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PROJECT PAPER

ON A

PROPOSED RESTRUCTURING AND ADDITIONAL GRANT

IN THE AMOUNT OF US\$24.1 MILLION

TO THE

REPUBLIC OF HAITI

FOR AN

EDUCATION FOR ALL PROJECT – PHASE II

IN SUPPORT OF THE EDUCATION FOR ALL PROGRAM

OCTOBER 10, 2014

Education Global Practice
Haiti Country Management Unit
Latin American and Caribbean Region

CURRENCY EQUIVALENTS

Currency Unit	=	Haitian Gourdes
HTG 40.35	=	US\$1
US\$1.61	=	SDR 1

FISCAL YEAR

October 1 – September 30

ABBREVIATIONS AND ACRONYMS

AF	Additional Financing
AFD	<i>Agence Française de Développement</i> (French Development Agency)
CA	Coordinating Agency
CDB	Caribbean Development Bank
DAA	<i>Direction des Affaires Administratives</i> (Directorate of Administrative Affairs)
DAEPP	<i>Direction d'Appui à l'Enseignement Privé et au Partenariat</i> (Directorate of Support to Private Education and Partnership)
DDE	<i>Direction Départementale de l'Education</i> (Departmental Directorate of Education)
DEF	<i>Direction de l'Enseignement Fondamental</i> (Directorate of Basic Education)
DFP	<i>Direction de la Formation et du Perfectionnement</i> (Directorate of Training and Professional Development)
DGS	<i>Direction du Génie Scolaire</i> (Directorate of School Civil Works)
DPCE	<i>Direction de la Planification et de la Coopération Externe</i> (Directorate of Planning and External Cooperation)
DPO	Development Policy Operation
ECD	Early Childhood Development
ECVMAS	<i>Enquête sur les Conditions de Vie des Ménages après le Séisme</i> (National Post-Earthquake Household Survey)
EFA-FTI	Education For All Fast-Track Initiative Catalytic Fund
EGRA	Early Grade Reading Assessment
EGMA	Early Grade Mathematics Assessment
EMIS	Education Management Information System
ESMF	Environmental Safeguards Management Framework
FIA	<i>Formation Initiale Accélérée</i> (Accelerated Teacher Training Program)
FM	Financial Management
FNE	<i>Fonds National de l'Education</i> (National Education Fund)
GoH	Government of Haiti
GPE	Global Partnership for Education
GSE	<i>Groupe Sectoriel d'Education</i> (Local Education Group)
HRF	Haiti Reconstruction Fund

ICT	Information and Communications Technology
IDA	International Development Association
IDB	Inter-American Development Bank
IFM	<i>Institut de Formation des Maîtres</i> (Teacher Training Institute)
IFR	Interim Financial Report
ISN	Interim Strategy Note
MDTF	Multi-Donor Trust Fund
MAECD	<i>Ministère des Affaires Etrangères, Commerce et Développement du Canada</i> (Ministry of Foreign Affairs, Trade and Development of Canada)
MENFP	<i>Ministère de l'Éducation Nationale et de la Formation Professionnelle</i> (Ministry of National Education and Professional Training)
M&E	Monitoring and Evaluation
NCC	National Consultative Committee
NGO	Non-Governmental Organization
NPV	Net Present Value
OP/BP	Operational Procedure / Bank Policy
PDO	Project Development Objective
PIPE	<i>Programme d'Interventions Prioritaires en Éducation</i> (Transitional Sector Plan)
PNCS	<i>Programme National de Cantines Scolaires</i> (National School Feeding Program)
PTU	Project Technical Unit
PSUGO	<i>Programme de Scolarisation Universelle, Gratuite et Obligatoire</i> (Haitian Government's Universal, Free and Compulsory Primary Education Program)
RARAP	Remedial Abbreviated Resettlement Action Plan
RFP	Resettlement Policy Framework
SE	Supervising Entity
SHN	School Health and Nutrition
SMC	School Management Committee
SNA/EPT	<i>Stratégie Nationale d'Action pour l'Éducation Pour Tous</i> (National Education For All Strategy)
TOTAL	<i>Tout Timou Ap Li</i> - All Children are Reading (USAID-financed Project)
TWP	Tuition Waiver Program
UEP	<i>Unité d'Études et de Programmation</i> (Research and Planning Unit)
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAID	U.S. Agency for International Development
WFP	World Food Programme

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HAITI
AF GPE Education for All Project - Phase II (P132756)

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PROJECT PAPER DATA SHEET

Haiti

AF GPE to Haiti Education for All Project - Phase II (P132756)

EDUCATION GLOBAL PRACTICE

LATIN AMERICA AND CARIBBEAN

Basic Information – Parent							
Parent Project ID:		P124134		Original EA Category:		B - Partial Assessment	
Current Closing Date:		30-Sep-2016					
Basic Information – Additional Financing (AF)							
Project ID:		P132756		Additional Financing Type (from AUS):		Scale Up / Restructuring	
Regional Vice President:		Jorge Familiar		Proposed EA Category:		B - Partial Assessment	
Country Director:		Mary A. Barton-Dock		Expected Effectiveness Date:		31-Oct-2014	
Senior Global Practice Director:		Claudia Maria Costin		Expected Closing Date:		30-Jun-2017	
Practice Manager/Manager:		Reema Nayar		Report No:		89420-HT	
Team Leader:		Patrick Philippe Ramanantoanina					
Approval Authority							
Approval Authority							
RVP Decision							
Borrower							
Organization Name		Contact	Title	Telephone	Email		
Ministère de l'Education Nationale et de la Formation Professionnelle		Nesmy Manigat	Ministre	50936044545	nesgat@gmail.com		
Project Financing Data–Parent (Haiti - Education for All Project - Phase II-P124134)							
Key Dates							
Project	Ln/Cr/TF	Status	Approval Date	Signing Date	Effectiveness Date	Original Closing Date	Revised Closing Date
P124134	IDA-H7400	Effective	01-Dec-2011	11-Jan-2012	03-Apr-2012	30-Jun-2015	30-Jun-2017

Disbursements									
Project	Ln/Cr/TF	Status	Currency	Original	Revised	Canceled	Disbursed	Undisbursed	% Disbursed
P124134	IDA-H7400	Effective	XDR	43.50	43.50	0.00	25.35	18.15	58.27
Project Financing Data –Additional Financing AF GPE to Haiti Education for All Project - Phase II (P132756)									
☐ Loan ☒ Grant ☐ IDA Grant ☐ Credit ☐ Guarantee ☐ Other									
Total Project Cost:		24.10		Total Bank Financing:		0.00			
Financing Gap:		0.00							
Financing Source – Additional Financing (AF)							Amount		
Borrower							0.00		
Education for All Supervising Entity							24.10		
Total							24.10		
Policy Waivers									
Does the project depart from the CAS in content or in other significant respects?							No		
Explanation									
Does the project require any policy waiver(s)?							No		
Explanation									
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Bank Staff									
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Non Bank Staff

Name	Title	City

Locations

Country	First Administrative Division	Location	Planned	Actual	Comments
Haiti	Departement du Sud-Est	Departement du Sud-Est		X	
Haiti	Departement du Sud	Departement du Sud		X	
Haiti	Departement de l'Ouest	Departement de l'Ouest		X	
Haiti	Departement du Nord-Ouest	Departement du Nord-Ouest		X	
Haiti	Departement du Nord-Est	Departement du Nord-Est		X	
Haiti	Departement du Nord	Departement du Nord		X	
Haiti	Departement de la	Departement de la		X	

	Grand'Anse	Grand'Anse			
Haiti	Departement du Centre	Departement du Centre		X	
Haiti	Departement de l'Artibonite	Departement de l'Artibonite		X	
Haiti	Departement de Nippes	Departement de Nippes		X	
Institutional Data					
Parent (Haiti - Education for All Project - Phase II-P124134)					
Practice Area / Cross Cutting Solution Area					
Education					
Cross Cutting Areas					
[] Climate Change					
[] Fragile, Conflict & Violence					
[] Gender					
[] Jobs					
[] Public Private Partnership					
Sectors / Climate Change					
Sector (Maximum 5 and total % must equal 100)					
Major Sector	Sector	%	Adaptation Co-benefits %	Mitigation Co-benefits %	
Education	Primary education	69			
Public Administration, Law, and Justice	Public administration-Education	29			
Education	Pre-primary education	2			
Total		100			
Themes					
Theme (Maximum 5 and total % must equal 100)					
Major theme	Theme	%			
Human development	Education for all	82			
Human development	Nutrition and food security	11			
Rural development	Rural services and infrastructure	7			

Total		100		
Additional Financing AF GPE to Haiti Education for All Project - Phase II (P132756)				
Practice Area / Cross Cutting Solution Area				
Education				
Cross Cutting Areas				
[] Climate Change				
[X] Fragile, Conflict & Violence				
[] Gender				
[] Jobs				
[] Public Private Partnership				
Sectors / Climate Change				
Sector (Maximum 5 and total % must equal 100)				
Major Sector	Sector	%	Adaptation Co-benefits %	Mitigation Co-benefits %
Education	Primary education	100		
Total		100		
☒ I certify that there is no Adaptation and Mitigation Climate Change Co-benefits information applicable to this project.				
Themes				
Theme (Maximum 5 and total % must equal 100)				
Major theme	Theme	%		
Human development	Education for all	82		
Human development	Nutrition and food security	11		
Rural development	Rural services and infrastructure	7		
Total		100		

I. Introduction

1. This Project Paper seeks the approval of the Regional Vice President to provide an additional grant from the Global Partnership for Education (GPE) Fund in the amount of US\$24.1 million to the Haiti Education For All Project – Phase 2 (P124134/Grant No. 7400-HT) and a related restructuring of the projet.

2. The proposed additional grant from the Global Partnership for Education (GPE) would help finance the implementation of the Haitian Ministry of Education's (*Ministère de l'Éducation Nationale et de la Formation Professionnelle* – MENFP) transitional education sector plan (*Programme d'Interventions Prioritaires en Éducation* – PIPE). In particular, this additional financing (AF) proposes to scale up existing activities to increase impact of the Project, namely: (i) the Government of Haiti's (GoH) Tuition Waiver Program (TWP) to support enrollment of students in non-public schools in disadvantaged areas; (ii) its School Health and Nutrition (SHN) Program and related activities to support student attendance in public and non-public schools in disadvantaged areas; (iii) additional studies to improve budget programming and education system accountability; and (iv) cover additional costs associated with Project management, Monitoring and Evaluation (M&E). The AF would also cover the costs associated with proposed new activities. The new activities are: (i) the annual independent verification of TWP and SHN Program schools; (ii) the provision of training to TWP school directors and management committees; (iii) a school information campaign to improve non-public school accountability; (iv) the development of annual sector action plans based on the PIPE; (v) an assessment of the potential for creating a pooled funding mechanism for the education sector; (vi) a pilot student mentoring program; and (vii) the development and administration of student learning assessments on a larger scale, to contribute to data-based policymaking. Revisions are also proposed to the parent Project results framework to measure revised outcomes, add intermediate indicators, and adjust indicator targets. In order to allow these activities to be implemented the closing date would be extended to June 30, 2017. The AF would contribute to the human capital development of Haitian children, particularly the disadvantaged, and thereby contribute to furthering the World Bank's twin goals of eliminating extreme poverty and boosting shared prosperity.

3. **Partnership Arrangements.** In addition to the funds provided to the project by the GPE under this proposed AF, the Project previously received funding from the Haiti Reconstruction Fund (HRF), through financing from the Ministry of Foreign Affairs, Trade, and Development of Canada (*Ministère des Affaires Étrangères, du Commerce et du Développement* – MAECD). Under the parent Project, the World Bank is also coordinating its technical and financial support with the Inter-American Development Bank (IDB), World Food Programme (WFP), Caribbean Development Bank (CDB), and MAECD.

II. Background and Rationale for Additional Financing in the amount of US\$24.1 million

Strategic Context

4. Human capital is an abundant yet underutilized resource in Haiti. Many Haitians, perceive education as the only vector of economic and social mobility in a country where 56 percent of the population is poor and entrepreneurship is hampered by lack of access to capital, and much of the capital and power is concentrated in the hands of a few, reflected by a Gini coefficient of .5961

(World Bank GINI index). Despite its unenviable label as the poorest country in the Americas with low GDP per capita (US\$820) (IMF Article 4 consultation) and lagging in social indicators (ranking 161 out of 186 in the 2013 UNDP Human Development Index), Haiti's human capital embodies tremendous potential for growth and investment in the children of Haiti is a key building block for future economic dynamism.

5. The 2010 earthquake was a major setback to the economy and deepened existing vulnerabilities. In addition to causing over 200,000 deaths, 60 percent of citizens had to live in camps and 20 percent of the population suffered loss of income. The massive earthquake resulted in damages and losses of US\$7.9 billion (120 percent of GDP) and reconstruction needs were estimated at US\$11.3 billion (Haiti Post Disaster Needs Assessment). In 2010 the economy contracted by 5.4 percent, reversing the trend of modest growth of the 5 preceding years (IMF). According to the latest household survey (ECVMAS 2012), 6 million out of 10.4 million (59%) Haitians live under the national poverty line of \$ 2 per day and over 2.5 million (24%) live under the national extreme poverty line of 1 dollar per day. Nearly 40 percent of 10 million people live on less than US\$1.60 per day, and approximately 55 percent live on less than US\$2.30 per day (World Bank Poverty Assessment). Unemployment remains high and employment is mostly informal (only 19 percent of the adult population receives a regular wage and 79 percent are self-employed, with women twice as likely to be unemployed (36 percent) than men (19 percent). Faced with multiple challenges, over the years, roughly one million Haitians have migrated (World Bank, 2010), mainly to the Dominican Republic, the United States, and Canada in search of better opportunities.

6. Four years after the earthquake, Haiti's overall economy is improving and the Government is beginning to implement its vision for turning Haiti into an emerging country by 2030. President Michel Martelly and his administration have been working with Haiti's partners to deliver services for its people, attract investment, and decentralize the economy. To build human capital, the Government has started a national tuition waiver and school feeding program and launched several safety net programs. Security indicators are improving with downward trends in homicides, kidnappings, and incidents of violent civil unrest in 2013 compared with 2012. Growth is estimated to have reached 4.3 percent in the Haitian Fiscal Year (HFY) 13, up from 2.9 percent observed in HFY12 (IMF), mainly due to a pick-up in agricultural production, construction and the industrial sector, in particular the textile and garment industry. The Government has also articulated a National Strategic Development Plan (PSDH), which sets social, territorial, economic, and institutional rebuilding as the pillars for Haiti's development. The national tuition waiver and school feeding programs are cornerstones of Government's plan under the social pillar.

GPE Financing Background, Project Background and Performance

7. **GPE Financing Background.** Haiti was the recipient of a first grant (US\$22 million) from the GPE in 2010. The World Bank was designated the Supervising Entity (SE) for this project (called the Haiti Education for All Fast-Track Initiative Catalytic Fund (EFA-FTI grant–P114174/Grant No. TF97009)), which has as its objective to assist the GoH in implementing its National Education For All Strategy (*Stratégie Nationale d'Action pour l'Education Pour Tous - SNA/EPT*) through the improvement of: (a) access to primary education for poor children aged 6 to 12; and (b) equity, quality and governance in the GoH's education sector. The EFA-FTI grant is

93 percent disbursed as of September 2014, and fully implemented except for sub-components financing education curriculum revision, and the development and implementation of an action plan on Early Childhood Development (ECD). Results under this grant include helping students in 2,800 schools in all regions directly affected by the 2010 earthquake access school by financing one-time grants allowing them to re-open and pay teachers; ensuring the continued enrollment of about 83,300 students in non-public schools in 2011-12 by financing the TWP; helping to ensure student readiness to learn for about 17,000 students in 2010-11 and 45,000 students in 2011-12 by providing SHN services; developing of an ECD National Policy; and improving operational capacity through provision of vehicles and equipment to MENFP central and regional levels.

8. **Country-level GPE Application Process.** The Local Education Group (*Groupe Sectoriel d'Education* – GSE) is in place to coordinate technical and financial support to Haiti's education sector. The GSE, led by UNESCO, which also fulfills the role of Coordinating Agency (CA) in Haiti's GPE application process, comprises local representatives from bilateral and multilateral development partners. The group meets regularly and has been fully associated in the development of the PIPE and the AF design. Civil society, organizations representing non-public schools, and the Ministry of Finance also participated in the PIPE and GPE application development process. UNESCO, as the CA, serves as the primary communication link between the MENFP, GSE, and the GPE. The World Bank was designated by the MENFP as the SE for the GPE grant; as such, the World Bank has supported the preparation of Haiti's GPE application in collaboration with UNESCO and the other partners, and will assume full fiduciary oversight and implementation support for the GPE grant.

