

**PROJECT INFORMATION DOCUMENT (PID)
IDENTIFICATION/CONCEPT STAGE**

Report No.: PIDC85047

Project Name	Haiti Statistical Capacity Building in Education Grant
Region	LATIN AMERICA AND CARIBBEAN
Country	Haiti
Lending Instrument	IPF
Project ID	P161160
Borrower Name	MENFP
Implementing Agency	The World Bank
Environment Category	C - Not Required
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Initiation Note Review Decision	The review did authorize the preparation to continue

I. Introduction and Context

Country Context

Haiti's geography, people, and history provide it with many opportunities. The third largest Caribbean nation by area (27,750 sq. Km) and population (10.4 million), Haiti shares the island of Hispaniola with the Dominican Republic. The country possesses untapped markets and a pent-up demand for the private sector to explore, including in agribusiness, light manufacturing, and tourism. Yet Haiti remains the poorest country in the Western Hemisphere and one of the poorest countries in the world, with a 2014 GDP per capita of US\$824. Almost 60 percent of the population lives below the national poverty line and inequality is high, with wealth and economic opportunity concentrated around Port-au-Prince. Access to basic services is limited, particularly in rural areas, which has translated into low human development indicators (Haiti ranks 168th out of 187 countries in the Human Development Index).

Six years after the catastrophic earthquake of 2010, reconstruction efforts have yielded tangible progress. The earthquake killed an estimated 230,000 people (including scores of professionals and public servants) and displaced 1.5 million, causing damages and losses of 120 percent of GDP. Reconstruction followed in the wake of the humanitarian effort, and progress has been made in several areas. Extreme poverty fell from 31 percent to 24 percent between 2000 and 2012, infrastructure and private sector activity have expanded, and health and education indicators have improved over the same period, thanks in part to substantial expansion of donor assistance after the earthquake and to sustained levels of remittances from the Haitian Diaspora.

However, Haiti remains a fragile state, with political instability and a rapidly deteriorating economic environment threatening recent gains. Nearly simultaneous municipal, parliamentary, and presidential elections in the 2015-2016 period have resurfaced underlying divisions in society with a transitional government in place since February 2016 (the new administration under the new

President is expected to start in February 2017). Uncertainty in political leadership is compounded by major economic challenges. Despite robust macroeconomic management, Haiti has seen limited growth, low revenue generation, and declining external financing (from aid and concessional borrowing), driven by shifts in international priorities and deteriorating global and regional economic conditions. More recently, Hurricane Matthew, a Category IV Hurricane, landed in Haiti on October 4, 2016, affecting over 2 million people, leaving 1.4 million in need of immediate assistance, and causing severe damage to water, electricity, education, health and agriculture sectors, and to livelihoods in affected areas, mostly in the South of the country. Taken together, these factors contribute to a decline in available resources for service delivery from the State and to increasing difficulty for households, who bear a large share of education and health costs, to cover such expenses, threatening the progress made in human development and poverty reduction.

Support from Haiti's partners for improvements in the quality and delivery of human development services is critical, as human capital remains one of the most binding constraints to sustainable and inclusive growth. The country's young population, cultural assets, global diaspora, and access to large, developed markets are significant assets. However, without universal acquisition of basic literacy and numeracy, and a skilled and healthy labor force, these endowments are less likely to create real opportunities to improve the well-being of Haitian citizens. In addition, the limited supply and poor quality of service delivery is both a cause and a consequence of social divisions that foster Haiti's fragility. The Government of Haiti and its partners agree that improving the delivery of such services is a key entry point to improve trust between citizens and the State while improving the living conditions and economic opportunities of existing and future generations. In particular, the past several Haitian administrations have moved actively towards increasing the Government's role in ensuring the provision of primary education. This effort needs to be sustained, particularly in periods of high uncertainty, to help rebuild the weak social contract.

Sectoral and Institutional Context

Needs are substantial across the education sector. At the primary level, public provision of education is insufficient to meet demand, and non-public providers have stepped in to fill the gap, operating over 80 percent of primary schools. All providers operate with little oversight or accountability for providing a quality education and ensuring learning. At the same time, the majority of families struggle to finance education costs, which absorb 10 percent of consumption on average for households with children in primary school. At other levels of education, from early childhood through tertiary, the public sector plays a similarly limited role in both provision and regulation.

