b>IRI 17.</b> Teachers implementing <i>Lekti se Lavni</i> [ <b>Dropped</b> ]	P		300
	A	0	[ <b>Dropped</b> – last value was 0 in November 2013]

**Table A9.4: PDO Indicator - Sustainability**

PDO Indicator - Sustainability	P -	Baseline	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
	-							
	A							
<b>Original PDO 3.</b> Percentage of community teachers financed by the Government of Haiti [ <b>Dropped in June 2014</b> ]	P		10	50	90			
	A	0	0	0				



**Table A9.5: Intermediate Indicators - Sustainability**

Intermediate Indicators - Sustainability	P	Baseline	Project Closing (2017/18)
	--		
	A		
<b>IRI 2.</b> Number of additional classrooms built or rehabilitated at the primary level resulting from Project intervention (cumulative)	P		21 <sup>57</sup>
	A	0	21
<b>IRI 3.</b> Communities receiving grants	P		57 <sup>58</sup>
	A	0	57

**Table A9.6: PDO Indicator - Capacity**

PDO Indicator - Capacity	P	Baseline	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
	--							
	A							
<b>IRI 22 (Original PDO 4).</b> Percentage of schools inspected at least once per year by the MENFP	P	0	55	85	95	95	95	95 <sup>59</sup>
	A		85	79	78.94	84.20	72.7	72.70

<sup>55</sup> Original end target: 3,300 teachers.

<sup>56</sup> Original cumulative end target would have been 17,000 students.

<sup>57</sup> Original end target: 700 classrooms.

<sup>58</sup> Original end target: 200 communities.

<sup>59</sup> Original end target: 75 percent of schools in Project areas.





**Table A9.7: Intermediate Indicators – Capacity**

Intermediate Indicators – Sector Management	P	Baseline	Project Closing (2017/18)
	--		
	A		
<b>IRI 23.</b> Diagnostic sector studies completed	P		Three diagnostic sector studies completed
	A	Diagnostic sector study not designed, and student mentoring pilot not developed	Three diagnostic sector studies completed
<b>IRI 24.</b> Targeted supervision approach of the TWP based on school needs is implemented	P		Not applicable <sup>60</sup>
	A	No	NA. This activity is discontinued under the project and will be transferred to the PEQH <sup>61</sup> project.  Actual value of indicator was “Yes” prior to activity closing, and this activity was transferred to the PEQH project.
<b>IRI 25.</b> MENFP develops a multi-year sector operational plan	P		Sector Operational Plan drafted and under discussion by stakeholders
	A	No multi-year sector operational plan	Sector Operational Plan drafted and under discussion by stakeholders
<b>IRI 27.</b> Activities to support MENFP actors’ technical and administrative capacity are provided	P		Training and technical assistance provided on data collection to enable MENFP staff to implement and oversee the QAS
	A	EFA 1 capacity strengthening activities carried out	Training and technical assistance provided on data collection to enable MENFP staff to implement and oversee the QAS
<b>IRI 31.</b> Impact evaluations completed	P		3
	A	0	3



**Table A9.8: PDO Indicators – Enrollment (& Access)**

PDO Indicator - Enrollment	P	Baseline	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
	--							
	A							
<b>Revised PDO 1.</b> Number of tuition waivers financed in nonpublic schools <sup>62</sup> (cumulative)	P		100,000	290,000	390,000	423,000	423,000	482,000 <sup>63</sup>
	A	80,000	135,056	264,434	364,905	433,906	482,932	482,932
<b>IRI 1 (Former PDO 1).</b> Number of children enrolled in tuition waiver schools (non-cumulative)	P		100,000	190,000	100,000	33,000	45,000 <sup>64</sup>	0 <sup>65</sup>
	A	80,000	135,056	129,378	100,471	69,001	45,027	0

<sup>60</sup> The activity linked with this indicator ended along with the Project’s financing of the TWP at the end of the 2016-17 school year and was taken up by the PEQH – hence the “Not applicable” end target for 2017/18. The actual value of the indicator was “yes” in October 2017, prior to the end of the Project’s financing of the TWP.

<sup>61</sup> PEQH is the subsequent World Bank-financed operation (Providing an Education of Quality in Haiti).

<sup>62</sup> This is the final version of revised PDO 1 indicator, from Restructuring no. 6.

