



Project Information Document (PID)

Concept Stage | Date Prepared/Updated: 23-Sep-2020 | Report No: PIDC30290

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

Country Haiti	Project ID P174707	Parent Project ID (if any)	Project Name Promoting an Efficient Education System in Haiti (P174707)
Region LATIN AMERICA AND CARIBBEAN	Estimated Appraisal Date Dec 14, 2020	Estimated Board Date May 28, 2021	Practice Area (Lead) Education
Financing Instrument Investment Project Financing	Borrower(s) Ministère de l'Éducation et Formation Professionnelle; MENFP	Implementing Agency EPT-PEQH - Unite de Gestion de projet	

Proposed Development Objective(s)

The objective of the Project is to (i) strengthen the management of the education sector; and (ii) improve the teaching and learning process in primary education.

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

Total Project Cost	16.00
Total Financing	16.00
of which IBRD/IDA	0.00
Financing Gap	0.00

DETAILS**Non-World Bank Group Financing**

Trust Funds	16.00
Education for All - Fast Track Initiative	16.00

Environmental and Social Risk Classification

Concept Review Decision



Moderate

Track II-The review did authorize the preparation to continue

B. Introduction and Context

Country Context

1. **The third largest Caribbean nation by area and population (10.4 million), Haiti is facing major development challenges.** Haiti benefits from proximity and access to major markets, a young labor force, a dynamic diaspora, and substantial geographic, historical, and cultural assets. Yet the country remains the poorest country in the Western Hemisphere and one of the poorest countries in the world, with a 2019 GDP per capita of US\$755¹. Access to basic services is limited, particularly in rural areas, which has translated into low human development indicators (Haiti ranks 169th out of 189 countries in the Human Development Index²).

2. **Over the past decade, Haiti experienced both catastrophic natural hazards and rising political instability that seriously hampered its economic environment and development.** In 2010, the country experienced a destructive earthquake that killed an estimated 230,000 people and displaced 1.5 million. On October 3, 2016, Hurricane Matthew, a category IV hurricane, landed in Haiti and caused a large-scale disaster affecting over 2.1 million people and leaving almost 1.4 million people in need of lifesaving assistance. In July 2018, widespread protests began in several Haitian cities, causing massive disruptions. The COVID-19 pandemic, which hit the Country in March 2020, is likely to have a serious impact on Haiti's economy.

Sectoral and Institutional Context

3. **Despite recent progress, Haiti is still facing challenges in terms of coverage and quality of primary education.** Programs promoting access have been impacted by these recent crises and this significantly affected children's access to school. In addition, learning outcomes are still weak and most primary students cannot read or master basic mathematic skills. As a result, Haiti ranks last among countries in the Latin America and the Caribbean region for learning-adjusted years of schooling. To address these challenges, the MENFP, supported by the World Bank PEQH project (*Pour une Education de Qualité en Haiti*, P155191), developed in 2017 a Quality Assurance System to enhance school quality, and track and monitor progress at the school level, and track and monitor progress at the school level.

4. **Governance challenges in the sector are substantial.** At the primary level, non-public providers operate over 75 percent of primary schools with very limited supervision from the Government. All providers operate with little oversight or accountability for providing a quality education and ensuring learning. The accreditation system is not functional and does not have the capacity to register nor provide support to the non-public schools³ of the country. Likewise, the decentralized departments of education do not have the capacity to provide oversight and support to the public schools.

5. **The MENFP is also lacking an effective Education Management Information System (EMIS).** It does not currently have methodologies to collect basic information on schools, teachers and students in a timely and reliable manner. The databases are not structured and there are no protocols in place for data sharing among different technical directorates. In addition, the MENFP lacks the capacity to analyze data to inform policy decisions. The World Bank recently started supporting the development of framework documents for the EMIS that were validated by the MENFP, as well as a strategy

¹ The World Bank.

² Beyond income, beyond averages, beyond today: Inequalities in human development in the 21st century (UNDP 2019).

³ Sector Analysis (Cambridge Education, April 2019)



for its implementation that includes renewed data storage and sharing mechanisms, capacity-building, training and material resources to operationalize the EMIS.

6. The subnational levels of the Ministry lack capacity to perform their monitoring and planning functions. The Departmental levels of Education (DDEs) do not have the resources nor the capacity to efficiently participate in data collection processes, regulation mechanisms of the non-public sector and planning for efficient allocation of resources. In 2018, the International Institute for Educational Planning (IIEP-UNESCO) started working with the DDEs on micro-planning, providing technical support and training to technical staff that elaborated actions plans in all ten regions.