The Government of Haiti (GoH) has prioritized the financing of access to primary education, contributing to substantial increases in school participation. The GoH has financed tuition waivers to non-public providers through the donor-funded Education for All - EFA Projects' Tuition Waiver Program (Education Pour Tous; EPT) since 2007 and the Government-funded Universal, Free, and Obligatory Education Program (Programme de Scolarisation Universelle Gratuite et Obligatoire; PSUGO) since 2011. At their combined peak between 2011 and 2014, these two programs financed the school fees of over 60 percent of all primary students in Haiti, with PSUGO representing about 20 percent of domestic public spending on education. As a result, the net primary enrollment rate has risen from about 60 percent in the early 2000s to between 70 and 80 percent in 2012.

Yet student achievement remains very weak. The average Haitian child enters first grade nearly two years late, due to a combination of household financial constraints that delay school entry and schools often demanding that children receive at least one year of pre-primary in order to prepare for first grade. Once in school, 13 percent of first graders repeat, and only about half will reach the sixth grade. Student learning is also very weak. For example, assessments conducted in a sample of EPT and non-EPT schools in 2009 found that the average third grader could only read 23 words per minute, well below the estimated speed of 35-60 words per minute required for comprehension of a basic text, and a 2015 pre-pilot of a fourth grade math assessment by the Ministry of Education and Professional Training (Ministère de l'Éducation Nationale et de la Formation Professionnelle; MENFP) in both public and non-public schools found that student scores were only slightly above what would be achieved by random guessing.

Poor and rural children have the lowest levels of access and student achievement. Among primary school-age children, only 86 percent of poor, rural children are enrolled, compared to 96 percent of the non-poor urban. Among 10-14 year olds who are in school, over 70 percent of poor, rural children are two or more years over age for their grade, compared to 32 percent of their non-poor, urban counterparts. Long distances to school and family needs for children's agricultural labor are among the main causes cited by rural parents for children being over age.

The low average quality of education provided by both public and non-public schools, coupled with the deprivations associated with poverty contribute to these low levels of achievement. Physical and social environments are inadequate, and schools often do not provide safe, healthy contexts for learning. For example, only 56 percent of primary schools had a source of drinking water according to the 2013-14 national school census. In seven of the ten departments of the country, the rate of school electrification is under 25 percent, compared to the Sub-Saharan Africa average of 28 percent. The quality of teaching is also very weak. Classroom observations of primary school teachers in the Nord and Nord Est departments found that the majority of teachers use ineffective pedagogical approaches and often struggle with content. Beyond these supply-side factors, the deprivations associated with poverty, including nutritional deprivations, the need for child labor, and relatively high costs of education that families cannot meet all reduce children's ability to successfully participate in school.

In an effort to start addressing these quality challenges, the GoH has taken initial steps to increase its oversight and enforce minimum requirements for schools to operate. After decades of uncontrolled growth in the non-public sector, MENFP announced 12 Policy Measures and a National Pact for Education Quality that take initial steps to regulate schools including by requiring all schools and teachers to register for identification documents. Importantly, MENFP also recently announced a set of minimum physical criteria related to safe infrastructure, water, sanitation, and evidence of student testing that schools must meet in order to operate, and then took steps to enforce these criteria by shutting down some schools and excluding others from PSUGO and EPT. These actions represent a first step towards increasing the quality of education services supplied.

At the same time, the recent gains in access are under threat due to reductions in financing and perceptions that PSUGO has provided little value-for-money. EPT has stopped financing tuition waivers for new cohorts of 1st and 2nd graders, and PSUGO has stopped financing all cohorts in non-public schools as of the 2016-17 school year, effectively shifting the financial burden of

primary education back to households. Estimates from the Bank put the number of students at risk of not being able to access school due to the phasing out of PSUGO alone at up to 700,000 students (about 35 percent of all primary students). As a donor-financed program designed to fund a full course of primary education for specific cohorts of students, EPT is coming to a close. Similarly, PSUGO has stopped financing all cohorts because of the perceived low quality of the non-public schools in the program and because resources allocated to the program have not kept pace with spending commitments. No systematic investment plans have been produced to substantially expand public supply to compensate for the reductions in access due to the phasing out of these programs. In this context, increasing the quality of service delivery across both public and non-public schools to demonstrate value for money, is a critical prerequisite to sustainably ensuring access.

Recognizing access to a quality primary education as an urgent objective, MENFP has prioritized the development of sustainable, effective systems for increasing quality and ensuring access. The experiences of EPT and PSUGO have shown that gains in access can be achieved quickly through financing non-public schools. However, these experiences have also highlighted the need for effective sector management to ensure the quality of the education provided. In addition, the GoH has prioritized the improvement of public schools, which are often seen as lower quality and disproportionately serve the poor.