9. **Project Background.** The parent Education For All – Phase 2 Project is a US\$70 million grant which was approved in December 2011 and became effective in April 2012. The Project Development Objective (PDO) was revised in a June 2014 combined restructuring and AF. 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. The Project is implemented through four components: Component 1, "Support to Primary Education Enrollment"; Component 2, "Support to Improved Student Attendance"; Components 3, "Strengthening Sector Management"; and Component 4, "Project Management and Monitoring and Evaluation". The main achievements of the Project, by component, are as follows:

- a. Under Component 1, to date, the Project has surpassed expectations with respect to enrollment: it has delivered timely tuition waivers to about 150,000 and 139,000 primary students in seven departments in the 2012-13 and 2013-14 school years, respectively, enabling these students to enroll in school. It has also ensured the provision of three textbooks per student in about 90 percent of schools participating in the IDA-financed non-public school TWP. Under the community-based school sub-component, 63 communities have received training and continue to receive grants. Sixty-two of these communities are operating under temporary shelter with seven community-based schools expected to be completed by end October 2014, and one community-based school has been built and is operational.

- b. Under Component 2, the Accelerated Teacher Training Program (*Formation Initiale Accélérée* – FIA) has certified 2,669 teachers to date. The Project-financed third FIA cohort is the most recent cohort recruited; these student-teachers are still in training and are expected to graduate by September 2015. Given high numbers of FIA-certified teachers not yet hired into the teaching profession, the MENFP and World Bank are continuing a dialogue on measures to improve the uptake of FIA-certified teachers into the profession. The GoH also adopted in May 2014 a new statute and published in August 2014 a presidential decree regulating the teaching profession, which compel teachers who wish to remain in the profession to have or obtain a teaching license. The Project is also developing Teacher’s Guides with daily lesson plans for use in the classroom. The structured reading instruction approach *M Ap Li Net Ale* (“I Am Reading All the Way”) has been adapted for implementation under the Project. This method, developed by MENFP with U.S. Agency for International Development (USAID) support, builds on the *Lekti se Lavni* (“Reading is the Future”) method developed under the parent Project. Firms are being recruited for *M Ap Li Net Ale* implementation in selected TWP schools; implementation is expected to launch during the 2014-15 school year. The SHN Program has surpassed targets, providing deworming, micronutrients, and a morning snack and hot meal during school days to about 81,000 students in public and non-public schools in the 2012-13 and 2013-14 school years.
- c. Under Component 3, project-based budget agreements between the MENFP and decentralized regional units (*Direction Départementale de l’Education* – DDE) are under preparation, and would allow the Project to finance DDEs to supervise and provide support to schools. These agreements are expected to be completed by the end of October 2014, and will be piloted in three DDEs in 2014. With respect to the strengthening of the accreditation system, the MENFP has launched a transition to a decentralized and computerized non-public school accreditation system, and has adopted a presidential decree on school accreditation. This decree requires that: (i) all schools obtain an identify card recognizing their existence during 2014/2015 school year; and (ii) within two years, undergo an accreditation process authorizing them to operate. The Government is currently implementing this decree.
- d. Under Component 4, an impact evaluation of a pilot program using ICT to strengthen the monitoring capacity of MENFP’s inspectors has been completed. The pilot program (*Initiative de Renforcement des Services Scolaires* – IRSS) offered school directors small incentives to take and submit daily pictures of teachers, which were then reviewed remotely by school inspectors in order to verify teacher presence. The pilot was completed in June 2014, and analytical results will be finalized by December 2014. A new impact evaluation of *M ap Li Net Ale* is also being planned; implementation of the approach in classrooms, which was expected to launch at the beginning of the 2014-15 school year, has been delayed to November because of a lengthier than expected recruitment process for implementation firms. As a result, the launch of the impact evaluation is also expected to begin with a delay, in November 2014.

10. **Project Performance.** In line with the parameters on project performance stipulated in OP/BP 10.00, the Project is rated moderately satisfactory on both implementation progress and progress toward achievement of the PDO, and has been consistently rated satisfactory or moderately satisfactory over the past 12 months.

11. With respect to the Project's legal covenants, two of the Project's six legal covenants have been fully complied with (no transfer of funds was made to School Management Committees (SMCs) or beneficiary service providers prior to their entering into the Grant Agreement; and the Recipient has ensured that the Project is carried out in accordance with the Environmental Safeguards Management Framework (ESMF)); two covenants are partially complied with (the Project has produced Environmental Management Plans for each construction site but communities' training has not yet begun; and the Project has not affected Natural Habitats, Forests or Physical Cultural resources but one case of Involuntary Resettlement occurred related to works carried out under the Project, on which corrective action was taken); and two covenants are not yet complied with. These two covenants (the establishment of a nine-member steering committee and the inclusion in Project Reports of information on the implementation of the Environmental and Social Management Framework) are currently in progress by the MENFP and Project Technical Unit (PTU), and the World Bank is closely following up on their implementation. The Project Steering Committee is expected to be established in October 2014. Audit and financial reporting requirements are consistently met, but generally with delays; the World Bank will continue to work with the GoH to ensure satisfactory Financial Management (FM) performance and mitigate financial and audit report delays.

12. With respect to the Project's safeguards, OP/BP 4.12 on Involuntary Resettlement was triggered in the June 2014 combined restructuring and AF following one case identified under the community-based school component (Component 1) where six families, including 18 people, were resettled to clear the lands for the construction of the school. Given the scarcity of available land in some of the sub-project locations for construction of these schools, the safeguard policy was triggered to allow municipalities to identify terrains where minor resettlement would be required and to ensure that affected people would be provided with appropriate assistance. The ESMF was updated and re-disclosed by the Government and the World Bank. A Resettlement Policy Framework (RPF) requiring that land acquisition be carried out in accordance with OP/BP 4.12, and a Remedial Abbreviated Resettlement Action Plan (RARAP) were developed, consulted, and published by the Government and the World Bank to ensure that all negative impacts of resettlement are mitigated and that affected people are able to enjoy the full protection of the safeguards accorded to them under World Bank policy.

Sector Context & Priorities

13. Access and quality remain pressing challenges in Haiti's primary education sector. The majority of the approximately 2.4 million Haitian children in primary school live in poverty (2010-2011 School Census, *Enquête sur les Conditions de Vie des Ménages après le Séisme* – ECVMAS). Households struggle to finance education, as over 80 percent of primary and secondary schools are non-public (including for-profit, religious, and other types) (2010-2011 School Census, ECVMAS). At the same time, low instructional quality, poor nutrition, poor infrastructure, and limited school materials limit the amount of learning and human capital

accumulation. Consequently, hundreds of thousands of children are believed to be out of school, most children in primary school are over age for their grade, and many do not complete a full course of fundamental education (defined in Haiti as primary and lower secondary). For example, only 60 percent of 18 year olds in the 2012 national post-earthquake household survey (ECVMAS) had reached at least lower secondary school.

14. Transparency and sustainability also constitute major challenges to effective sector governance and to achieving improvements in educational outcomes. There have been delays in adopting and implementing a transparent financial framework that reflects increasing financing responsibility by the GoH for key policies to expand access. In 2011, the President announced the creation of a National Education Fund (*Fonds National de l'Education* – FNE), financed through fees from incoming international calls and wire transfers. Covering about two million students not covered by development partners, the FNE would finance: (i) the Government's universal, free and compulsory primary education program (*Programme de Scolarisation Universelle, Gratuite et Obligatoire* – PSUGO), which provides tuition waivers for non-public schools and fee waivers for public schools, as well as school materials; and (ii) the Government's National School Feeding Program¹— (*Programme National de Cantines Scolaires* – PNCS). The FNE therefore could potentially ensure a stable source of public financing for the Government's priorities in the primary education sector. However, its legal creation is still pending Senate approval, the timeline for the ratification of the FNE bill is unclear, and thus the prospects and timeline for sustainable GoH co-financing of sector priorities remain uncertain. In the meantime, PSUGO and PNCS have been under implementation, and there has been little public disclosure regarding the use of FNE funds, which continue to be collected.

Rationale for Proposed Activities and for Additional Financing

15. The proposed AF activities are critical to implementation of the PIPE— the MENFP's three-year transitional sector plan (2013-16) based on its five-year Strategy for Rebuilding the Education System. The PIPE articulates Haiti's sector priorities and reduces the Strategy's financing gap from US\$2.3 billion to US\$260 million. It was finalized by the MENFP and endorsed by the local development partner group in January 2014. The AF scales up successful activities supported under the parent Project.

16. Among the top PIPE priorities are the expansion of access to and the improvement of teaching and learning in primary education. To expand enrollment, the GoH therefore finances PSUGO for a stated 1.3 million students², while development partners financed the non-public school TWP for about 233,000 students in 2013-14. To improve internal efficiency and retention in the education system, the MENFP has also begun gradually implementing a policy of automatic promotion of students in Grades 1 and 2. With this policy, an expected 20 percent of students would not have attained the required academic competencies to succeed in the next grade. Thus, the PIPE plans to implement a support system to bring these students to level. In addition, under the existing TWP, improving non-public school accountability is a priority. TWP school

¹ The GoH-financed PNCS school feeding program and the partner-financed SHN program are different in that non-Governmental organizations implement the SHN and the PNCS supervises its implementation. Unit costs also differ: the PNCS-implemented program provides a hot lunch, while the SHN provides a rapid breakfast and hot lunch.

² Source: MENFP PSUGO Coordination Unit (*Unité de Coordination du PSUGO*).

supervision visits suggest that SMCs, which play an integral role in the functioning of the TWP—including notably by co-signing on school expenditures—are often inactive or unaware of their financial responsibilities. This often leaves school administrations to unilaterally make decisions on the use of the TWP funds. The World Bank and GoH have launched a dialogue on how to strengthen financial accountability in these schools.

17. The MENFP also articulates as a priority the expansion of PNCS, to 70 percent of the primary student population by 2020-21. The PNCS, with national financing, provides school feeding to about 110,000 beneficiaries annually,³ while several development partners have been also financing SHN activities for about 889,000 primary students using multiple models. To harmonize sub-sector interventions and expand its program sustainably, the GoH is preparing a National SHN Policy, including a financial model for its sustainability. In the meantime, under the parent Project and the EFA-FTI grant, a group of partners (IDA, CDB, GPE and HRF) have been financing a SHN Program supervised by the PNCS, covering about 75,000 to 81,000 beneficiaries annually in recent years. A gap remains to cover existing SHN beneficiaries in the coming years, and the GoH has requested that development partners increase the number of SHN students they finance to help meet its objective. Finally, within its institutional strengthening strategic theme, the PIPE also prioritizes undertaking studies and making available regular and reliable education data to inform strategic decision-making.

18. The AF would provide much-needed support and respond to the above challenges and priorities. Through the TWP, the GoH and development partners directly reduce the financial barrier to sustained school enrollment for the poorest children. Given the limitations of public sector capacity, leveraging existing non-public schools continues to be the most direct route through which access to education can be increased. The AF would help ensure the cohorts of primary students currently financed in non-public schools can continue to enroll in school tuition-free through the end of the basic education cycle (Grades 1-6)⁴. Information for Non-Public School Accountability would support increased accountability at the local level of TWP schools to the communities they serve, also strengthening the partnership between the GoH and non-public schools.

19. Through the SHN Program, the GoH and development partners support student attendance by attracting children to school with meals, and support children's nutrition and readiness to learn. These are critical prerequisites to improving learning outcomes over the long term. The AF would contribute by covering a SHN financing gap. In addition, under the proposed AF, the MENFP proposes to continue its move toward a programmatic approach to implementing its strategy and plans to organize joint sector reviews.

20. The proposed AF is part of a coordinated approach, along with other development partners, to financing the PIPE. Tables 1 and 2 below display partner coordination to contribute to filling

³ Source: MENFP (PNCS) / PTU.

⁴ The development partners together have been financing cohorts in the same schools since 2007, beginning with Grade 1 in 2007 and taking on a new Grade 1 cohort each year to bring each cohort to graduate from Grade 6. In 2013-14, all partners except the IDB stopped financing new Grade 1 cohorts due to the financing shortfall. The AF would allow existing cohorts (excluding the Grade 1 cohort previously financed by the IDB) to continue to enroll tuition-free (i.e., Grades 3-6 in 2014-15, Grades 4-6 in 2015-16, etc.).

the financing gaps in the TWP, and coordinated financing for school meals, including the SHN Program.

Table 1: Financing for the Tuition Waiver Program from 2013 to 2017⁵

		IDB	CDB	WB (IDA)	GPE	Total	Financing GAP
2013-2014	Students	80,571	12,986	139,253	-	232,810	-
	Amount (million US\$)	7.25	1.17	12.53	-	20.95	-
2014-2015	Students	19,333	8,561	-	102,000	129,894	-
	Amount (million US\$)	1.74	0.77	-	9.18	11.69	-
2015-2016	Students	35,000	6,031	-	35,444	76,475	39,839
	Amount (million US\$)	3.15	0.54	-	3.19	3.19	3.52
2016-2017	Students	35,000	-	-	-	35,000	43,171
	Amount (million US\$)	3.15	-	-	-	3.15	3.89

Table 2: Financing for School Meals from 2013 to 2016⁶

		WFP	HRF**	CDB	WB (IDA)	GPE	PNCS	AFD****	Total
2013-2014	Students	698,000	-	-	81,000	-	110,000	-	889,000
	Amount (million US\$)	Not Available*	-	-	7.74	-	Not Available	-	Not Available
2014-2015	Students	485,000	76,500	7,328	-	34,000	110,000	106,000	818,828
	Amount (million US\$)	Not Available***	6.89	0.70	-	3.06	Approx. 5.22	4.67	Not Available
2015-2016	Students	-	76,500	14,656	-	34,000	Not Available	-	125,156
	Amount (million US\$)	-	6.89	1.40	-	3.06	Not Available	-	11.35

(*) Includes CAD8.8 million from the Ministry of Foreign Affairs, Trade and development of Canada

(**) Financed by the Ministry of Foreign Affairs, Trade and development of Canada

⁵ This table displays partner financing for the cohorts which will be in Grades 3-6 in the 2014-15 school year, Grades 4-6 in 2015-16, and Grades 5-6 in 2016-17. Beginning with the 2014-15 school year, the figures displayed are estimates based on past enrollment figures; they may be adjusted annually based on actual enrollment. MENFP numbers indicate 1.3 million additional students have benefited from tuition or fee waivers under PSUGO. However, no financing framework for the PSUGO has been shared with the development partners, and it is not clear how much has been spent on these activities.

⁶ This table displays financing and beneficiaries covered by development partners, as well as beneficiaries covered by GoH funds through PNCS. HRF, CDB, IDA, GPE and AFD funds use the same (parent Project) model to provide school health and nutrition services. WFP and PNCS each use other models for providing school meals.

(***) Includes US\$6.3 million from the Ministry of Foreign Affairs, Trade and development of Canada and US\$625,000 from France

(****) The French Development Agency (AFD) is providing financing for 106,000 students through December 2014

21. Through the activities planned under Components 3 and 4, the GoH and development partners would support studies and student learning assessments for knowledge-based policymaking, as well as a pilot program to improve student progression through school.

22. Project-financed activities coupled with other partner-financed interventions would also serve as an entry point to addressing transparency and sustainability issues. For instance, the establishment of a sustainable budget and financing framework incorporating the FNE is a key area of focus in the ongoing dialogue between GoH and development partners. As the GoH's role in providing tuition waivers (through PSUGO) and school health and nutrition (through PNCS) increases, development partners are supporting several mechanisms to improve transparency in budget programming and implementation, *inter alia*: integrated and comprehensive annual budgets and action plans as prior actions through a World Bank-administered Development Policy Operation (DPO); and technical and financial assistance for the development of a National SHN Policy, including a financial model for its sustainability. An ongoing Public Expenditure Review is expected to provide comprehensive analyses on public resources (including development partners' contribution and non-Governmental resources) in the education sector.

23. The proposed restructuring and AF funded activities are fully aligned with the World Bank Group *Haiti Interim Strategy Note FY13-FY14 (Report# 71885-HT)* discussed by the Executive Directors on September 27, 2012. The restructuring and AF support Strategic Objective 3 of Building Human Capital. They also support the Cross-cutting theme of Strengthening Governance. The AF works in synergy with several other World Bank-financed operations under implementation and advisory and analytical activities in preparation for the education sector, which contribute to the shared World Bank and GoH sector strategic objectives.⁷ In addition, the proposed AF contributes to achieving three of the five GPE objectives for 2012-15, namely: (i) Fragile and conflict affected states able to develop and implement their education plans; (ii) Dramatic increase in the number of children learning and demonstrating mastery of basic literacy and numeracy skills by Grade 3; and (iii) Expand the volume, effectiveness, efficiency and equitable allocation of external and domestic funding and support to education. The design of the proposed AF also embeds core GPE principles, including country ownership by fully aligning with the PIPE, strong coordination between partners, a focus on the most efficient approaches to achieving measurable results, the promotion of transparency and strengthened accountability, and the use of country systems to the extent possible.