<sup>63</sup> Original cumulative end target would have been 300,000 tuition waivers. The sixth (final) Project restructuring sets the final end target at 482,000. The subsequent post-restructuring ISR (no. 11) uses this figure as the end target. However, the following ISR (no. 12) and the final ISR (no. 13) seem to mistakenly replace the end target and with the actual indicator value from ISR no. 11 (437,905). For the purposes of this ISR, the formally revised end target as per the sixth restructuring (482,000) is used.

<sup>64</sup> ISR no. 12 and the final ISR (no. 13) have the end target as 48,200. However, the final Project restructuring (no. 6) and the subsequent ISR (no. 11) set the end target as 45,000. For the purposes of the ICR, the formally revised figure of 45,000 from the sixth restructuring is retained.

<sup>65</sup> The end target is “0” because it was planned that the last year of Project-financed tuition waivers would conclude in June 2017. The PEQH financed the final cohort of the TWP, which was designed to phase out by June 2018.



Table A9.9: Intermediate Indicators - Enrollment

Intermediate Indicators - Enrollment	P	Baseline	Project Closing (2017/18)
	--		
	A		
<b>IRI 1.</b> Number of children enrolled in tuition waiver schools (annual, non-cumulative)	P		45,000 (in 2016/17)
	A	80,000	45,027 (in 2016/17)
<b>IRI 4.</b> Number of schools affected by Hurricane Matthew rehabilitated or receiving a semi-permanent shelter at the primary level resulting from project intervention	P		100
	A	0	91
<b>IRI 5.</b> Number of school kits, student kits and teacher kits delivered to schools impacted by Hurricane Matthew	P		18,500
	A	0	18,500
<b>IRI 6.</b> Textbooks per pupil in tuition waiver schools	P		3
	A	3	3
<b>IRI 9.</b> Percentage of TWP Schools publicly posting annual expenditure reports	P		95
	A	0	62
<b>IRI 10.</b> Direct project beneficiaries, of which female (non-cumulative)	P		6,000 Female: 50%
	A	150,000	7,304 Female: 50,42%
<b>IRI 7.</b> Dropout rate reduced	P		10%
	A	25%	[Dropped – last value was 19% in November 2013]



**Table A9.10: PDO Indicator - Attendance**

PDO Indicator - Attendance	P	Baseline	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
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	A							
<b>New PDO 2.</b> Attendance rate is at least maintained in schools benefiting from the SHN Program (non-cumulative) <sup>66</sup>	P					At least 78%	78% <sup>67</sup>	Not applicable <sup>68</sup>
	A	78% (2014-2015)				83.5%	88%	Not applicable

**Table A9.11: Intermediate Indicators - Attendance**

Intermediate Indicators - Attendance	P	Baseline	Project Closing (2017/18)
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	A		
<b>IRI 12.</b> Children participating in integrated nutrition/health program (non-cumulative)	P		92,000 <sup>69</sup>
	A	70,000	93,538
<b>IRI 13.</b> Cumulative children participating in integrated nutrition/health program (cumulative)	P		464,000 <sup>70</sup>
	A	70,000	465,897
<b>IRI 14.</b> Cumulative number of children participating in post Hurricane Matthew enhanced emergency integrated nutrition/health program (cumulative)	P		13,000
	A	0	15,467

<sup>66</sup> This indicator was introduced into the Project results framework in October 2014 (third restructuring);

<sup>67</sup> The fourth Project restructuring sets the end target at 78 percent, and sixth (final) restructuring maintains the same end target. The subsequent post-restructuring ISR (no. 11) also uses this figure as the end target. However, the following ISR (no. 12) and the final ISR (no. 13) seem to mistakenly replace the end target and with the actual indicator value from ISR no. 11 (83.5 percent). For the purposes of this ISR, the formally revised end target as per the fourth and sixth restructurings (78 percent) is used.

<sup>68</sup> School feeding services ended (as planned) in 2016/17, so there are no indicator targets and values for 2017/18.

<sup>69</sup> Original end target: 70,000 students (non-cumulative, annually).

<sup>70</sup> Original cumulative end target would have been 210,000 students.