Importantly, these priorities have been retained by the recent transitional administration, demonstrating the underlying consensus among stakeholders in the sector. The technical leadership of MENFP, international partners, school and teacher organizations, and other stakeholders are engaged in an ongoing dialogue to address the multiple challenges facing primary education through consultative groups and the participative preparation of the new 2016-2020 Education Sector Plan. Strengthening the Government's role in ensuring access to a quality primary education remains an urgent objective throughout and beyond the current period.

Through its current Education For All Phase II (EFA II) (P124134), the Bank and other development partners support several initiatives addressing primary education access and quality, providing a broad base for the proposed Project to build on. Under the Education For All Phase II (EFA II) Project, the Bank and its partners, including the Global Partnership for Education and the Haiti Reconstruction Fund are investing US\$109 million (2012-2017) primarily in non-public school tuition waivers (EPT), rural school community education grants, school feeding, teacher training, and capacity building in MENFP. Activities are spread across over 1,400 schools in eight departments, and few schools receive more than one intervention (e.g. the tuition waiver program and the school health and nutrition program are provided to different schools).

The proposed project would greatly enhance the strategic technical assistance that the Bank is providing to MENFP to address financing, access, and quality, and complement the new IDA financing which was approved in November 2016 been prepared (Providing an Education of Quality in Haiti - P155191). MENFP's planning and activities are largely lacking an evidence base to support them, limiting their usefulness and accuracy. For example, as PSUGO phases out, no clear estimates from the Government have been made of its effects on access, nor have any specific plans emerged for alternative models of financing access to primary education. This project would help to strengthen data collection and use of data at a systemic level, and complement ongoing Non-Lending Technical Assistance (NLTA) and other activities to collect data in the short-term. Similarly, no data collection strategy exists for the school census. The school census provides

detailed data on student enrollment numbers (by gender and geography), as well as teacher numbers and school infrastructure - it is the most basic set of data that decision-makers require in understanding and improving access to education.

Relationship to CAS/CPS/CPF

The Bank's flagship Education For All II Project (P124134) was designed specifically to support MENFP's sector strategy (Plan Operationnel 2010-2015), and this project's objectives are perfectly aligned with this sector strategy. The sector strategy includes, under its first pillar (governance), the objective of reinforcing its planning, monitoring, and evaluation capabilities. Furthermore, the activities proposed in this project are in essence the same as the activities in support of this objective in the sector strategy, which have not yet taken place - despite their initial scheduling for 2010 in the Plan Operationnel - for lack of funding. Given their continued importance, they are expected to also be included in the next operational plan which is just now beginning to be prepared. The project responds to the need for better data identified in the Systemic Country Diagnostic and is also aligned with the FY16-FY19 Country Partnership Framework, as it helps the government develop its capacity to govern the system through the collection of more reliable data for evidence-based decision making. The second of three areas of focus in the CPF is human capital, and the fifth objective (of nine total) is to improve access to quality primary education. The project would also support the CPF's cross-cutting theme of transparency, accountability, and sustainability in governance.

II. Project Development Objective(s)

Proposed Development Objective(s)

The Development Objective of this grant is to support the Ministry of Education (MENFP) in 1) developing a sustainable data collection strategy for the school census that delivers quality data comparable to international standards, 2) designing a ministry-wide strategy for strengthening their M&E system, 3) implementing this strategy; and 4) to strengthen the capacity of the Haiti National Statistics Institute (IHSI) for data collection critical to education.

Key Results

- 1) School census in 2017-18 school year produces timely, quality data (as measured by goals to be set out in school census data collection strategy (to be elaborated))
- 2) Strategy for strengthening education M&E system adopted by MENFP (as indicated by official documentation)
- 3) MENFP initiates implementation of strategy for strengthening education M&E system (as indicated by evaluation of implementation progress)
- 4) IHSI staff working on population census trained (as measured by number of staff completing training supported by the project)

III. Preliminary Description

Concept Description

IV. Safeguard Policies that Might Apply

Safeguard Policies Triggered by the Project	Yes	No	TBD
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Environmental Assessment OP/BP 4.01		x	
Natural Habitats OP/BP 4.04		x	
Forests OP/BP 4.36		x	
Pest Management OP 4.09		x	
Physical Cultural Resources OP/BP 4.11		x	
Indigenous Peoples OP/BP 4.10		x	
Involuntary Resettlement OP/BP 4.12		x	
Safety of Dams OP/BP 4.37		x	
Projects on International Waterways OP/BP 7.50		x	
Projects in Disputed Areas OP/BP 7.60		x	

V. Financing (in USD Million)

Total Project Cost:	0.5	Total Bank Financing:	0
Financing Gap:	0		
Financing Source			Amount
Trust Fund for Statistical Capacity Building			0.5

VI. Contact point

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