24. **Alternatives considered to AF.** Other sources of financing were considered, including integrating the recurrent costs of the TWP and SHN Program into the national education budget. However, the integration of such costs in the education budget is pending finalization of the SHN strategy and of a TWP financing model, and the legal creation of the FNE. Aside from the AF,

⁷ Five additional activities are also under preparation/implementation: a combined Restructuring and AF from the HRF of the parent Education For All – Phase 2 Project (approved by the Board and RVP in June 2014); a DPO with actions on education (approved in June 2014); a poverty assessment; programmatic knowledge services for Haiti's social sectors, including an evidence-based policy note on education; an education Public Expenditure Review; and a political economy study and civil society engagement analysis in Haiti's education sector.

alternative processing modalities were also considered: (i) to channel the GPE funds through the Haiti Education Multi-Donor Trust Fund (MDTF) created in 2010, which was the mechanism through which the EFA-FTI grant was channeled; and (ii) to process the GPE funds as a separate investment project. The MDTF modality was not accepted because it has not fulfilled its intended purpose—to facilitate the pooling of funds from various sources toward GoH sector objectives. Development partner internal procedures hindered their making contributions through the MDTF, such that to date, the EFA-FTI grant has been the only financing in the MDTF. In addition, given the timeline by which the GoH needed to access additional funds in order to cover gaps in education financing, and the fact that the activities proposed under the AF are fully aligned with the parent Project, an AF was deemed the most appropriate and timely processing mechanism to ensure uninterrupted education service delivery.

III. Proposed Changes

Summary of Proposed Changes

Changes in PDO, PDO Indicators and the Results Framework. There would be no changes to the PDO. However, targets would be revised upward for the PDO indicators on: (i) enrollment, to account for the students financed for additional years under the TWP; and (ii) strengthened sector management, to reflect additional schools expected to be registered in the accreditation database during the AF implementation period. In addition, the language of the PDO indicator on strengthened sector management would be revised to more closely align with the MENFP's accreditation terms. In particular, the word "licensing" would be revised to "accreditation" because the MENFP refers to "licensing" as a school obtaining only the first level of its accreditation process, while its school database registers data concerning all levels of accreditation⁸.

Table 3: Expected Outcomes

Indicator	June 2014 Restructuring Outcome Targets	Proposed GPE AF Outcome Targets
<u>Enrollment of students in select non-public primary schools in disadvantaged areas</u> : Number of children enrolled through the provision of tuition waivers	310,000 ⁹	423,000 ¹⁰
June 2014 Restructuring language: <u>Strengthened management of the Recipient's primary education sector</u> : Percentage of schools registered in the school licensing database		
Proposed revised language: <u>Strengthened</u>	At least 60%	At least 70%

⁸ The existing licensing system entails four levels of criteria to be fulfilled, from operating license to full accreditation. Schools obtaining Level 1 of the accreditation process are registered and authorized with a license to operate for one year.

⁹ This is a cumulative amount.

¹⁰ This is a cumulative amount.

<u>management of the Recipient's primary education sector: Percentage of schools registered in the school accreditation database</u>		
Change in Implementing Agency	Yes [☐]	No [☒]
Change in Project's Development Objectives	Yes [☐]	No [☒]
Change in Results Framework	Yes [☒]	No [☐]
Change in Safeguard Policies Triggered	Yes [☐]	No [☒]
Change of EA category	Yes [☐]	No [☒]
Other Changes to Safeguards	Yes [☐]	No [☒]
Change in Legal Covenants	Yes [☒]	No [☐]
Change in Loan Closing Date(s)	Yes [☒]	No [☐]
Cancellations Proposed	Yes [☐]	No [☒]
Change in Disbursement Arrangements	Yes [☐]	No [☒]
Reallocation between Disbursement Categories	Yes [☐]	No [☒]
Change in Disbursement Estimates	Yes [☒]	No [☐]
Change to Components and Cost	Yes [☒]	No [☐]
Change in Institutional Arrangements	Yes [☒]	No [☐]
Change in Financial Management	Yes [☐]	No [☒]
Change in Procurement	Yes [☐]	No [☒]
Change in Implementation Schedule	Yes [☒]	No [☐]
Other Change(s)	Yes [☐]	No [☒]
Development Objective/Results		
Project's Development Objectives		
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.		
Current 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.		
Change in Results Framework		

Explanation:

Three intermediate indicators would be added to monitor progress of the additional activities financed by the AF. These are:

- a. Percentage of TWP schools publicly posting annual expenditure reports. This indicator would be added to monitor transparency in school-level TWP expenditures, to help improve financial accountability. Improved financial accountability is critical to the success of the program and its continued support to student enrollment.
- b. Diagnostic sector study completed and student-mentoring program piloted. These activities will provide data and lessons to adjust MENFP policies and inform annual action plan development. This indicator would therefore be added to monitor progress toward the completion of these activities.
- c. Education sector action plans are developed for 2014-15, 2015-16, and 2016-17. The MENFP has committed to regularly updating its annual action plan to take into account sector achievements and new knowledge produced from partner-financed interventions. This indicator would monitor the MENFP ability to develop and make the annual action plan available in a timely manner.

In addition, targets would be revised for seven intermediate indicators in the 2014-15 and 2015-16 school years, and new targets added for 2016-17. Explanations of these changes are below. The full revised results framework is in Annex 1.

- a. Number of additional classrooms built at the primary level resulting from the community-based school sub-component. The targets for the number of additional classrooms built would be revised, as the pace of construction is slower than expected and therefore fewer classrooms are expected to be built annually than previously expected. The total number of classrooms to be built over the Project implementation period would not change.
- b. Direct Project beneficiaries, of which female. The targets for the number of beneficiaries decreased in 2013-14 to reflect fewer children than initially planned participating in the IDA-financed TWP in this school year, and would increase with respect to the originals in subsequent years because of the additional children served in the TWP and SHN Program under the AF; the percent of female beneficiaries would be the same, as the gender ratio of children served is expected to remain the same. The total number of direct beneficiaries would decrease annually because of an overall drop in the number of TWP students financed by the AF as cohorts graduate. There would be no SHN or TWP beneficiaries in 2016-17.
- c. Children participating in the integrated nutrition/health program. The targets for this indicator would increase because of the additional students expected to be benefit from the SHN program under the AF during the 2014-15 and 2015-16 school years.
- d. Teacher's guide developed by MENFP. The targets for the development of teacher's guides for Grades 1 and 2 would be pushed back, given delays under the parent Project in the finalization of these guides.
- e. The school accreditation system is restructured. Targets for this indicator would be adjusted to take into account a revised process put in place by the MENFP for restructuring the school accreditation system. As with the PDO indicator in strengthened sector management, the indicator language would be revised by replacing the term "licensing" with "accreditation".
- f. System for learning assessment at the primary level. The administration of and Early Grade Reading Assessment (EGRA) on a larger scale and development and administration of an Early Grade Mathematics Assessment (EGMA) would strengthen the learning assessment system. The indicator targets would be changed to reflect this.
- g. Impact evaluations completed. The target for this indicator for 2014-15 would be revised downward to take into account the delays in launching implementation of the impact evaluation of the Map Li Net Ale approach. The impact evaluation is expected to be completed in 2015-16, rather than 2014-15.

Compliance							
Covenants - Additional Financing (AF GPE to Haiti Education for All Project - Phase II - P132756)							
Source of Funds	Finance Agreement Reference	Description of Covenants	Date Due	Recurrent	Frequency	Action	
EFAS	Schedule 2 Section I. A. 5	The Recipient shall, no later than three months after the beginning of each school year during Project implementation, disclose the list of schools, number of students covered and grade level of students benefiting from the Universal, Free and Compulsory Primary Education Program (“PSUGO - <i>Programme de Scolarisation Universelle, Gratuite et Obligatoire</i> ”).		☒	Yearly	New	
Covenants - Parent (Haiti - Education for All Project - Phase II - P124134)							
Ln/Cr/TF	Finance Agreement Reference	Description of Covenants	Date Due	Status	Recurrent	Frequency	Action
IDA-H7400	Schedule 2 Section I.A.2	1. For purposes of appraising and approving eligible Student Enrollment Sub-projects, the Recipient shall establish and thereafter operate and maintain throughout Project implementation, a nine member steering committee consisting of representatives of MENFP, MEF, non-public education providers, parents’ associations and teachers’ unions, all with qualifications acceptable to the Association.		Not complied with	☒	Yearly	No Change
IDA-H7400	Schedule 2 Section I.A.3	2. No later than December 1, 2012, the Recipient shall establish, and thereafter operate and maintain during Project implementation ONAPE with a structure, functions and responsibilities acceptable to the Association.	30-Aug-2013	Not complied with	☐		Marked for Deletion

IDA-H7400	Schedule 2 Section I.C.1.3	No transfer of Financing funds shall be made to any SMC or Beneficiary Service Provider, as the case may be, prior to the date on which the pertinent SMC or Beneficiary Service Provider has entered into the pertinent Grant Agreement.		Complied with	☒	Yearly	Revised
IDA-H7400	Schedule 2 Section I.C.3	No transfer of Subproject Grant funds shall be made to any SMC or Beneficiary Service Provider, as the case may be, prior to the date on which the pertinent SMC or Beneficiary Service Provider has entered into the pertinent Subproject Grant Agreement.		Complied with	☒	Yearly	Proposed
IDA-H7400	Schedule 2 Section I.F. 1	1. The Recipient shall ensure that the Project is carried out in accordance with the ESMF.		Complied with	☒	Yearly	Revised
IDA-H7400	Schedule 2 Section I.F. 1	1. The Recipient shall ensure that the Project is carried out in accordance with the ESMF and RPF.		Complied with	☒	Yearly	Proposed
IDA-H7400	Schedule 2 Section I.F. 2	2. The Recipient shall include in the Project Reports referred to in Section II.A of Schedule 2 of the Financing Agreement adequate information on the implementation of the ESMF, any environmental management plan or similar safeguard instrument.		Partially complied with	☒	Yearly	Revised
IDA-H7400	Schedule 2 Section I.F. 2	2. The Recipient shall include in the Project Reports referred to in Section II.A of this Schedule, adequate information on the implementation of the ESMF and the RPF, any EMP, RAP or similar safeguard instrument		Not yet due	☒	Yearly	Proposed
IDA-H7400	Schedule 2 Section I.F. 3	3. The Recipient, through MENFP, shall ensure that any works to be carried out under the Project do not involve any Involuntary Resettlement or affect Natural Habitats, Forests or		Not complied with	☒	Yearly	Revised

		Physical Cultural Resources.					
IDA-H7400	Schedule 2 Section I.F. 3	3. The Recipient, through MENFP, shall ensure that any works to be carried out under the Project do not affect Natural Habitats, Forests or Physical Cultural Resources.		Complied with	☒	Yearly	Proposed
IDA-H7400	Schedule 2 Section I.A.1 (b) (ii)	No later than September 30, 2014, establish and thereafter operate and maintain throughout Project implementation, a committee (the National Strategic Committee) with a structure and functions and responsibilities acceptable to the Association, as set forth in detail in the Operational Manual.	30-Sep-2014	Not complied with	☐		New
IDA-H7400	Schedule 2 Section I.F.7	The Recipient shall carry out the RRAP in accordance with its terms and a manner satisfactory to the Association.		Expected soon	☒	Yearly	New
IDA-H7400	Schedule 2 Section I.A.3	By no later than October 30, 2014, the Recipient through MENFP, shall appoint, and thereafter maintain, where applicable, throughout the duration of the Project implementation, independent verification agencies, with qualifications, experience, and terms of reference satisfactory to the Association, for purposes of the third-party verification of the Subprojects to be carried out under the Project.		Not yet due	☒	CONTINUOUS	New
Conditions							
Source Of Fund		Name		Type			
EFAS		Project Operational Manual		Effectiveness			
Description of Condition							
The Project Operational Manual will be updated and adopted by the Recipient in a manner satisfactory to the Bank.							

Risk										
The assessed overall risk ratings for the Project continue to be “High” for implementation. Capacity and governance risks are high, including high risk of procurement- and financial audit-related delays. There is also a substantial level of risk related to the operating environment, as well as delivery monitoring and sustainability of Project outcomes. Risk management measures would rely on, <i>inter alia</i> , the use of technical assistance and external firms to implement certain sub-components, robust operational manuals to mitigate governance issues, new arrangements with respect to fiduciary processes—including establishing renewable contracts for selected activities to reduce procurement-related delays and approving additional audit firms for Haiti to mitigate risk of late financial audits from existing overburdened firms—and continued open dialogue with the GoH on issues such as financial sustainability.										
Finance										
Loan Closing Date - Additional Financing (AF GPE to Haiti Education for All Project - Phase II - P132756)										
Source of Funds					Proposed Additional Financing Loan Closing Date					
Education for All - Fast Track Initiative					30-Jun-2017					
Loan Closing Date(s) - Parent (Haiti - Education for All Project - Phase II - P124134)										
Explanation: The closing date of the Project is September 30, 2016, and would be extended to June 30, 2017 to allow for the implementation of the scaled up and new activities under all components. The IDA, HRF and GPE grants would all have closing dates of June 30, 2017.										
Ln/Cr/TF	Status	Original Closing Date			Current Closing Date		Proposed Closing Date		Previous Closing Date(s)	
IDA-H7400	Effective	30-Jun-2015			30-Sep-2016		30-Sep-2017		30-Sep-2016	
Change in Disbursement Estimates (including all sources of Financing)										
Explanation: With this additional financing to the parent project, the project would be able to continue financing two main activities (tuition waiver program and school health and nutrition program) until 2016/2017 school year.										
Expected Disbursements (in USD Million)(including all Sources of Financing)										
Fiscal Year	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024
Annual	10.00	10.00	4.10	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Cumulative	10.00	20.00	24.10	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Allocations - Additional Financing (AF GPE to Haiti Education for All Project - Phase II - P132756)										
Source of	Currency	Category of			Allocation			Disbursement %(Type		

Fund		Expenditure		Total)
			Proposed	Proposed
EFAS	PHAAFCY	GO, CW, OP, TRN, CS	24.10	100.00
	PHAAFCY	Total:	24.10	

Components

Change to Components and Cost

Explanation:

The AF maintains the parent Project structure, approach and components. It would finance existing and new activities under the existing components, as explained below.

Component 1: Support to Primary Education Enrollment. Sub-component 1.1– “Enhance the TWP”, under the parent Project, currently supports improving Primary Education enrollment under the TWP through, inter alia: (a) the strengthening of School Management Committees, and (b) the provision of Student Enrollment Grants for the carrying out of Student Enrollment Subprojects by School Management Committees. The AF would scale up the sub-component by financing the provision of training to TWP school directors and School Management Committees, as well as the annual independent verification of the TWP. In addition, to make up for a financing shortfall from other development partners, the AF would scale up parent Project coverage of the TWP by financing Student Enrollment Grants for about 102,000 students and 35,000 student in the 2014-15 and 2015-16 school years, respectively. These numbers were agreed in coordination with other partner financing for the TWP, which combined, would ensure enrollment of students in non-public primary schools for about 130,000 students in 2014-15 and 76,000 students in 2015-16.

There would be no changes to sub-component 1.2 – “Support to Communities”. This sub-component would not be financed by the AF.

Sub-component 1.3 – “Information for Non-Public School Accountability”, is a new sub-component to be financed solely by the AF. It would finance the design and implementation of an information campaign to improve financial accountability of selected schools under the TWP through the provision of consultants’ services and Operating Costs. The campaign would target SMCs and other local-level stakeholders, and would highlight the rights and responsibilities of SMCs, their intended function and minimum operating procedures as a key part of the TWP, as well as resources at their disposal to monitor schools. The sub-component would be implemented using a phased approach. In the first year of AF implementation, focus groups would be conducted with TWP stakeholders (SMC members, parents, school directors...) to identify key information gaps and impediments to optimal TWP functioning at the school level. Focus group findings would inform the development of the approach and the campaign content; the tools would be developed and tested in this first year. In the second year of implementation, the campaign would be rolled out to a subset of TWP schools.

Component 2: Support to Improved Student Attendance. There would be no changes to sub-components 2.1 – “Pre-service Teacher Training”, and 2.2 – “Support to the quality of Reading Instruction”. These sub-components would not be financed by the AF.