7. In part a result of these management shortcomings at the national and subnational levels of the MENFP, school environments are often not fully functional and not conducive to reducing gender gaps in Haiti. Public schools do not receive enough financial, material or pedagogical support from the central nor the local levels which leads to repetitive school closure and limited learning time. Physical infrastructure and the social environment in schools can also be harmful toward girl. This results in gender disparities such as higher dropout rates for girls (12 percent versus 10 percent for boys)⁴ or lower percentage of girls entering secondary or higher education. These differences have risen in the recent years, with girls now dropping out earlier than boys, at about age 14⁵.

8. The non-formal education system is insufficiently developed and its quality unregulated. The sector is characterized by a multiplicity of structures and interventions undertaken by public and private actors which translate into a fragmented, uncoordinated system failing to deliver quality education. Before the COVID19 crisis, about 18 percent of the school aged population (320,000 children aged 6 to 14 years old) were out of school⁶. Experience from events causing school closures in low-income countries show that interruptions to learning disproportionately affect poor children and increase dropouts. Thus, improving the non-formal education system will be key to maintain school continuity and access.

9. The ministry lacks learning standards to improve the curriculum as well as a robust learning assessment system. The current curriculum for primary does not focus on basic literacy and numeracy skills and there are no quality standards to set learning goals and monitor progress. In addition, the MENFP does not have a robust national learning assessment system in place that covers all key grades and areas to monitor learning outcomes and measure disparities with gender-disaggregated data. Results are not analyzed in a systemic, timely and standardized way and are not disseminated. To start the conversation on a curriculum and learning assessments reform, the World Bank PEQH project recently supported the MENFP to develop and pilot standards in French, Mathematics, and Creole, which could now be scaled up.

10. In response to the current pandemic, the MENFP established a Working Group which has put into place an Action Plan that includes communication campaigns, the implementation of a sanitary protocol in schools and financial support to families. The MENFP has requested support to implement this plan to which the PEQH Project responded through immediate emergency interventions. The Project will be restructured to include additional emergency activities and add more beneficiaries to continue supporting governance, access and quality while adapting to the changing context.

11. The proposed Project, financed by the Global Partnership for Education (GPE), would build on the Bank's current engagement, and address the structural challenges facing primary education that have been further exacerbated by the COVID-19 crisis. It aims at supporting MENFP in developing resilient systems to improve coverage and quality while aligning with the GPE's strategic priorities. Proposed interventions will take advantage of new opportunities to build a

⁴ ECVMAS (World Bank, 2012)

⁵ *Invest in people to fight poverty in Haiti* (World Bank, 2014)

⁶ *Étude sur les enfants en dehors de l'école* (MENFP and UNICEF, 2017)



more sustainable, inclusive, and resilient education system to face internal and external shocks, by, among other, supporting the MENFP's capacity to manage the education sector and increasing its resilience. The Project aims to produce measurable results in both improving the quality of primary education and managing school continuity during crisis.

Relationship to CPF

12. The proposed Project supports an integral part of the World Bank Group's Haiti Country Partnership Framework FY16-FY19 (CPF)⁷. By improving public service delivery and providing benefits in the form of social services to the population, the Project would contribute to strengthening Haiti's weak social contract, which is identified by the SCD as a critical factor of fragility and an avenue for improved development outcomes. The proposed Project would also support the CPF's cross-cutting theme of transparency, accountability, and sustainability in governance, by focusing on institutional strengthening and citizen engagement.

13. The Project is supporting the Government's Education Ten-Year Education Plan (PDEF) which is currently being finalized. The Project will address the three strategic pillars of the plan: (i) Governance, (ii) Access and Equity, (iii) Quality and Relevance, with an emphasis on strengthening the management of the sector and laying the foundation for system-level reforms for increasing quality. Increased collaboration with donors and partners will be implemented through existing coordination structures that will strengthen data-sharing mechanisms to ensure that they are consulted throughout the preparation and the implementation of the project.

C. Proposed Development Objective(s)

14. The objective of the Project is to (i) strengthen the management of the education sector; and (ii) improve the teaching and learning process in primary education.

Key Results (From PCN)

15. The following results are expected:

- (a) EMIS implemented and effective (including Accreditation and Quality Assurance Systems);
- (b) Decentralized directorates' capacity and oversight strengthened;
- (c) Learning assessments for 1st and 2nd cycles of primary developed and piloted;
- (d) Framework for the revision of the curriculum is defined and implemented.