**Table A9.12: PDO Indicator – Sector Management**

PDO Indicator – Sector Management	P	Baseline	2012 /13	2013 /14	2014 /15	2015/16	2016/17	2017/18
<b>Revised New PDO 3.</b> MENFP uses data on registered public and nonpublic primary schools to assess, categorize and improve the quality of service delivery <sup>71</sup>	P					School QAS criteria and tools to measure service delivery quality are developed and tested	A representative sample of all primary schools in Haiti are classified and assessed using QAS tools	School scorecards including action items for improvement are delivered to a representative sample of primary schools assessed in previous year
	A	MENFP has registered all public and nonpublic primary schools requesting a school identity card (2014-2015)				School QAS criteria and tools to measure service delivery quality are developed and tested	School profiles are currently being developed to be used for the development of school improvement plans (in a nationally representative sample)	School scorecards including action items for improvement are delivered to the 1% of primary schools assessed in previous year



**Table A9.13: Intermediate Indicators – Sector Management**

Intermediate Indicators – Sector Management	P	Baseline	Project Closing (2017/18)
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	A		
<b>IRI 21.</b> The school registration database is operational	P		MENFP school registration database is operational <sup>72</sup>
	A	No	MENFP school registration database is operational
<b>IRI 22.</b> Percentage of schools inspected at least once per year by the MENFP	P		95% <sup>73</sup>
	A	0	72.70
<b>IRI 23.</b> Diagnostic sector studies completed	P		Three diagnostic sector studies completed
	A	Diagnostic sector study not designed, and student mentoring pilot not developed	Three diagnostic sector studies completed
<b>IRI 24.</b> Targeted supervision approach of the TWP based on school needs is implemented	P		Not applicable <sup>74</sup>
	A	No	NA. This activity is discontinued under the

<sup>71</sup> The above version of this indicator was introduced in the sixth restructuring (May 2017). Two other versions of this indicator were used to measure achievement of the outcome of strengthened sector management prior to this version. These are:

(i) “Percentage of schools registered in the school accreditation database”, introduced in the third restructuring in October 2014 (baseline: 29.0 percent; end target: at least 70 percent; last value achieved prior to revision: 30.8 percent) (Source: ISR no.6); and

(ii) “MENFP uses data on registered schools to identify nonpublic schools eligible to undergo its accreditation process,” introduced in the fourth restructuring in May 2015 (baseline: MENFP has registered all public and nonpublic primary schools requesting a school identity card; end target: at least 30 percent of Project-financed nonpublic schools are classified according to their eligibility to undergo the MENFP’s accreditation process; last value achieved prior to revision: “MENFP in process of cleaning the database of registered schools, but only 103 schools have received [a school identity card]”) (Source: ISR no. 9).

<sup>72</sup> Original end target: MENFP enforces licensing standards.

<sup>73</sup> Original end target: 75 percent of schools in Project areas.

<sup>74</sup> The activity linked with this indicator ended along with the Project’s financing of the TWP at the end of the 2016-17 school year and was taken up by PEQH – hence the “Not applicable” end target for 2017/18. The actual value of the indicator was “yes” in October 2017, prior to the end of the Project’s financing of the TWP.



			project and will be transferred to the PEQH project.
			Actual value of indicator was “Yes” prior to activity closing, and this activity was transferred to the PEQH project.
IRI 25. MENFP develops a multi-year sector operational plan	P		Sector Operational Plan drafted and under discussion by stakeholders
	A	No multi-year sector operational plan	Sector Operational Plan drafted and under discussion by stakeholders
IRI 27. Activities to support MENFP actors’ technical and administrative capacity are provided	P		Training and technical assistance provided on data collection to enable MENFP staff to implement and oversee the QAS
	A	EFA 1 capacity strengthening activities carried out	Training and technical assistance provided on data collection to enable MENFP staff to implement and oversee the QAS
IRI 29. Percentage of school feeding project beneficiary schools contacted at least twice per year through a beneficiary feedback mechanism to collect actionable feedback	P		Not applicable <sup>75</sup>
	A	Beneficiary feedback mechanism not in place	90% of school feeding program beneficiary schools contacted at least twice during the school year (SY) to collect feedback [in June 2017]
IRI 30. System for learning assessment at the primary level	P		Yes
	A	No	Yes
IRI 31. Impact evaluations completed	P		3
	A	0	3

<sup>75</sup> The SHN activities linked with this indicator ended at the end of the 2016-17 school year – hence the “Not applicable” end target for 2017/18.