Sub-component 2.3 – “School Health and Nutrition”, under the parent Project, supports the strengthening

of the SHN Program through, inter alia, (a) the provision of: (i) daily morning snacks and hot meals in schools to be selected in accordance with criteria acceptable to the World Bank; and (ii) deworming medication and micro-nutrients to participating schools twice a year; (b) the preparation of a study on fuel efficient stoves for preparing school meals; (c) based on the said study, the introduction of fuel efficient stoves in selected schools. The AF would scale up parent Project coverage of the SHN Program by financing daily morning snacks and hot meals for about 68,000 students over four months in the 2014-15 school year and 34,000 students during the entire 2015-16 school year, helping to fill a financing gap as other partners reduce their financing to school feeding. The AF would also scale up the sub-component by financing independent verification of service provision under the SHN Program, and by providing additional funds for the introduction of fuel-efficient stoves in selected schools.

Component 3: Strengthening Sector Management. Under the parent Project, this component supports building the institutional capacity of MENFP to improve service delivery and overall educational governance through, inter alia,: (a) the strengthening of selected directorates of MENFP at the central and regional levels; (b) the strengthening of the school accreditation system through: (i) the revision of school accreditation standards, methodologies and procedures; and (ii) the provision of training to: (A) school committees for developing school improvement plans; and (B) staff, including those from independent agencies, for schools' evaluation for licensing and accreditation; and (c) the preparation of thematic studies and pilot programs to improve budget programming and education system accountability. The AF would scale up Component 3 by financing the following new activities exclusively with AF funds: 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 selected pursuant to the criteria set forth in the Operational Manual. To support improved student learning and completion, the pilot would provide mentoring sessions outside of school hours for primary children facing academic difficulties. The AF would also scale up an existing set of activities under this component—namely, the preparation of thematic studies to improve budget programming and education system accountability—by adding to the existing studies planned the financing of a complete sector diagnostic. This diagnostic would provide updated data and analysis to inform sector policymaking.

Component 4: Project Management, Monitoring and Evaluation. Under the parent Project, this component supports the strengthening of the MENFP's M&E capacity through: (a) the improvement of MENFP's M&E systems; and (b) the carrying out of impact evaluations of selected Project activities. The AF would expand the scope of the component by financing: (c) the provision of additional support to oversee the implementation of Project activities, including audits; and (d) the carrying out of early grade reading assessments (EGRA) and an early grade mathematics assessment (EGMA). Activities to oversee Project implementation include, inter alia: the cost of consultancies associated with the PTU, including new staff recruited in association with new activities; and workshops and operational costs for joint, semi-annual reviews of PIPE implementation by the MENFP and other education stakeholders. With respect to reading and mathematics assessments, the AF would exclusively finance two waves of EGRA in coordination with USAID, which finances EGRA in selected cities; and developing and undertaking one wave of EGMA. EGRA would be administered in 2014-15 and 2016-17 to selected Grade 3 cohorts in a nationally and regionally representative sample of Haitian schools, also representative by category of school (public, non-public, etc.) and location in an urban/rural setting. EGMA would be developed and tested in 2014-15, and administered in 2016-17 along with the second wave of EGRA in the same sample of Grade 3 schools. The AF would finance technical assistance for the development and administering of these assessments, as well as the cost of data processing, reproduction of questionnaires and publication of results. Given the proposed Project closing date in June 2017, EGRA and EGMA results for the 2016-17 school year would not be available by Project closing. The AF is expected to finance the tests and data collection, while other development partner financing is expected to finance the data processing and

publication of results of the 2016-17 EGRA and EGMA.

Current Component Name	Proposed Component Name	Current Cost (US\$M)	Proposed Cost (US\$M)	Action
Improving Access to Quality Primary Education	Support to Primary Education Enrollment	45.00	14.20	Revised
Support to Teaching and Learning	Support to Improved Student Attendance	10.00	6.60	Revised
Institutional Strengthening and Governance	Strengthening Sector Management	4.00	0.50	Revised
Project Management, Monitoring and Evaluation: Strengthening MENFP's monitoring and evaluation capacity	Project Management, Monitoring and Evaluation	6.00	2.80	Revised
	Total:	65.00	24.10	

Other Change(s)

Change in Institutional Arrangements

Explanation:

The proposed AF would largely use the existing implementation and institutional arrangements already established under the parent Project. These arrangements would remain unchanged for the TWP and SHN Program. For the new school information campaign under Component 1.3, the MENFP's Private Education and Partnership Directorate (*Direction d'Appui à l'Enseignement Privé et au Partenariat – DAEPP*) would lead the technical aspects related to the content of the information campaign and functioning of TWP School Management Committees, while the MENFP's communications unit would lead the aspects related to the development and implementation of the information campaign. The communications campaign and training of SMCs would rely on the close involvement of the MENFP's agents at the central and regional levels. External firms would be hired to conduct focus groups and provide technical assistance in the development and implementation of the campaign. For new Component 3 activities, the Basic Education Directorate (*Direction de l'Enseignement Fondamental – DEF*) in collaboration with the multi-stakeholder Committee for Support to Student Assessment would lead the implementation of activities on student learning assessments (EGRA/EGMA) and the student-mentoring pilot; and the MENFP's Research and Planning Unit (*Unité d'Etudes et de Programmation – UEP*) would coordinate the sector study and analytical work, using data and logistical support from the Planning and External Cooperation Directorate (*Direction de la Planification et de la Coopération Externe – DPCE*). The existing PTU would continue to provide support on fiduciary aspects of AF implementation. No constraints are expected to implementation readiness, and AF implementation is expected to begin in a timely manner, in October 2014.

The same fiduciary arrangements would be used for the AF as under the parent Project. Financial

management arrangements under the parent Project continue to be appropriate. Procurement for the AF would be carried out in accordance with the procurement arrangements for the parent Project. The Procurement Plan would continue to be updated at least annually or as required to reflect actual Project implementation needs. An assessment of procurement capacity has confirmed that the existing PTU is adequately staffed, and with appropriate competencies, to implement all procurement activities related to the proposed AF funded activities. The same disbursement arrangements and methods will continue to be used, and a new segregated Designated Account will be opened for the AF, with a Fixed Ceiling of \$4,820,000.

Change in Implementation Schedule

Explanation:

The closing date of the Project is September 30, 2016, and would be extended to June 30, 2017 to allow for: (i) additional time to build community-based schools for which there have been construction delays, under Component 1.2; (ii) additional schools to be registered in the MENFP's school accreditation database, under Component 3; and (iii) the implementation of the scaled up and new activities under all components. In particular, the 10 additional months would allow for the completion of a full wave of EGMA, and continued financing in the transition period from the PIPE to the new sector strategy.

Appraisal Summary

Economic and Financial Analysis

Explanation:

The updated economic analysis attributed substantial economic benefits to projects interventions supporting increased educational attainment and improved educational quality. The analysis estimates the economic benefits accruing from support to: (i) enrollment of students in select non-public primary schools in disadvantaged areas; and (ii) student attendance in select public and non-public primary schools in disadvantaged areas.

The analysis estimates the total increase in educational attainment due to the AF activities for participating children. These estimates are similar to those made in the economic analysis conducted for the parent Project, because the AF funds the continuation of two of the primary activities of the parent Project. The analysis then calculates the monetary benefit of this increased attainment in terms of gains in lifetime income. This calculation uses the most recent estimate of the increase in income from an additional year of education in Haiti, which is 16 percent and comes from the 2006 Country Economic Memorandum.

Under Component 1, the AF finances one primary activity to support the achievement of the first objective: the Tuition Waiver Program. The TWP is expected to enable continued school enrollment by eliminating an important financial barrier to attending non-public school. The waivers are expected to allow some children who would otherwise not have gone to school to continue to enroll, and to prevent some children who would have dropped out to stay in school. These effects would lead to higher levels of educational attainment and increased productivity and earnings over the lifetimes of these children.

Under Component 2, the AF includes one primary activity to support the achievement of the second objective: the SNH Program. The SNH Program is expected to maintain student attendance because the meals provided act as an incentive to continue to attend, and the health services provided (micronutrient supplementation and deworming) improve students' well-being, allowing them to attend school more. This increased attendance and improved well-being are expected to increase learning and persistence through school, contributing over the long term to greater educational attainment. The direct benefits of improved health and nutrition are not measured in this analysis.

The analysis shows a net benefit and positive return for the AF. With an 8 percent discount rate, the AF has a net present value (NPV) of US\$17 million with an internal rate of return of 12.2 percent. In addition, a “downside” alternative case was considered, in which the effects of AF activities on educational attainment are assumed to be only two-thirds as large. Even in this alternative case, the AF appears to be a good investment from an economic point of view, with an NPV of US\$5.2 million and an internal rate of return of 9.5 percent.

Several factors provide a strong economic rationale for public sector financing of primary education. First, information and incentives are imperfect. Parents may be unaware of the importance of early investments in the development of their children or, even if aware, be unable to finance these investments. This second case appears to be the prevailing situation in Haiti, where poverty is widespread but parents make concerted efforts to invest in schooling. Second, individual acquisition of education benefits society by making individuals more engaged and responsible citizens and better parents, as well as by potentially increasing the overall level of productivity and growth in the economy. To the extent that individuals do not take these benefits into account when making investment decisions, Government funding can increase the efficiency of investment in education.

The World Bank provides added value through this AF through its convening power and technical expertise. For example, the World Bank has helped bring together multiple development partners to fund the TWP. During AF implementation, the World Bank will continue to support the development of the Government’s capacity, under Component 3, in support of the achievement of the third objective. In addition, World Bank support will focus on innovation and learning by piloting different approaches to increase public accountability in the sector under Components 3 and 4. These aspects of added value are expected to increase the AF’s development impact, compared to what the AF could achieve without the World Bank’s involvement.

Technical Analysis

Explanation:

Technical aspects of the AF remain unchanged from the parent Project for existing activities. With respect to the school information campaign, the proposed approach is based on international research and experience, as well as preliminary findings from parent Project supervision missions and structured interviews with key stakeholders (school directors, SMCs, local elites and parents) in a few TWP schools. This sub-component will continue to be adapted to the local context through focus groups to be conducted in the early phases of AF implementation. The development of EGMA, pilots and sector plan development would be based on lessons drawn from the Haiti context, namely through experience with previous related activities (development and implementation of EGRA and EGMA on a small scale, and the development of the PIPE under other financing).

Social Analysis

Explanation:

A social assessment was carried out during the preparation of the parent Project and remains valid under the AF. Key issues that continue to be relevant to AF activities are: (i) elite capture by school directors, (ii) conflict created by the infusion of money into schools/school management committees, and (iii) inequality being exacerbated between beneficiaries and non-beneficiaries. The AF would continue to address these issues through strengthening SMCs, providing information at the local level, and having a highly targeted Project design, such that the Project benefits are enjoyed by those populations traditionally underserved by public services.

Environmental Analysis

Explanation:

The Environmental Category B will remain the same for the AF. With the continued implementation of parent Project activities on community-based schools and the scale-up of SHN activities, OP/BP 4.01 (Environmental Assessment) and OP 4.12 (Involuntary Resettlement) would continue to be triggered under the Project. None of the activities under the AF are expected to have additional resettlement impacts. The RPF (consulted and disclosed by the World Bank and the government in May 2014) and the updated ESMF (consulted and disclosed by the World Bank and the government in June 2014) developed under the June 2014 restructuring continue to be applicable under the AF. Although additional schools are expected to participate in the SHN Program, these schools have already been receiving school meals previously financed by other development partners, and are therefore expected to have the infrastructure in place to participate in the SHN Program without requiring additional works or land acquisition. In addition, to mitigate the risk of potential continued use of charcoal for cooking under the SHN Program, a feasibility study and gradual introduction of improved cooking stoves into selected beneficiary schools are planned; study results will feed into an updated ESMF.

Annex 1: Revised Results Framework and Monitoring Indicators
Haiti: Additional Grant to the Haiti Education for All Project Phase II (P132756)

Project Development Objective (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.													
	Core	D=Dropped C=Continue N= New R=Revised	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibi lity for Data Collection	Description (indicator definition etc.)
					2012 / 2013 ¹¹ (actual)	2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017				
PDO LEVEL RESULTS INDICATORS													
Indicator One: Enrollment of students in select non-public primary schools in disadvantaged areas: Number of children enrolled through the provision of tuition waivers	☐	R	#	80,000	152,853	290,000	390,000	423,000	423,000	Annual	Technical audit by independent monitoring agency, EMIS	DAEPP with support from DPCE, UEP	Cumulative number of children that benefit from the enrollment subsidy provided using IDA and GPE funds.
Indicator two: Student attendance in select public and non-public primary schools in disadvantage	☐	C	%	To be establish ed prior to the 2014-15 school year			Baselin e maintai ned [not cumulat ive]	Baselin e maintai ned [not cumulat ive]	Not applica ble	2 x a year	Technical audit report by independent firm	PTU, PNCS, indepen dent firm	A baseline would be obtained prior to the 2014-15 school year using verification firms to confirm the attendance rate in SHN Program schools. The attendance rate is the number of

¹¹ Refers to school years.

	Core	D=Dropped C=Continue N= New R=Revised	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibility for Data Collection	Description (indicator definition etc.)
					2012 / 2013 ¹¹ (actual)	2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017				
d areas: Attendance rate is maintained in schools benefiting from the school health and nutrition program													primary (beneficiary) students present at school on a daily basis over the course of the school year (usually September to June), divided by the total number of primary (beneficiary) students in each school, averaged across all SHN Program schools
Indicator Three: Strengthened management of the Recipient's primary education sector: Percentage of schools registered in the school accreditation database	☐	R	%	29%	Not applicable	At least 30%	At least 50%	At least 60%	At least 70%	Annual	DDEs and DAEPP Reports	PTU, DAEPP	Percentage is the total number of non-public primary schools who have submitted an accreditation application, are registered by the MENFP in the accreditation database and have received at least the level 1 of accreditation , divided by the total number of non-public schools as measured by the latest published national school census data on the total number of non-public schools in the country.

	Core	D=Dropped C=Continue N= New R=Revised	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibi lity for Data Collection	Description (indicator definition etc.)
					2012 / 2013 ¹¹ (actual)	2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017				
INTERMEDIATE RESULTS													
Intermediate Result (Component One): : <u>Support to Primary Education Enrollment</u>													
Intermediate Result indicator One: Number of additional classrooms built at the primary level resulting from the community-based school sub-component	☒	R	#	0	0	8	60	110	160	Annual	Verification/supervision by DGS, DAEPP with support of DEF, and PTU with support from school management committees	DDE, with support from School Management Committee, UEP	Number of classrooms built or rehabilitated using IDA funds which meet minimum standards for school construction.
Intermediate Result indicator Two: Communities receiving Grants	☐	C	#	0	10	63	80	80	80	Annual	DAEPP disbursement records	DAA, with support from DAEPP , UEP	In order to receive Grants, Communities must participate in a mobilization and training process supported by the Project and elect community representatives
Intermediate Result indicator Three: Textbooks per pupil in tuition waiver schools	☐	C	#	3	3	3	3	3	Not applicable	Annual	Technical audit by independent verification firms, Project implementation reports	DAEPP , with support from DPCE, UEP	Measures the number of textbooks on average, per pupil in IDA- and GPE-supported tuition waiver schools.