D. Concept Description

16. The Project would achieve its development objective through the implementation of three components: (i) Improving institutional capacity and governance; (ii) Improving the teaching and learning process; and (iii) Project management, monitoring and evaluation.

Component 1: Improving institutional capacity and governance

(Tentative amount about US\$6 million)

17. Component 1 aims to: (i) strengthen the institutional capacity of the MENFP to manage the formal and non-formal sector at the national and subnational level; and (ii) increase its oversight and regulatory capacity for the public and non-public supply of education. Specifically, this component will support : (i) the implementation of the EMIS strategy; (ii) the

⁷ World Bank, Report 98132-HT



finalization and initial implementation of the new school accreditation process for public and non-public schools; and (iii) the strengthening of the regulatory and planning functions at the decentralized levels of the MENFP.

Component 2: Improving the teaching and learning process

(Tentative amount about US\$3.5 million)

18. Component 2 will aim at improving the teaching and learning process in primary education by developing learning standards, supporting curriculum revisions and enhancing the student learning assessment system. It will support: (i) the establishment of quality standards and curriculum reform, and (ii) a comprehensive national learning assessment system at the primary level. It may also support, still to be confirmed, the national policy on teacher training.

Component 3: Project Management

(Tentative amount about US\$ 1,6 million)

19. This component will provide support to MENFP for Project implementation, monitoring, and evaluation through:

- (i) Strengthening MENFP’s existing monitoring and evaluation functions;
- (ii) Financial management, safeguards and citizen engagement;
- (iii) Carrying out studies of the Project;
- (iv) Financing of operating costs;
- (v) Carrying out Project audits.

Variable part

(Tentative amount about US\$ 4,9 million)

20. US\$ 4,9 million of the overall financing will be disbursed based on the achievement of specific indicators aligned with the three requirements of the GPE: (i) equity, (ii) efficiency and (iii) learning outcome. The indicators considered are also aligned with the 10-year Education Plan and follow its priorities. Targets for disbursement, definition, and verification protocol for these indicators will be further assessed during Project preparation.

21. These indicators include the:

- (a) Implementation of the revised school data collection strategy for data driven decision making (Equity/Efficiency);
- (b) Finalization and Implementation of the school’s accreditation system (Efficiency);
- (c) Learning assessment policy developed, and responsible structures put in place (Learning Outcome).

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

Summary of Screening of Environmental and Social Risks and Impacts

22. Environmental risk is classified as Low (L) at this stage of Project preparation. Project-financed activities are likely to have minimal or no impact on Haiti’s natural environment. The proposed Project is not planning investments that have a physical footprint that could cause direct adverse risks and any minor risks and impacts foreseeable under the project (e.g. pollution management) can be addressed with known and affordable mitigation measures. Component 1 will focus on institutional capacity building that will involve the enhancement of an Education Management Information System and the development of protocols and training for ministry staff to use the data from the Information System to generate data-driven policies. Component 2 will focus on improving education quality, and will support teaching and learning process, including through the development of learning standards, curriculum revision and learning assessment reform.



Component 3 will provide support to MENFP for Project implementation. Given the scope of these combined activities, it is unlikely that any direct or indirect environmental effects would be caused by the technical assistance, capacity building and policy planning and advice provided through the project. The activities and sub-activities under the respective components will be assessed in greater detail during project preparation to verify the current risk classification, which will be reviewed and revised as needed.

23. The social risk rating is classified as Moderate (M) at this stage of Project preparation. While the overall social benefits are expected to be positive, identified social risks and potential impacts include: Project Workers, as defined under ESS2, exposure to the COVID-19 virus and transmission of the virus to beneficiaries of learning assessments supported by the Project, if such risks are not managed through adequate mitigation measures. These risks and corresponding mitigation measures will be set out in the Project's Environmental and Social Management Plan (ESMP) which will include Labor Management Procedures. A Stakeholder Engagement Plan will be developed incorporating a stakeholder mapping and a communication strategy to guide the interactions with Project beneficiaries (including the most vulnerable among them) and ensure that a Project Grievance Redress Mechanism (GRM) is in place for addressing concerns and grievances during the Project implementation. The activities and sub-activities under the respective components will be assessed in greater detail during Project preparation to verify the current environmental and social risk classification, which will be reviewed and revised as needed.

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