## ANNEX 10. DETAILED COMPONENT CHANGES

### I. Component 1 – Support to Primary Education Enrollment (*revised, from Improving Access to Quality Education*)

1. TWP. In the second restructuring in June of 2014, the number of years of IDA financing of the TWP was reduced – grants to TWP schools would be financed until the end of the school year 2013-14 rather than 2014-15 because the Project financed a higher number of students than originally planned for the first two years of the project (2012-13 and 2013-14), due to delays in funding availability from other development partners. Subsequently, the TWP was scaled up using GPE financing in the third restructuring in October 2014, covering about 102,000 students and 35,000 students in the 2014-15 and 2015-16 school years, respectively. Training to TWP school directors and SMCs would also be provided. Support of the last TWP cohort was then taken over by the new World Bank financed operation (PEQH, 155191) which became effective in March 2017.
2. Community-based Schools. In the second restructuring, the scope of the community-based school sub-component was reduced from 200 to 80 participating communities due to higher than anticipated unit costs of school construction and in line with MENFP implementation capacity. In the sixth restructuring, the construction scope was further reduced; to respond to Hurricane Matthew, IDA funds originally planned for the construction of community-based schools were mobilized toward emergency activities. Thus, only 10 pilot schools were built, with a total of 21 classrooms. The number of communities receiving grants to operate schools was reduced from the 80 planned, to 57 existing schools wanting to continue in the program. Additional reasons for this shift were: lower than expected planning, construction and supervision capacity at the community, departmental, and PIU levels; and a shift in the MENFP's priority towards construction of large-scale, full public schools (rather than partial-cycle schools in remote areas), which had contributed to slow construction progress. Furthermore, as the Government had not been able to assume the cost of teachers' salaries due to financial constraints and competing priorities, the Project therefore continued financing 100 percent of community teacher salaries using funds that would otherwise have financed the continued construction of schools (as outlined in sections below, the MENFP started nominating teachers in 2017 under the new PEQH financing).
3. Hurricane Matthew Rehabilitation, Construction, Materials & School feeding. With the sixth restructuring, to enable affected schools in three geographical departments to reopen as quickly as possible, public schools affected by the hurricane would be rehabilitated, primarily through the replacement or repair of damaged roofs; up to 100 schools that suffered extensive structural damage would benefit from rehabilitation or construction of semi-permanent shelters<sup>76</sup>. Complete school furniture school sets would be provided in up to 24 schools, about 18,000 pedagogical kits distributed in affected schools, and an enhanced daily SHN program would be provided to 13,000 children in affected schools (further detailed in Component 2 below).
4. In addition, the SHN Program was moved from Project Component 1.3 to Component 2.3, to align with the revision of the outcome linked to Component 2 (improved student attendance). Changes to the

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<sup>76</sup> Semi-permanent shelters are building units with para-cyclonic and para-seismic foundations, roofs and partial walls that are meant to last an average of 5 years. Construction of semi-permanent shelters included construction for all community-based schools that didn't already have classrooms built.





sub-component are described under Component 2, below.

5. Information for Nonpublic School Accountability. In the third restructuring, this sub-component was added, financing the design and implementation of an information campaign to improve financial accountability of selected schools under the TWP and improve TWP implementation.

## II. Component 2 – Support to Improved Student Attendance (*revised, from Support to Teaching and Learning*)

6. FIA. At the time of the second restructuring, the Project had certified about 2,600 FIA teachers; however, more than two-thirds of graduates could not find a job in the teaching profession, as the Government was limited in its ability to replace unqualified teachers in public schools or require nonpublic schools to recruit them. As a result, the recruitment of a fourth cohort of FIA candidates was cancelled, beginning with the 2013-14 school year.

7. M'ap Li Net Ale. In place of the structured reading instruction approach *Lekti se Lavni*, the Project would introduce as part of the second restructuring, a technically-improved version of the approach called *M'ap Li Net Ale* (“I Am Reading All the Way”), developed by the MENFP with the USAID. This approach would involve teacher training and coaching, student and teacher assessment and the provision of teacher and student materials for Grade 1 classes in selected schools participating in the TWP and community-based schools. As the unit costs of the approach were high, the Project would also introduce a lower-cost version of *M'ap Li Net Ale*, requiring fewer human resources and the direct involvement of school directors. Both versions of *M'ap Li Net Ale* would be tested in a pilot phase in 2014-15 (benefiting about 12,000 students), and the approach would subsequently be scaled up in 2015-16 based on pilot results.