	Core	D=Dropped C=Continue N= New R=Revised	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibility for Data Collection	Description (indicator definition etc.)
					2012 / 2013 ¹¹ (actual)	2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017				
Intermediate Result indicator Four: Percentage of TWP schools publicly posting annual expenditure reports	☐	N	%	0	Not applicable	Not applicable		80%	95%	Annual	Technical audit by independent verification firms, Project implementation reports, inspector visits	DAEPP, with support from DPCE, UEP	Measures the percentage of TWP schools (regardless of source of financing) publicly posting a simple expenditure report on school grounds, at the beginning of the school year following the school year of the use of AF funds. Public posting would begin in the 2015-16 school year to report on the 2014-15 school year.
Intermediate Result indicator Five: Direct Project beneficiaries, of which female	☒	R	# %	150,000 50	230,000 [not cumulative] 49	224,000 [not cumulative] 50	225,000 [not cumulative] 50	156,000 [not cumulative] 50	0 [not cumulative]	Annual	Technical audit by independent monitoring agency	DPCE, with support from UEP, Inspectors, School Management Committee	Approximate number of students directly benefiting from the Project (TWP, SHN, <i>M ap Li Net Ale</i> and community-based school sub-components) and the approximate percentage which are female.
Intermediate Result (Component Two): <u>Support to Improved Student Attendance</u>													
Intermediate Result indicator Six: Number of additional qualified primary teachers	☒	C	#	0	1,385	2,600	3,700	3,700	3,700	Annual	Certification from DFP, EMIS data and completion data from pre-service and in-service training providers	DFP, with support from UEP	Number of individuals graduated from the Pre-Service Teacher Training component. No new cohorts are recruited as of 2013-14 and

	Core	D=Dropped C=Continue N= New R=Revised	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibility for Data Collection	Description (indicator definition etc.)
					2012 / 2013 ¹¹ (actual)	2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017				
resulting from Project intervention													Cohort 3 (last recruited cohort) is expected to be certified in September 2015.
<i>Intermediate Result Indicator Seven:</i> Children participating in the integrated nutrition/health program	☐	R	#	70,000	81,365 [not cumulative]	81,000 [not cumulative]	110,500 [not cumulative]	110,500 [not cumulative]	0 [not cumulative]	Annual	Technical audit by independent verification firms, PNCS	PNCS, with support from UEP	Students attending schools which implement the IDA-, HRF- and GPE-financed SHN program and are fed one hot meal and one snack daily during the service contract period.
<i>Intermediate Result indicator Eight:</i> Teacher's Guide developed by MENFP	☐	R	Text	Not developed	Not developed	Grade 1 Teacher's Guide is under development	Grade 1 Teacher's Guide is tested and in use in classrooms; Grade 2 Teacher's Guide is developed	Grade 1 Teacher's Guide is in use in classrooms; Grade 2 Teacher's Guide is tested for use in classrooms	Grade 1 and Grade 2 Teacher's Guides are in use in classrooms	Once	Printed document, Verification/supervision by DEF, PTU with support from school management committees, verification firms	DEF, DAEPP	Teacher's Guide with daily lesson plans, workbook and teaching activities developed by MENFP for primary Grades 1 and 2. Grades 1 and 2 Teacher's guides are in use in IDA- and GPE-financed TWP schools and community-based schools.
<i>Intermediate Result indicator Nine:</i> Students benefiting from improved reading	☐	C	#	0	Not applicable	Not applicable	9,000 [not cumulative]	8,000 [not cumulative]	0 [not cumulative]	Annual	Technical audit by independent monitoring agency, EMIS, Project implementation reports	DEF	Measures the number of students (Grades 1 and 2) in (i) schools participating in the TWP (with IDA funding or other sources of funding), and (ii) in

	Core	D=Dropped C=Continue N= New R=Revised	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibility for Data Collection	Description (indicator definition etc.)
					2012 / 2013 ¹¹ (actual)	2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017				
instruction approach (<i>Map Li Net Ale</i>)													community-based schools, implementing the <i>Map Li Net Ale</i> approach to literacy in Creole using technical observation protocol disaggregated by gender.
Intermediate Result (Component Three): Strengthening Sector Management													
<i>Intermediate Results Indicator Ten:</i> The school accreditation system is restructured	☐	R	Text	No	Not applicable	Presidential Decree on school accreditation adopted by MENFP	The National Consultative Committee for School Accreditation meets at least twice, and proposes revised school accreditation standards	MENFP pilots revised school accreditation standards	MENFP enforces new school accreditation standards	Once	DAEPP report	DAEPP	National Consultative Committee (NCC) members meet at least twice in 2014-15. The NCC proposes to MENFP revised school accreditation standards, also in 2014-15. In 2015-16 revised school accreditation standards are piloted at a small scale. In 2016-17, all schools applying for accreditation are judged against the revised accreditation standards.
<i>Intermediate Result indicator Eleven:</i> Percentage of school support visits	☐	C	%	0	70	85	95	95	95	Annual	Technical audit by independent monitoring agency, EMIS	DAEPP, with support from UEP, DDE, School	The percentage of schools (donor-financed TWP, SHN, community-based, and pilot schools using new technologies to

	Core	D=Dropped C=Continue N= New R=Revised	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibility for Data Collection	Description (indicator definition etc.)
					2012 / 2013 ¹¹ (actual)	2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017				
conducted at least once per year by the MENFP												Management Committees	monitor teacher attendance) receiving one or more support visits annually from a MENFP inspector during the Project execution period.
Intermediate Result indicator twelve: Diagnostic sector study completed and student-mentoring program piloted	☐	N	Text	Diagnostic sector study not designed and student-mentoring pilot not developed	Not applicable	Not applicable	Diagnostic study designed and implementation launched; Student-mentoring pilot designed	Diagnostic study under implementation; Student-mentoring pilot under implementation	Diagnostic study completed; Student-mentoring program piloted	Once	Reports on study findings and successes and lessons learned from pilots	UEP, DEF, with support from DPCE	Diagnostic sector study completed provides data on, <i>inter alia</i> : (i) enrollment, system effectiveness and efficiency, and gender disparities; Student-mentoring program for students facing academic difficulties pilot tested.
Intermediate Result indicator Thirteen: Education sector action plans are developed for 2014-15, 2015-16, and 2016-17	☐	N	Text	Five-year Operational Plan (OP) 2010-15 and three-year Transitional Sector Plan 2013-16 are available; Development of sector action plan for			Education Sector Action Plan 2014-15 is available	Education Sector Action Plan 2015-16 is available	Education Sector Action Plan 2016-17 is available	Once	Printed documents	UEP	Annual, costed sector action plans developed based on the OP/Transitional Sector Plan. Action plans integrate findings from Project-financed Component 3 activities (regardless of source of financing), including: sector studies; pilots experimenting new approaches in education; the administering of

	Core	D=Dropped C=Continue N= New R=Revised	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibility for Data Collection	Description (indicator definition etc.)
					2012 / 2013 ¹¹ (actual)	2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017				
				2013-14 is in progress									EGRA and EGMA; and impact evaluations completed.
Intermediate Result (Component 4): Project Management, Monitoring and Evaluation													
<i>Intermediate Result indicator fourteen: System for learning assessment at the primary level</i>	☒	R	Text	No	No (Stage 1) [not cumulative]	No (Stage 1) [not cumulative]	Yes ¹² (Stage 1) No ¹³ (Stage 2) [not cumulative]	Yes (Stage 1) No (Stage 2) [not cumulative]	Yes (Stage 1) No (Stage 2) [not cumulative]	Once every two years	EGRA and EGMA results reports	DEF	EGRA is administered in 2014-15 and 2016-17 to selected Grade 3 cohorts in a nationally and regionally representative sample of Haitian schools, also representative by category of school and location in an urban/rural setting. EGMA is developed in 2014-15 and administered in 2016-17 in the same sample of Grade 3 schools as EGRA.
<i>Intermediate Result indicator Fifteen: Impact evaluations</i>	☐	R	#	0	0	1	1	2	2	Once	Impact evaluation reports	PTU, Independent Firms, WB Impact	Impact evaluations completed for <i>M ap Li Net Ale</i> in TWP schools (in 2014-15) and for pilot schools using new

¹² To qualify as a Stage 1 learning assessment, the assessment activity must fulfill the following two criteria: (i) the official purpose of the assessment is to measure overall student progress toward agreed system learning goals; and (ii) the assessment is given to a representative sample or census of the target grades or age levels.

¹³ To qualify as a Stage 2 learning assessment system, the activity should possess the following characteristics, providing useful information for enhancing student learning in the system: (i) data are analyzed and results are reported to education policymakers and/or the public; (ii) results are reported for at least one of the following student subgroups: gender, urban/rural, geographic region; and (iii) the assessment exercise is repeated at least once every 5 years for the same subject area(s) and grade(s).

	Core	D=Dropped C=Continue N= New R=Revised	Unit of Measure	Baseline	Cumulative Target Values					Frequency	Data Source/ Methodology	Responsibi lity for Data Collection	Description (indicator definition etc.)
					2012 / 2013 ¹¹ (actual)	2013 / 2014	2014 / 2015	2015 / 2016	2016 / 2017				
completed												evaluati on team	technologies to monitor teacher attendance (in 2013- 14)

Annex 2: Operational Risk Assessment Framework (ORAF)
Haiti: Additional Grant to the Haiti Education for All Project Phase II (P132756)

Risks

Project Stakeholder Risks						
Stakeholder Risk	Rating	Moderate				
Risk Description: There is a risk that sector stakeholders, and particularly the private sector, fail to fully buy in to the activities proposed for financing. Buy-in from non-public schools is key to the success of activities requiring their partnership/compliance (i.e., TWP; accreditation activities).	Risk Management: The MENFP’s transitional sector plan and proposed AF activities have been subject to a consultative process which has allowed all sector stakeholders a voice in the priorities and activities selected for financing, and this is a mitigating factor. The MENFP, the World Bank as Supervising Entity for the GPE funds, and UNESCO as the Coordinating Agency, would also mitigate stakeholder buy-in risk by continuing to engage and communicate with sector stakeholders including the private sector, to address potential stakeholder concerns and highlight the benefits of the activities requiring their partnership.					
	Resp: Both	Stage Both :	Recurrent : ☒	Due Date:	Frequency: Continuous	Status: Not Yet Due
Implementing Agency (IA) Risks (including Fiduciary Risks)						
Capacity	Rating	High				
Risk Description:	Risk Management:					
There is a risk of market constraints	Consultations with the PTU and MENFP technical teams and an initial round of recruitment of					

(i.e., an insufficient number of qualified independent verification firms/NGOs in departments of intervention) delaying the delivery of results, particularly with the school health and nutrition and community-based school interventions.	firms for the verification of SHN services provided during the 2013-14 school have confirmed that sufficient firms should exist to justify the proposed external verification approach. The PTU would ensure close follow-up during recruitment processes with potential qualified candidates to ensure sufficient bids by these firms and prevent implementation delays. The Project would also continue to mitigate risks related to market constraints and delayed delivery by beginning recruitment processes well in advance of expected implementation start dates during AF implementation.					
There is a risk of continued procurement-related delays, which could negatively impact multiple Project sub-components. (For example, late recruitment of SHN service providers can lead to students receiving these services only a portion of the school year, and late recruitment of external verification firms can delay payments to tuition waiver schools and affect their ability to adhere to the terms of their contract with the MENFP.)	To mitigate the risk of procurement delays, the MENFP and Ministry of Finance will establish direct contact between them to eliminate customs delays. In the meantime, the Project will launch procurement and recruitment processes on time (in alignment with the established procurement plan reviewed and approved by the World Bank), and is exercising the option of establishing renewable contracts for selected activities that are implemented every year but for which currently a new bidding process is launched each year. The Project procurement team will also actively follow up with bidding processes of key activities at risk of having delays due to late or slow bidding processes, to ensure a minimum acceptable number of bidders present offers.					
There is an ongoing risk of financial audits being completed late due to overstretched or low-capacity audit firms.	With respect to late financial audits, the World Bank financial management team has approved additional audit firms for Haiti, doubling the number of firms authorized for Project audits. This change is expected to relieve the pressure on existing approved audit firms. The World Bank and PTU will review audit firm Terms of Reference to ensure the appropriate number of audit firm staff and qualifications are clearly outlined. The Project will also closely follow the audit firm activities to minimize the risk of the selected audit firms delivering the expected work late.					
	Resp: Both	Stage Both	Recurrent : ☒	Due Date:	Frequency: Continuous	Status: Not Yet Due
Governance	Rating	High				

Risk Description: Weak governance and/or poor change management could lead to a straying from the Project operational manuals and World Bank procedures. There is a risk of the steering and oversight structures in the MENFP sector plan—i.e., the National Strategic Committee, which should oversee sector plan implementation—not being operationalized. This could negatively impact GoH ownership of Project-financed activities.	Risk Management: All contracts for consultants and technical assistance to the MENFP are performance-based. The Project will ensure the continued relevance of operational manuals and will work to continue to inform key MENFP officials on operational manuals and World Bank procedures. The World Bank and local development partners are and will continue to engage a dialogue with the MENFP to support the establishment of the oversight structures in the sector plan.					
	Resp: Both	Stage Both	Recurrent	Due Date:	Frequency: Continuous	Status: Not Yet Due
		:	:			
			☒			

Project Risks		
Design	Rating	Moderate

Risk Description: There is a risk that the Project design does not enable it to reach the poorest/most vulnerable children, but rather, reaches the children whose parents would have enrolled them in school and assured their attendance regardless of the Project’s intervention.	Risk Management: The schools benefiting from the TWP were selected for participation based on their classification on the poverty map of Haiti as being extremely weak in terms of basic access to education. The Project was also designed to target the poorest and most vulnerable children by making it a part of TWP School Management Committee responsibilities to recruit the targeted children in their communities of school-going age but unable to enroll. The training and information campaign for SMCs will reinforce the Project design and help ensure the targeting is implemented as planned. Under the parent Project, community-based schools are also being created in low-income, rural areas in which there are currently no schools, making it very difficult for children to enroll. SHN Program participating schools were selected in 2006, also based on their classification on the poverty map of Haiti. In addition, focus group feedback obtained during ICR missions for the Haiti Education For All Project – Phase I—which initiated IDA-supported financing of the
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		SHN Program—confirms that many students in participating schools, prior to the program, were listless and had poor attendance because of lack of nutrition at home; school attendance was reported to be higher and more regular and sustained in beneficiary schools. A baseline on student attendance in relation to measuring SHN Program impact on attendance will be established prior to the 2014-15 school year. Baseline findings will also allow the Project to adjust its approach as needed for this sub-component.					
		Resp: Both	Stage Both :	Recurrent : ☒	Due Date:	Frequenc y: Continuo us	Status: Not Yet Due
Social and Environmental		Rating	Moderate				
Risk Description: There is a risk that cooking practices involving the use of charcoal as cooking fuel may contribute to adverse environmental impacts if not adequately managed. Small-scale construction activities for educational infrastructure by communities could cause minor adverse environmental and social impacts if not adequately managed. There is a risk of involuntary resettlement occurring on sites where community-based construction is planned, due to the scarcity of land in some Project locations.		Risk Management: The World Bank is exploring with other stakeholders (PNCS, other partners involved in school health and nutrition activities) the use of environmentally friendly cooking technologies that could be applied systematically to Project-financed SHN Program interventions. A feasibility study for the replacement of traditional stoves used in schools with improved stoves is planned in 2014, and it is expected that the Project will begin investing in this technology in schools in 2015. The Project’s environmental and social management framework will help guide the client in how to mitigate and manage any adverse consequences of Project activities. The design of the community-based approach provides mechanisms through which communities can communicate and seek solutions with the Government via local authorities, about potential adverse environmental and social impacts caused by the Project. In addition, the Project is hiring a social and environmental specialist who will support the MENFP in the implementation of the ESMF. The World Bank’s Operational Policy 4.12 on Involuntary Resettlement was triggered under the June 2014 restructuring, and the Project developed a Resettlement Policy Framework which clarifies the resettlement principles, organizational arrangements and criteria for land acquisition and minor resettlement, and will help guide the Government in managing cases of resettlement. The Project social and environmental specialist will also support the proper					

	implementation of the Resettlement Policy Framework.					
	Resp: Both	Stage Both :	Recurrent : ☒	Due Date:	Frequenc y: Continuo us	Status: In Progre ss
Program and Donor	Rating	Low				
Risk Description: There is a small risk of overlap with the interventions of other development partners, particularly with respect to health and nutrition activities, which is a sub-sector with a multitude of actors.	Risk Management: The Project mitigates this risk through close collaboration with other development partners, particularly the IDB, MAECD, WFP, USAID, AFD and the CDB. The World Bank is an active member of the local education development partner group, a dynamic group of partners that meets monthly. As part of the GPE application process the AF has also been presented to development partners and other stakeholders at several stages of its preparation, which has allowed for coordination on areas where multiple partners are active. An education sector roundtable has also been established (led by the MENFP) and development partners have signed a partnership agreement to coordinate their interventions. With respect to SHN, the Project is developing a joint partner action plan for the strengthening of the PNCS taking into consideration PNCS needs and funding planned by various partners, including WFP and MAECD.					
	Resp: Both	Stage Both :	Recurrent : ☒	Due Date:	Frequenc y: Continuo us	Status: In Progre ss
Delivery Monitoring and Sustainability	Rating	Substantial				
Risk Description: There is also a risk of the SHN Program attendance data collection firms providing inaccurate information, or not making the data available in a timely	Risk Management: The PNCS as well as the PTU would be responsible for the supervision of activities of the recruited firms, as well as the management of their service contracts to ensure satisfactory delivery of services. The World Bank would closely follow up on these activities during the establishment period of the monitoring mechanism.					

manner. Lack of clarity with the Government’s financing plan and long-term position with respect to certain components (national financing of tuition waivers, SHN and community-based schools, policy on accelerated teacher training) could preclude the sustainability of Project-financed activities. New policy measures to focus national financing on the public sector may also threaten financial sustainability of key Project-financed activities involving non-public schools, including notably the TWP.	To ensure the financial sustainability of its efforts, the GoH developed in August 2014 a preliminary financing strategy for the donor-financed TWP, and is currently preparing policies on teacher training and on school health and nutrition. The World Bank and other partners would continue supporting the MENFP to finalize the TWP financing strategy. The World Bank would continue to closely collaborate with other sector partners and keep a harmonized dialogue with the GoH on the potential impacts of policy measures on education access and quality, as well as on adopting and implementing a transparent financial framework that reflects increasing financing responsibility by the GoH for key policies to expand access.					
	Resp: Both	Stage Imple : ment ation	Recurrent : ☒	Due Date:	Frequenc y: Continuo us	Status: In Progre ss
Overall Risk						
Overall Implementation Risk Rating: High						
Risk Description:						
The overall risk rating is high driven largely by high governance and capacity risks, including the risk of procurement- and financial audit delays.						

Annex 3: Activities by source of financing

Component/Subcomponent	IDA (March 2014-September 2016)	HRF (September 2014-September 2016)	GPE (September 2014-September 2017)
Component 1: Support to Primary Education Enrollment			
Sub-component 1.1. Enhance the Tuition Waiver Program.	Grants to School Management Committees - Verification firms (until June 2014)	No activities	Grants to School Management Committees - Verification firms (for 2014-2015 and 2015-2016 school years). Training of SMCs and School Directors
Sub-component 1.2. Support to Communities.	Grants, training and school construction to selected communities including constructing rural schools.	No activities	No activities
Sub component 1.3. Information for Non-Public School Accountability			Information campaign – Training – Focus group
Component 2: Support to Improved Student Attendance.			
Sub-component 2.1. Pre-service Teacher Training.	The costs of classroom-based practice for a third cohort (until September 2014) and the finalization of the curriculum for the Accelerated Teacher Training Program (Formation Initiale Accélérée) (FIA).	No activities	No activities
Sub-component 2.2. Support to the quality of Reading Instruction.	Introduction of new reading method (<i>Ma Li Net Ale</i>) in project participating schools. Teacher training and coaching, student and teacher assessment, provision of teacher and student materials etc.. Distribution of teacher guides for grades 1 and	No activities	No activities

	2.		
Sub-component 2.3. School Health and Nutrition.	School canteens, provision of nutrients and deworming, operating costs of the National School Feeding Program (until June 2014). Firms for the verification of the services delivery at school.	School canteens, provision of nutrients and deworming, operating costs of the National School Feeding Program. Gradual introduction of improved stoves Firms for the verification of the services delivery at school. (For 2014-2015 school and 2015-2016 school years).	Retargeting - School canteens, provision of nutrients and deworming, operating costs of the National School Feeding Program (for 2014-2015 and 2015-2016 school years). Gradual introduction of improved stoves. Firms for the verification of the services delivery at school.
Component 3: Strengthening Sector Management.			
Strengthening of the MENFP's Capacity.	School accreditation system including financing of the National Consultative Committee for Accreditation, development/revision of accreditation standards, methodologies and procedures; training for central level MENFP and DDE staff, independent agencies, schools committees; equipment. Support to the DDEs for the school supervision/inspection. Key studies such as a Public Expenditures Tracking Survey (PETS) and other similar studies on the education sector. Implementation of an ICT-based pilot experimentation to monitor	No activities	Development of Annual Action Plans – Pilot study on student mentoring – Education Country Status Report – Technical assistance for key national policies on request.

	teacher absenteeism: consultancies, training for school directors and inspectors, provision of equipment and incentives to schools and an impact evaluation of the pilot.		
Component 4. Project Management, Monitoring and Evaluation.			
Project Management, Monitoring and Evaluation (M&E).	Impact evaluation of the <i>M Ap Li Net Ale</i> approach, other evaluation activities, technical assistance to oversee the implementation of Project activities. Implementation coordination costs. Financial audit	Financial audit	Financial audit Project Management and implementation coordination costs, strengthening of MENFP monitoring and evaluation systems. Monitoring PIPE, EGRA, EGMA.

Annex 4: Revised Estimate of Project Costs

Table A: Cost per sub-component and by source of financing in US\$

Component/Subcomponent	IDA (September 2014-September 2016)	HRF* (September 2014-September 2016)	GPE (September 2014-September 2017)	CDB* (September 2014- September 2017)	Total
Component 1: Support to Primary Education Enrollment	5,203,959	0	14,199,100	5,700,000	25,103,059
Sub-component 1.1. Enhance the Tuition Waiver Program.			Grants:12,374,100 Verification Firms: 500,000 Training: 900,000 s/total : 13,774,100	3,200,000	16,974,100
Sub-component 1.2. Support to Communities.	5,203,959			2,500,000	7,703,959
Sub component 1.3. Information for Non-Public School Accountability			Focus group: 75,000 Campaign Development: 50,000 Campaign Implementation: 300,000 s/total: 425,000		425,000
Component 2: Support to Improved Student Attendance	4,677,534	14,370,000	6,615,000	3,600,000	29,262,534
Sub-component 2.1. Pre-service Teacher Training.	500,000			500,000	1,000,000
Sub-component 2.2. Support to the quality of Reading Instruction.	4,177,534			500,000 (Materials for ECD and Multigrade)	4,677,534

Component/Subcomponent	IDA (September 2014-September 2016)	HRF* (September 2014-September 2016)	GPE (September 2014-September 2017)	CDB* (September 2014- September 2017)	Total
Sub-component 2.3. School Health and Nutrition.		NGOs: 13,770,000 Verification Firms: 400,000 Study on improved stoves: 0 Introduction of improved stoves : 200,000 s/total: 14,370,000	NGOs: 6,120,000 Verification Firms: 200,000 Study on improved stoves: 45,000 Introduction of improved stoves : 250,000 s/total: 6,615,000	2,600,000	23,585,000
Component 3: Strengthening Sector Management	2,117,596		539,000	700,000	3,356,596
Strengthening of the MENFP's Capacity.	2,117,596		Annual Action Plan: 74,000 Student Mentoring: 130,000 Country Status Report: 200,000 Technical Assistance: 135,000 s/total: 539,000	700,000	3,356,596
Component 4: Project Management, Monitoring and Evaluation	1,945,370	380,000	2,746,900	500,000	5,572,270
Project Management and Monitoring and Evaluation (M&E).	1,945,370	Operating Costs: 340,000 Financial Audit: 40,000 s/total: 380,000	Operating Costs: 799,900 EGRA: 1,250,000 EGMA: 625,000 Financial Audit: 72,000 s/total: 2,746,900	500,000	5,572,270

Component/Subcomponent	IDA (September 2014-September 2016)	HRF* (September 2014-September 2016)	GPE (September 2014-September 2017)	CDB* (September 2014- September 2017)	Total
Unallocated	1,525,155			500,000	2,025,155
Total	15,469,614	14,750,000	24,100,000	11,000,000	65,319,614

(*) The figures are budget estimates and they are subject to the signature of the HRF and CDB Grant agreements.

Table B: Annual disbursement for the GPE Program (in US\$)

Sub-component 1.1. Enhance the Tuition Waiver Program.

	2014-2015	2015-2016	2016-2017	Total	Comments
Grant	8,829,000	3,545,100		12,374,100	90US\$ per student per year
Verification Firms	400,000	100,000		500,000	3US\$ to 4US\$ per student per year
Training	450,000	450,000		900,000	450US\$ per school per year
Total	9,679,000	4,095,100	-	13,774,100	

Sub component 1.3. Information for Non-Public School Accountability

	2014-2015	2015-2016	2016-2017	Total	Comments
Focus group (3months)	75,000			75,000	6 National consultants (including workshop etc)
Campaign Development	50,000			50,000	Firm
Campaign implementation		300,000		300,000	Spots etc.....
Total	125,000	300,000	-	425,000	

Sub-component 2.3. School Health and Nutrition.

	2014-2015	2015-2016	2016-2017	Total	Comments
NGOs	3,060,000	3,060,000		6,120,000	0.60US\$ per student per day

Verification firms	100,000	100,000		200,000	for 150 days a year
Study on improved stoves (45 days)	45,000			45,000	3US\$ per student per year
Introduction of improved stoves		250,000		250,000	One international consultant and one National consultant
Total	3,205,000	3,410,000	-	6,615,000	1,250US\$ per school

Component 3. Strengthening Sector Management.

	2014-2015	2015-2016	2016-2017	Total	Comments
Annual Action Plan	25,000	25,000	24000	74,000	3 National consultants (including workshops etc..)
Student Mentoring	5,000	125,000		130,000	One National Consultant and Payment of school grant (2000US\$ per school per year)
CSR	25,000	150000	25000	200,000	3 National consultants and 2 International consultants and Thematic studies
Technical Assistance	45,000	45,000	45,000	135,000	2 International Consultants for one month per year
Total	100,000	345,000	94,000	539,000	

Component 4. Project Management, Monitoring and Evaluation (M&E).

	2014-2015	2015-2016	2016-2017	Total	Comments
Operating Costs	200,000	200,000	399,900	799,900	
EGRA	750,000		500,000	1,250,000	Firm
EGMA	125,000		500,000	625,000	Firm
Audit	25,000	25000	22,000	72,000	Firm
Total	1,100,000	225,000	1,421,900	2,746,900	

Annex 5: Institutional and Implementation Arrangements¹⁴

A. Institutional arrangements

1. **This Annex will present only the institutional and implementation arrangement for the sub-components financed through the GPE grant, although they are part of the arrangements currently in place for the parent Education for All Project Phase 2 Project.**

The parent Project Steering Committee would serve as the steering committee for this operation. The MENFP would be responsible for Project implementation, with support from the existing Project Technical Unit (PTU) for the parent Project. The PTU team is led by a Project Coordinator and consists of two units: a technical unit (reporting to the relevant technical directorates), which provides technical assistance for implementation of the activities according to the proposed components; and an administrative unit (reporting jointly to the Project Coordinator and the Directorate of Administrative Affairs (*Direction des Affaires Administratives* -DAA)). The administrative unit is composed of consultants and officials from the DAA.

2. **Each sub-component financed through the GPE program would be under the implementation and supervision of one Directorate at the central MENFP.** The Directorate of Support to Private Education and Partnership (DAEPP) would be responsible for (i) sub-component 1.1 (Enhance the Tuition Waiver Program) and (ii) the Communication Unit of the MENFP (in collaboration of the would be responsible for sub-component 1.3 (Information for Non-Public School Accountability). The National School Feeding Program (*Programme National des Cantines Scolaires*) (PNCS) would be responsible for sub-component 2.3. (School Health and Nutrition). Under sub-component 3, (Strengthening Sector Management) the UEP would be responsible for Annual Action Plans and thematic and sectoral studies, the Technical Unit (*Cellule Technique*) of the General Directorate would be responsible for the TA for key policies. Under sub Sub-component 4, (Project Management and Monitoring and Evaluation), the PTU would be responsible for Financial and Procurement management and overall project coordination, the DEF would be responsible for EGRA and EGMA and the UEP would be in charge of monitoring the transitional sector plan (PIPE).

B. Implementation arrangements

3. The implementation arrangements for the GPE Program are part of the overall implementation arrangement of the parent EFA Phase 2 Project as described in the project Operational Manual (OM). For the purpose of the GPE Program a summary of the main arrangements are presented hereafter.

Subcomponent 1.1. Enhance the Tuition Waiver Program

4. In its current form, the program lowers the cost of schooling for participating families by waiving the tuition in select non-public schools. The next phase would focus more sharply on providing quality inputs to participating schools to improve student learning gains.

¹⁴ Elements of the arrangements outlined in this annex are subject to change, as the MENFP periodically updates the Project operational manual.

5. Selection of schools: In order to qualify for the program, schools must be registered with the state as legal, non-public providers of education. Requirements for participation include providing all participating students with textbooks, having a functioning School Management Committee (SMC), and respecting the procedures as established in the operational manual, including the positive list of eligible expenditures. A long-list of qualifying schools is assembled by the Departmental Education Offices (*Direction Départementale d'Éducation – DDEs*), and submitted to the Tuition Waiver Steering Committee (*Comité Paritaire*) that validates the list. Upon validation, participating schools are selected at random, with the total number of schools to be selected being a function of the available financing for the program.
6. Selection of students: All students entering grade one for the first time that are between the ages of 6-8 are eligible for support under the program. Once in the program, the participating cohort and future cohorts entering grade 1 would be eligible for support if program requirements described above are met.
7. Management of transfers: The School Management Committees of participating schools open bank accounts in a local commercial bank (*Banque Nationale de Crédit*), to which funds are transferred from the MENFP's DAA at the beginning of the school year. The first transfer represents an advance of 60 percent of the total annual subsidy. Funds are managed by the President of the SMC and the school director, both of whom must sign on the checking account of the SMC. Payments are made according to a positive list of 10 expenditure categories.
8. Strengthening the SMCs: As per under Phase 1 of the parent Project, specific activities would be undertaken to strengthen the capacities of SMCs in the areas of school management, and financial management. Training would be provided around a simple FM training manual. This would be undertaken by NGOs, as is currently the case under the existing operation.
9. Monitoring: All schools are subject to inspection by the MENFP's inspectorate. School Management Committees must submit financial reports to inspectors, which are then transferred to the DDEs for validation. Contrary to the original program design, financial reports are no longer transferred to the DAA, and do not trigger payments of the second tranche. Rather, a third party verification firm is contracted to conduct a technical audit of 100 percent of participating schools. The audit assesses compliance with program regulations as outlined in the operational manual, and verifies the number of participating children. The technical audit report then confirms the number of beneficiary children, and the payment of the second tranche to the school is authorized.
10. Proposed improvements: Among the proposed innovations and improvements of the program under APG 2 is a continued evolution toward a results-based model, the introduction of greater accountability of participating schools, and the strengthening of sanctions for non-compliance. In addition to conditioning payments on the findings of the technical audit (see above), schools performing well according to certain standards might be eligible for top-ups.

To enhance the quality of instruction at the school level, a bonus would be paid to participating schools that employ graduates from the accelerated teacher training program (FIA). In addition, the role of SMCs would be heightened in order to improve the transparency of the program and foster greater accountability of teachers and school directors to parents for student learning outcomes through instruments such as a school scorecard. Local authorities would also be expected to play a greater supervisory role in the program. Finally, as per the lessons learned under Phase 1, sanctions for non-compliance need to be better defined and used more widely.

11. **Sustainability:** As the tuition waiver program is expanded, the likelihood that the Government of Haiti could absorb the overall fiscal burden is diminished. A medium to long-term transition strategy is currently being finalized. This includes a mix of mobilizing increased public resources for the eventual transfer of the program to the Government, as well as a number of measures that would render the program more affordable. This could include: i) a lowering of the per student subsidy (from the current level of US\$90), ii) introducing a cap on how much each school can receive, either per year or cumulatively, iii) clearly defining a graduation from the program for participating schools, such as capping participation at six years, once the initial cohort has graduated. This will be part of ongoing discussions between the MENFP, the MEF and the World Bank.

12. **At the central level:** As per the existing implementation arrangements for the tuition waiver program, the Private Education and Partnerships Unit (*Direction de l'Appui à l'Enseignement Privé et du Partenariat* – DAEPP) would continue to be responsible for executing the Project, through its decentralized offices at the departmental level. The DAEPP's main responsibilities relating to managing the tuition waiver are as follows:

- Broadcast information relating to the program, including qualification rules and selection procedures;
- Assemble list of qualifying schools, to be submitted to the Tuition Waiver Program steering Committee (*Comité Paritaire*)
- Undertake random selection of schools;
- Gather financial information of schools, to be communicated to PTU for payment;
- Inform communities of selected schools, publish lists of schools in newspaper, outside of MENFP decentralized offices at Departmental and local levels;
- Announce participating schools on the radio;
- Manage complaint systems; and
- Process the recruitment of verification firms and manage their contracts.

13. **At the departmental level:** The implementation would be coordinated at the departmental level by the regional representatives of the DAEPP, known as "SAEPPs", in close collaboration with the inspectorate. Inspectors would be responsible for assisting with the overall communication between the MENFP and the communities and schools. Among the responsibilities of the DAEPPs (and inspectors) would be:

- Conduct an awareness raising workshop broadcasting the rules of the program, as per the operational manual;

- Receive expressions of interest from schools to participate in the program, hereby serving as the foundation of the ‘long lists’ of qualifying schools from which participating schools would be selected;
- Inform communities of selected schools, publish lists of schools in newspaper, outside of DDEs, BDSs, and BIZs;
- Facilitate and participate in the training of the SMCs by NGOs;
- Facilitate the access to schools for the independent verification agency undertaking the technical audit of the tuition waiver program;
- Regularly visit schools, and receive the financial management reports from SMCs;
- Keep on file financial management reports of SMCs and facilitate access to reports by financial auditors in coordination with the DGA.