8. Support to the Quality of Reading Instruction. As the financing of the activity was taken on by another development partner, the development of a teacher’s guide including lesson plans for each day of class for selected grades was eliminated from the Project in the sixth restructuring.,

9. SHN Program. The second and third restructurings scaled up the provision of SHN services, filling a financing gap and providing services for primary students<sup>77</sup> for two additional school years beyond the original Project timeline (2014-15 and 2015-16). It was also anticipated that SHN beneficiary school targeting might be revised, as a 2013 nutritional map of Haiti had become available by the second restructuring, and the Project would support activities to prepare the transition to financing new schools<sup>78</sup>. The third restructuring introduced the independent verification by firms of service provision under the SHN Program and provided additional funds for the introduction of fuel-efficient stoves in selected schools. The sixth restructuring eliminated the study on improved cook stoves because similar studies already existed; and reduced the scope of the introduction of improved cook stoves to cover distribution only in Hurricane-affected schools, in order to: (i) allow funds for the SHN Program in hurricane-affected areas, as well as (ii) provide coverage for the overarching SHN Program for the 2016-17 school year, given significant reductions in school feeding financing by other development partners.

<sup>77</sup> The second restructuring would provide services for 76,500 students in 2014-15 and 2015-16, and the third restructuring would provide services for about an additional 68,000 students over four months in 2014-15 and about an additional 34,000 students in 2015-16.

<sup>78</sup> SHN targeting was not revised, and the participating schools continued to be based on existing poverty mapping.



10. SHN Program in Schools Affected by Hurricane Matthew. To respond to the severe food security crisis that followed the hurricane, the SHN Program was expanded, expecting to cover about 13,000 additional students in 64 public schools in 2016-17. The scope of the SHN Program was also expanded to provide water treatment kits (as a cholera prevention approach), improved cook stoves for meal preparation, kitchen utensils, additional soap, and additional hygiene training for cooks, teachers and school directors.

### **III. Component 3 – Strengthening Sector Management** *(revised, from Institutional Strengthening and Governance)*

11. ONAPE & School Accreditation. In place of supporting ONAPE, the establishment of which had stalled following a shift in Government priorities, starting with the second restructuring, Component 3 would support the development of school accreditation standards, methodologies and procedures, including by financing the National Consultative Committee for Accreditation. In the fourth restructuring, these accreditation activities were scaled back to align with refocused Government priorities and timing on school accreditation: in particular, following policy reforms in August 2014, the MENFP decided to focus its efforts on immediate measures to identify and register existing schools in Haiti as a prerequisite to schools' accreditation. The component activities were therefore revised as: school registration (and provision of identity cards) at the national level; the establishment of reconciled data on all Haitian schools; and the development and testing of tools for assessing schools against service delivery criteria.

12. Sector studies and Pilots. The second restructuring would also support thematic sector studies and pilots aimed at improving budget programming and education system accountability. In the third restructuring, funds were added to include additional sector studies, and a set of new activities was added: the development of an annual education sector action plan, from 2014 to 2017; an assessment of the potential for creating a multi-donor trust fund as a pooled funding mechanism for the sector; and the design and piloting of a student mentoring program for children. In the sixth restructuring, several activities were eliminated: support to DDEs via a program-based budget; the student mentoring pilot; the development of the annual sector action plans; the development of an Education Country Diagnostic report and certain other thematic studies, no longer deemed sector priorities. These changes would allow the MENFP to focus its attention and implementation capacity on other priorities, such as Hurricane Matthew, and a new activity: support for the MENFP's development of a new multi-year sector Operational Plan.

### **IV. Component 4 – Project Management and Monitoring and Evaluation**

13. In line with the change in the second restructuring, this component was also revised to finance an impact evaluation of M'ap Li Net Ale (rather than of Lekti se Lavni). In the third restructuring, the scope of this component was expanded to provide additional support to oversee Project implementation and added the financing of the development and administration of one wave of an EGMA in addition to the two waves of EGRA planned. In the sixth restructuring, in order to redirect funds toward post-hurricane activities, the second round of EGRA and the planned round of EGMA were eliminated.