14. **At the community and school level:** School Management Committees are responsible for the management of funds transferred and for ensuring compliance with program operational procedures. SMCs are typically composed of five people: two representatives of parents, two representatives of the community, and one teacher. These five vote for a President, who has signing authority over the account, together with the schools director. The SMC is responsible for:

- Open the bank account at the local branch of the National Bank of Credit (*Banque National de Credit*) (BNC);
- Sign the agreement with the MENFP, committing to implementing the program as per the rules outlined in the operational manual;
- Receive training from NGO and SAEPP/inspectors in program procedures, and basic financial management;
- Undertake all expenditures relating to the subsidy program, using procedures of financial management procedures acceptable to the World Bank;
- Prepare financial reports, to be submitted to the local school inspector.

Sub-component 1.3 School Health and Nutrition

15. Implemented by the National School Feeding Program (*Programme National des Cantines Scolaires*) (PNCS), the program is delivered by non-Governmental organizations (NGOs) subcontracted by the MENFP through the PNCS. International and national evidence have demonstrated the value of such programs.¹⁵ In Haiti, the program serves both the objective of increasing school attendance, through providing an added incentive for families to enroll and send their children to school every day, and student readiness to learn, as otherwise hungry and unhealthy children have difficulty concentrating in the classroom.

16. Selection of NGOs: Using World Bank procurement procedures, NGOs (or firms) are contracting according to a national bidding process. Recruitment is done according to pre-identified target areas of the country, at the local level (*section communales*).

¹⁵ For a complete review of international evidence, including experiences in Haiti, see Bundy, D. (2009). Rethinking School Feeding: Social Safety Nets, Child Development and the Education Sector. The World Bank/World Food Programme.

17. **Package of services delivered:** As per the contracts, the NGOs deliver both morning snacks and a hot meal daily to participating schools. The program also contains a de-worming component, with the distribution of *albendazole* to all schools twice a year. Service providers are meant to deliver approximately 1,500 kilocalories per day per child, or an estimated 75 percent of the daily kilocalories needed per child.

18. **At the central level:** The overall strategic directions for the Government's School Health and Nutrition program are provided by the National School Feeding Steering Committee (NSFSC).¹⁶ Implementation is the responsibility of the PNCS. Responsibilities include:

- Determine the package of services to be delivered, including establishing a unit price for the agreed upon services, to be validated by the NSFSC;
- Recruit the NGOs to serve as service providers, together with the PTU, and according to World Bank procedures;
- Coordinate with the WFP and UNICEF with regards to the provision of *albendazole* for the de-worming activities;
- Supervise the NGOs selected for the delivery of services;
- Evaluate the performance of NGOs.

19. **Role of NGOs:** The execution of the activities under the School Health and Nutrition program are carried out by selected non-Governmental organizations. NGOs enter into contracts with the PNCS, stipulating the package of services to be delivered, the agreed upon unit prices, and the geographic region to be served. Responsibilities include:

- Provide daily services to schools, as per the terms of the contract;
- Carry out all procurement and financial management, in accordance with contractual agreements and as detailed in the Project's operational manual;
- Maintain accurate records of service delivery;
- Provide performance reports every six months;
- Facilitate supervision visits of the PNCS.

C. Financial Management, Disbursements and Procurement

20. The financial, disbursement and procurement management of the GPE Program is part of the overall management of the parent EFA Phase 2 Project as described in the project Operational Manual (OM). For the purpose of the GPE Program a summary of the main arrangements are presented hereafter.

a. Financial Management

21. **Institutional Arrangements.** The Project¹⁷ Steering Committee would in general have responsibility for the overall strategic direction, including financial management aspects, of the Project. Within the MENFP, the administrative unit of the DAA would have the primary

¹⁶ The NSFSC is comprised of representatives of the National School Feeding Program (NSFP), the Ministries and Education and Health, the WFP, UNICEF, USAID, *Fonds d' Assistance Economique et Sociale* (FAES), Pan-American Development Fund (PADF), *Centre National d'Information Geo-Spatiale* (CNIGS), and NGOs involved in school feeding.

¹⁷ In the text the Project refers to EFA APG2 which also includes the GPE Program.

responsibility for maintaining adequate financial management arrangements for the Project. Such arrangements include those related to budgeting, accounting, funds flow, internal controls, financial reporting and auditing. The administrative unit of the DAA would thus record all Project transactions and prepare financial reports and have the annual financial statements audited. The Steering Committee would be responsible for ensuring that the DAA address all issues identified in the audit of the financial statements. In addition, various other entities would play a role, albeit limited, in maintaining records of Project transactions, and submitting a summary of such records to the DAA on a regular basis. These would include School Management Committees (SMC) for the implementation of the Tuition Waiver Program and support to the communities, and the beneficiary NGOs for the implementation of the School Health and Nutrition Program. SMCs and beneficiary NGOs should maintain a financial management system and prepare financial statements in accordance with consistently applied accounting standards acceptable to the Association, both in a manner adequate to reflect the operations, resources and expenditures related to the subprojects; and at the Association's or the Recipient's request to have such financial statements audited by independent auditors acceptable to the Association.

22. **Key risks and mitigating measures.** The key risks that affect financial management of the Project emanate from the decentralized nature of the targeted communities that are dispersed across the country, the need to disburse funds to these communities in order to implement the Project activities and achieve its objectives and the challenge in consolidated financial records of transactions in these communities. The key risks are therefore that funds may not reach their intended destination and thus may not be used for their intended purposes, that financial flows may be delayed, that accounting records may not be properly maintained by the DAA, and that the DAA may not be able to monitor the use of Project funds and ensure proper controls thereon.

23. In mitigation of these, and in view of increasing sustainable fiduciary capacity within the DAA, an international consultancy should help the DAA (i) produce a manual of administrative and fiduciary procedures (which could or could not be included in the Project operational manual) as well as a simple fiduciary guide for local communities; (ii) train DAA fiduciary staff in World Bank procedures in financial management and procurement; (iii) help the DAA dialogue with Tomate team and set up the Tompro accounting software in order to enable the DAA to use properly not only the accounting module but also the budget, the DRF, the capital assets, the World Bank reconciliation modules and to produce directly IFRs and financial statements acceptable to the World Bank; (iv) produce a financial management assessment of the Education sector and a multi-year action plan for strengthening capacity of the DAA to (a) prepare annual budget submissions to the MEF and include external funding in it; (b) prepare and monitor a sector MTEF; (c) monitor external funding at the sector level and build a bridging table between charts of accounts of Projects and the chart of central Government; (d) Implement and follow-up budget execution; (e) increase decentralization (deconcentration) at DDE level of administrative and financial workflow.

24. The PTU has a reasonable amount of experience in the implementation of World Bank financed Projects on which the DAA would build. Community mobilization teams would be equipped to provide basic training in financial management to all SMC. The DAA would produce and disseminate among SMC a very simple fiduciary guide (1-4 pages) to provide a basis for training/reference and to make sure financial management is harmonized among SMC.

This is intended to ensure that basic financial records of transactions are maintained. Mobilization teams would also have access to computerized systems that would be used to track Project related expenditures facilitate the task of the DAA in consolidating financial records. For the purposes of disbursing funds to remote locations, a money transfer agency would be used. The DDE, and in particular the representative of the DAA, would be responsible for carrying inspections of the use of Project funds in their constituencies. These risks and mitigation measures are included in the ORAF.

25. **Staffing and Training.** The PTU is led by a Project Coordinator and consists of two units: the technical unit, reporting to the Minister's Cabinet, which oversees the implementation of the activities according to the proposed components, and the administrative team, housed in the DAA. The administrative unit is based in Port-au-Prince, and would be in charge of maintaining all records of Project transactions, including a consolidation of records submitted by the SMCs. The administrative unit would report jointly to the Director of the DAA and to the Project Coordinator.

26. An internal auditor was recruited for the APG2 (including the GPE Program) and would continue to work closely with the school inspectors that would carry technical audits to verify student attendance and the availability of teaching materials. The auditor hired would be responsible for assuring that the overall MENFP's internal control environment, including for activities financed by this Project, are adequate to meet the World Bank's requirements and would develop an action plan to support Project activities.

27. Given the added responsibilities for the DAA, the Project would support the strengthening of the fiduciary capabilities of the agency through an international consultancy. It would support intensive training on both financial management and procurement procedures to staff in the DAA. The Project would also support the provision of training to relevant officials of the beneficiary agencies such as the school management committees.

28. In addition, community mobilization teams would be equipped to provide basic training in financial management to all SMCs. This training would be aimed at equipping SMCs with skills to maintain basic financial records.

29. **Accounting Systems and Procedures.** The accounting systems, policies and procedures used to manage Project funds would be documented in the Project's manual of administrative and fiduciary procedures. These would be used to identify, assemble, analyze, classify, record and report the transactions of the Project, and to maintain accountability for the related assets and liabilities. The following aspects would be covered in the manual: low of funds; financial and accounting policies for the Project; accounting system (including centers for maintenance of accounting records, chart of accounts, formats of books and records, accounting and financial procedures); authorization procedures for transactions; budgeting system; financial reporting (including formats of reports, linkages with chart of accounts and procedures for reviewing financial information); auditing arrangements; and human resource aspects.

30. The DAA is using a new system capable (Tompro) of producing all the accounting and financial data required to ensure that Project expenditures are maintained efficiently and accurately for timely financial reporting to the World Bank, including financial statements,

World Bank reconciliation statements, and all financial reports, such as the Interim Financial Reports (IFRs). The accounting records would be kept up-to-date and the financial statements summarizing these would be presented for audit from time to time. World Bank reconciliations would be undertaken regularly to ensure accuracy of the accounting records. Any new staff would be trained in the use of the system. In addition, the chart of accounts used to record the transactions would be amended to accommodate any accounting codes necessary to capture transactions under this Project.

31. Mobilization teams would also have access to computerized systems that would be used to track Project related expenditures facilitate the task of the DAA in consolidating financial records.

32. Staff in the DDE regional offices would use Excel spreadsheets to prepare summarized financial reports that would be transmitted to the DAA periodically to provide the information supporting the payment of salaries to the instructor.

33. **Internal controls and procedures.** The DAA would maintain a strong system of internal controls and procedures. These would be documented in the manual of administrative and fiduciary procedures to ensure that all stakeholders of the School Health and Nutrition and Tuition Waiver Program have sufficient information on the Project's operating guidelines. The manual would document the financial management arrangements for the Project, and describe the key transaction cycles for the Project activities. These would include the approval of transactions, procedures for recording them, formats of key accounting documents and financial reports, and where relevant, a description of duties for key staff in the Administrative Unit. The manual would also describe the administrative controls to be adopted by the SMCs to ensure that they maintain accurate records of transactions, and that these are transmitted to the PTU regularly and in a timely manner.

b. Disbursement Arrangements

34. The proceeds of the GPE Grant would be disbursed in accordance with the traditional disbursement procedures of the World Bank and would be used to finance Project activities through the disbursement procedures currently used: i.e. Advances, Direct Payment, Reimbursement and Special Commitment accompanied by appropriate supporting documentation (Summary Sheets with records and/or Statement of Expenditures (SOEs)) in accordance with the procedures described in the Disbursement Letter and the World Bank's "Disbursement Guidelines".

35. A new segregated Designated Account would be created for the GPE AF at *Banque de la République d'Haiti*. DAA would be responsible for submitting quarterly replenishment applications with appropriate supporting documentation along with a reconciled bank statement. Through the Designated Account, DAA would make payments to SMCs, IFMs and NGOs. In general, payments to cover activities implemented by SMCs, PNCS and IFMs would be made by the PTU following the achievement of agreed triggers. The disbursement flow from the Designated Account to each of these entities is described below:

- DAA would transfer funds to SMCs upon receipt of the list of approved block grants to be issued to the communities as authorized by the steering committees. Also, Community Instructors would be paid based on the payroll records authorized by the SMCs for instructor's salaries.

- Grants to SMCs: Grants would be made to the SMCs to cover tuition waiver and school construction. The tuition waiver payments would be calculated based on the number of students. Block grants for school construction would be determined based on applications by SMCs to the relevant committees. The DAA would compile a list of approved block grants and of payments due to be made to various schools to cover tuition fees. It would then make requested payments through the Designated Account to the bank account of the relevant SMC.

- Payments for services rendered to PNCS for the School Nutrition and Health Program: Payments under the School Nutrition and Health Program would include fees to NGOs for their services. Payments would be made in accordance with the relevant terms of the contracts. They would be made following the submission of financial reports by the PNCS to the DAA. The reports would indicate the amounts payable to the NGOs. Following their verification of the amounts, the DAA would make payments to the NGOs.

- DDE: Agents of the DDE would implement a program of controls of beneficiaries of Project funds and would prepare and implement a multi-year program of controls to check the use of the grants.

Annex 6: Excerpt from the Manual of Operation for the Tuition Waiver Program¹⁸

1. JUSTIFICATION

Access to free basic education, one of the strategies laid out by the Dakar Forum that has been embraced by the National Education for All Strategy (SNA/EPT) consistent with the specific features of the Haitian education context, today poses one of the most important challenges that the Government of Haiti needs to resolve in order to achieve Education for All.

One component of the Education for All project falls within the scope of the SNA/EPT strategic decision to promote greater fairness in access to basic education by facilitating school enrollment for six-year-olds from low-income households. This strategic decision also calls for action to be taken first of all in the municipalities of departments at the bottom of the poverty scale and those where access to education is difficult.

Indeed, the non-public sector, a good portion of which is for-profit,¹⁹ occupies a large space in the Haitian education network, i.e., 91 percent of all schools, and receives 81.5 percent of all students attending the first two cycles of basic education. Most of these schools are unaccredited and located in very poor areas. In this sense, weak public supply seriously hinders the Government's capacity to promote free basic education.

Tuition fees for each child are equivalent to roughly 15 to 25 percent of total annual income, which means 45 to 60 percent of annual income for an average family with three school-age children²⁰ in the poorest 20 percent of the population in a country currently ranked 154th according to the most recent UNDP report on human development. The social analysis²¹ commissioned by the World Bank reports that fees directly payable to schools and expenses for the acquisition of textbooks, averaging US\$80 in 2005, are indeed prohibitive and pose a major obstacle to school enrollment.

It thus becomes difficult to meet the strong demand for education which, moreover, only grows larger from year to year. Fully 55 percent of households live below the extreme poverty line of US\$1 per person per day, and 76 percent fall below the poverty threshold of US\$2 per person per day, with 82 percent of households in rural areas living below this threshold.²²

A significant increase in inequality, due, quite clearly, to declining income for the most disadvantaged segments of the population, has thus occurred, and underprivileged households have a hard time sending their children to school, unable as they are to afford steadily growing tuition fees.

¹⁸ Procedures outlined in this annex are subject to change, as the MENFP periodically updates the Project operational manual.

¹⁹ Cf. Annex 1 for identification of types of schools based on category.

²⁰ CCI – Education, Youth, and Sports Focus Group, June 2004.

²¹ Comments gathered from families.

²² Ministry of Planning and External Cooperation, *Carte de Pauvreté* (Version 2004).

2. NATURE AND PURPOSE OF THE PER STUDENT TUITION FEES SUBSIDY

From the perspective of facilitating access to basic education, especially for children from economically disadvantaged segments of the population, both the SNA/EPT and the Operational Plan for Education System Reform call for offsetting the tuition fees. In the same vein, several funds (IDA, CDB, CIDA, IDB, Office of the Haitian President) plan to provide a subsidy that will be specifically intended to eliminate tuition fees directly payable to schools and expenses for the acquisition of textbooks. It will be provided secondarily with the twin goals of (i) reducing the burden of paying for basic education that weighs on households and thus helping the parents of beneficiary children overcome the barrier to school enrollment created by tuition fees; and (ii) for schools, offsetting the losses of income resulting from the elimination of tuition fees.

Since fees directly payable to schools are targeted for elimination, the income generated by the parents' contribution to non-public schools needs to be offset in order for them to be able to operate. Accordingly, the selected schools will receive, for each enrolled student, a subsidy to cover operating costs.

Schools will be invited to adopt measures designed to improve the quality of education services they provide, based on standards established by MENFP. For that purpose, they may offer a minimum package of quality education services in an appropriate school environment, while simultaneously envisioning an increase in their capacity to accommodate students.

The subsidy has an individual character, i.e. it will be granted on a per student basis. Starting in the first year of the project, each of the selected schools will receive the amount of US\$90 per enrolled student as compensation for fees directly payable to the school and to make textbooks available. Other fees that could be required of parents are not taken into account in the context of this financial support and should not be prohibitive. They could, however, be subject to negotiation with the parents.

The subsidy will also serve to strengthen associations and communities surrounding the schools with an eye to facilitating their participation in the transparent management of financial resources, as well as in the planning and execution of actions designed to boost quality. As such, the subsidy will help create and strengthen local capacity to implement good governance and decentralization.

Apart from the financial support that it will indirectly provide to households lacking income, the financial contribution from donors will also have a social effect and contribute to poverty reduction insofar as some parents will be able to invest the money they would have paid to the school in income-generating activities or, for example, deal with health care problems facing their family.

The subsidy is based on the following principles:

- o The principle of fairness, which promotes equal opportunity in access to education for all children;
- o The principle of efficiency, which ensures that the money spent will provide maximum benefits in relation to the stated objectives;

- o The principle of transparency, which requires open and reciprocal information between partners and MENFP and public information concerning the progress of activity programs;
- o The principle of consistency or integration, where complementarity is sought between the subsidy program and other actions initiated by MENFP, as well as other partners, with an eye to achieving the priority objectives of the Operational Plan; and
- o The principle of accountability, which requires that every beneficiary be held responsible and accountable for resources coming from taxpayers.

3. SCOPE OF INTERVENTION AND BENEFICIARIES OF THE SUBSIDY

The subsidy is extended to accredited schools or schools recognized by MENFP that are of course part of the non-public sector, on the condition that the funds not be used for personal purposes. The idea is to intervene in some of the poorest municipalities where access to basic services is generally weak and, more specifically, where access to education is difficult because of tuition fees payable directly to the schools. The children of displaced families in makeshift camps set up after the earthquake are also potential beneficiaries.

Given the difficulties of managing and monitoring direct support to families, which, in addition to creating a dependency on the part of the families, requires fairly complex monitoring and oversight mechanisms, the subsidy is paid directly to the selected schools. To be clear, since tuition fees are not a major obstacle to enrollment in the public schools, the subsidy will be allocated, for this reason, to schools that belong to the non-public sector. This decision can also be justified by the fact that public supply is very limited for guaranteeing children's broad access to basic education.

The subsidy arrangement, as formulated, aims specifically to promote enrollment of 6-8 year-old children in the first year of school. In the current context, the financial support could also bear fruit by reducing the size of the problem of children who are "too old" in the education system, at least in areas covered by the program.

The subsidy is granted gradually over time and space, thus mitigating the negative effects of a sudden explosion of demand. The financial support is accordingly spread through 2015. In total, some 235,000 children are covered.

4. MECHANISMS AND PROCEDURES

The mechanisms and procedures determine how the subsidy is to be regulated in light of the principles of transparency and responsibility that apply to the process, especially with respect to how the financing is awarded and used. They serve to guarantee transparency throughout the entire process. They also provide a frame of reference for actors and entities that will intervene at different stages from this one.

The regulatory framework for the subsidy establishes preconditions for setting in place the related system, its award requirements, content, and application processing. Management, monitoring, and evaluation of the use of funds intended to guarantee access for selected students enrolled in basic education are also taken into account.

5. PRECONDITIONS FOR IMPLEMENTATION OF THE SUBSIDY PROGRAM

To facilitate decision making for managing, monitoring, and evaluating the use of funds, the process is steered by DAEPP at the central level and the SAEPPs at the departmental level, under the authority of the Minister and under the supervision of the Director General and the Deputy Director General in charge of DDEs.

Inasmuch as the non-public sector is a vital part of the education sector that complements the Government's efforts by establishing schools to meet the strong demand for education, the development of a partnership framework seems altogether necessary. The partnership in fact consists of "a relationship through which actors freely come together to accomplish, jointly, a mutual project. It reflects an agreement between the two parties, or more, based on a mutual interest and a shared understanding of the objectives and other provisions of the agreement."²³

The main partners of the education sector are (i) networks of schools forming the non-public sector consortium; (ii) public and private education trade unions; (iii) associations of parents of students; and (iv) regional education associations from which the departmental advisory panels are formed.

It is also essential to involve partners, as well as regional and local administrations, in this process. Given the inactivity of most advisory panels, there is an urgent need to revitalize them so that their participation becomes possible, as it is subsequently defined.

Based on the preceding, it seems important to develop—at both the central and departmental levels, and under concrete conditions appropriate to the prevailing context—mechanisms and procedures for joint collaboration with the non-public sector in examining subsidy applications and monitoring their use, and then to entrust final selection of the application to an entity, with joint committees charged with conducting verifications of consistency necessary for validating the subsidy proposals (cf. Annex 3 of the present Volume III).

To truly facilitate the inclusion of partners, it will be useful to set in place two types of mechanism that will play a key role in the subsidization process, namely a Departmental Joint Committee (CPD) and a Joint Committee for the Subsidy Program (CPPS), composed in both cases of members of the public and non-public sectors. More specifically:

- o CPD is composed of two representatives from the departmental advisory panel, two representatives from regional and local administrations, and two representatives from DDE (the official responsible for SAEPP and a representative appointed by the Departmental Director).

Its main role is to verify that the dossier submitted for the subsidy application is in compliance and to cast light, through remarks and comments, on the substance of the information submitted and on the degree of credibility of the applicant institution.

²³ Cf. *Le partenariat dans l'enseignement technique et la formation professionnelle: le concept et son application*, by David Atchoarena, IIFE – UNESCO, April 1998, p.14. Arguments repeated by DAEPP in its subsidy policy.

It provides an interface between the departmental directorate and CEC without being a decision-making body and it participates in the monitoring and oversight of the use of funds at the regional level.

o CPPS has nine members:

- the Director General (Chairman);
- a member of the Minister's cabinet;
- the Director of DAEPP;
- a representative from the Ministry of Finance;
- a representative from the parent association;
- two trade union representatives; and
- two representatives from the non-public sector.

As a decision-making body for the subsidy, CPPS is also a space of consultation, exchange, dialogue, and partnership. In this regard, it is called upon to make relevant recommendations to MENFP in connection with project implementation. More specifically, the support provided by this particular committee will consist of lending credibility to the validation of subsidy applications and authorizing the financing.

6. RECRUITMENT OF CHILDREN AND SCHOOL SELECTION

CEC is charged with recruiting, with the support of CPD, children who will benefit from the subsidy. In the case of schools that have no CEC, during the first semester, an application may be produced by the director, who must however agree to form a CEC and make it operational for the following semester. Preparation of the application, however, follows the same procedure.

o Subsidy award arrangements: conditions and eligibility criteria for schools

The subsidy cannot be awarded spontaneously. Schools will be invited to submit an application with the Departmental Directorate, more specifically SAEPP. It is up to CEC, and CEC alone, to produce the application upon presentation of a dossier. After examining the latter, the authorized entity may or may not award the subsidy. SAEPP will in fact reach a decision on the quality of each dossier based on established criteria and the preselection of schools that meet the criteria.

Given the fact that all the retained applications cannot be satisfied at the same time, mainly for lack of financing, it is important to act impartially and guarantee the fairness of the school selection process. School selection will thus be carried out by random selection or the drawing of lots among preselected schools. To be clear, there is no inherent right to the subsidy.

Accredited non-public schools selected for the subsidy will receive a budget appropriation to accommodate the flow of students that the elimination of tuition fees will produce and thus to meet the costs of operations and quality improvements. The process requires opening a bank account for each school to receive the funds and it will be necessary to use formal or approved

channels for transferring the money. The authorized signatures are those of the CEC chairman and the school director.

They will be selected on the basis of specific conditions and criteria, including accreditation or recognition by MENFP, the school director's acceptance that the support in any event covers services constituting the minimum package of education services, and the creation of a functional CEC closely involved in managing the funds.

Although it aims to expand school access, the subsidy will be awarded cautiously in order to avoid any slippage of quality. As such, in addition to the textbooks to be provided to children, the schools must meet certain conditions to receive the financing: qualified teachers, a maximum teacher-student ratio of 45:1, classrooms that meet MENFP standards (1 m² per student).

The use of official bank accounts is indispensable in order to guarantee some degree of transparency, through applicable oversight and regulatory mechanisms. This can also facilitate financial tracking of the use of funds. Accordingly, donors will transfer funds to a MENFP account opened at BRH or they will transfer funds directly to BNC.

BRH transfers money to a suspense account at BNC²⁴ where the directors and CECs also open their school accounts. BNC then dispatches the money to the school accounts.

To enable DDEs to perform oversight of subsidized non-public schools and optimally regulate the subsector, CECs report to DDEs, and BNC provides DDEs with school account statements.

To clarify, schools that may receive a subsidy are those that:

- o are accredited;
- o have a functional CEC;
- o are located in municipalities that show deficiencies in access to basic services;
- o offer a minimum package of quality services (qualified teachers, classrooms measuring at least 55 m² and containing no more than 45 students); and
- o have the necessary capacity to accommodate the subsidized children and subsequent cohorts.

²⁴ BNC is a public institution that has a representative branch in each of the country's departments.

Annex 7: Excerpt from the Manual of Operation for the School Health and Nutrition Program²⁵

- **Institutional framework and school selection**

This program will target on a priority basis the schools having participated in the first phase of EPT (Education for All) in the South, Artibonite, West, and Central departments, if these schools are not taken up by other programs.

Otherwise, PNCS, in consultation with CNCS, will determine the departments and municipalities where the School Health and Nutrition component could be expanded. Geographical targeting and the choice of operational methodology will thus reflect the policy of geographical coverage and the school feeding approach which PNCS, in consultation with CNCS, intends to stimulate at the national level, in a transparent fashion. Selection of the criteria will be guided by information provided by the school feeding map. This map would specify and contain the following information: rate of access to education in departments and municipalities, the names and number of schools served by school feeding programs, the names and types of operators, the existence of school health programs and the entities in charge, the existence and quality of health and cooking infrastructure, and the existing type of feeding service. The program has also reached students at public schools under community management since September 2011 in the South and Southeast departments.

The criteria will aim to limit the negative externalities of school feeding programs, such as the displacement of students from schools that provide quality education toward schools where quality and efforts to improve the environment are less than satisfactory, thus impacting the ultimate goal of the school feeding program. Accordingly, lists of schools proposed by NGOs should be accompanied by a commitment to make a gradual and cumulative effort to improve the quality of education and the environment in which schoolchildren are learning. Such improvements could be related to: (i) a stable teacher/student ratio per class that meets standards to be developed by PNCS and CNCS; (ii) teacher training; (iii) cleanliness of basic infrastructure (kitchen, courtyard, latrines) or potential for adding this type of infrastructure. Finally, the proposed lists of beneficiary schools should provide some justification in relation to other schools that were not selected.

- **ANNOUNCEMENT OF INVITATIONS FOR EXPRESSION OF INTEREST AND PROCEDURES**

Preparation of the invitations for expression of interest will be placed under the responsibility of PNCS in consultation with CNCS. They will be as specific as possible concerning the choice of departments and municipalities based on information drawn from the school map. The final terms of reference should be given to the EPT procurement office which is charged with announcing the invitations for expression of interest and receiving the proposals.

²⁵ Procedures outlined in this annex are subject to change, as the MENFP periodically updates the Project operational manual.

The invitations for expression of interest should be announced in April of the first year. They will pertain to implementation of a program that will run for three years, with a renewal condition each year based on the results obtained.

Bids should be received by the end of June, and selection of the applications should be completed by the end of July of the same year, a period at which the selected NGOs should be alerted by PNCS so they can prepare to begin operations in September of the same year, coinciding with the start of the school cycles.

The period from late June to late July for selecting the NGOs will include two phases: (i) the first is the selection of proposals based on their convergence with the terms of reference, and (ii) the second is due diligence performed by PNCS.

- **Selection of applications**

The applications submitted by NGOs should include specific elements in the documents submitted (cf. Annex 1 of the present Volume IV): (i) types of meals and their nutritional value, plus their ingredients; (ii) related unit costs; (iii) supply and delivery arrangements and the associated costs; (iv) proposed training activities for communities and the associated costs; (v) number of daily meals to be served and number of targeted beneficiary students; (vi) planned oversight arrangements based on performance indicators such as students' school attendance, absenteeism and drop-outs and their causes, measurements of height and weight for a sample group of schoolchildren; (vii) planned parasite control arrangements if the schools are not covered by the school health program; (viii) the cost of supervision; (ix) the program to improve the quality of education over three years.

An Independent Commission made up of the project's steering committee and other directorates designated by the Ministry if necessary, as well as CNCS, will select applications received in response to the invitations to bid based on criteria determined for this purpose (cf. Standard Evaluation Form developed by the Independent Commission, Annex 3 of the present Volume IV).

- **Validation of selection**

PNCS should conduct a verification of the information provided by NGOs and confirm it by letter to the Independent Commission, which should then approve it. This stage should take place between late June and late July. In the event that PNCS and the Independent Commission should arrive at conclusions different from those presented by the NGO, the Independent Commission should invite the NGO by letter for purposes of clarification.

If corrective measures need to be taken, the Independent Commission will make this known and will determine with the NGO the corrective actions to be taken within a period of time that would not keep the start of operations from coinciding with the start of the school year. In the event that a serious dispute makes it impossible to reach a consensus, the Independent Commission may turn instead to another NGO that submitted a proposal following the same procedures.

- **Disbursement**

Disbursements for funding the activities of the NGOs will be made twice a year: (i) at the beginning of the fiscal year, and no later than August of the current year, in an amount equivalent to half the annual budget after final validation by the Independent Commission; and (ii) at the start of the second quarter upon satisfactory presentation of the first operational and accounting reports for the first quarter to PNCS and approval by CNCS. The disbursement request should be sent by the NGOs to MENFP through the EPT technical unit. The transfer will take place directly from EPT to the NGOs.

Reassignment of funds. An internal reassignment of funds, not to exceed 10 percent of each expenditure category, may be authorized by the World Bank subject to justification of costs and the necessity of such action.

- **Contract renewal**

Every year, the PNCS evaluation will serve to determine whether the program has been satisfactory or not, based on the terms of reference and the results obtained. Any deviation from these benchmarks deemed important by PNCS and CNCS could result in cancelation of the contract with the NGO, based on justification approved by the World Bank, in which case the operation could be turned over to another entity. In addition, in the event that the national program should take on some or all of these schools, subsequent requests for bids would target other schools according to the criteria established by CNCS.

- **Operational responsibilities of the various institutional entities**

PNCS

PNCS, with the direct involvement of relevant DDEs, is responsible for establishing the criteria for targeting beneficiary schools and producing the terms of reference for project activities in consultation with CNCS. To that end, PNCS is responsible for coordination of the updating of the school map by CNIGS while ensuring that the entities involved in the school feeding program provide the necessary data. PNCS is also responsible for coordination of needs and related information to be provided to competent authorities charged with supplying pills for parasite control, Vitamin A, immunizations, and therapeutic milk from the Ministry of Health and UNICEF. Over time, this activity would be gradually expanded to all schools that have a school feeding program.

From a fiduciary perspective, it will coordinate the selection of applications with the Independent Commission and see to validation of the information provided by NGOs.

PNCS must review and approve the quarterly and annual reports that the NGOs submit in connection with monitoring their activities. These reports will also be discussed with CNCS and sent to the EPT Project Technical Unit and, through the latter, to the World Bank.

PNCS will supervise the programs carried out by the NGOs with regular field visits once every quarter. PNCS will formalize and summarize the results of these visits, discuss them with CNCS, and consult with the latter on any problem requiring corrective action on the part of the NGO and will make suggestions to the latter if necessary.

PNCS will establish the elements to be used by the NGOs to measure the expected impacts of this component. PNCS will thus need to define the elements to be targeted for monitoring and evaluation. This methodology and the baseline elements will be submitted for approval by the members of CNCS before being used.

At the end of each year, it will accordingly conduct surveys of samples of schools with and without the program, the number of which will be determined by PNCS in consultation with CNCS. This will complement, and should be coordinated with, the independent qualitative evaluation at the end of the project's first year of operation as planned under the project. These evaluations should be sent to the steering unit and, through the latter, to the World Bank, and should be accompanied by a wrap-up of national programs.

Consequently, PNCS should collect data that can be used for annually updating information on school feeding and for refining the school feeding map and the national school feeding strategy. The objective of this approach is to coordinate the national programs of all actors in consultation with CNCS.

A technical unit financed by the project was created within PNCS to perform this role of analysis, coordination, and supervision of the project and the national school feeding programs. The technical unit's performance will be evaluated by the World Bank in relation to the achievement and quality of these tasks.

NGOs

NGOs will be responsible for (i) providing meals or food in accordance with methodologies set forth in bids that are submitted and validated; (ii) implementing parasite control and distributing Vitamin A if it is not included in the national school health program, as well as therapeutic milk for identified cases of acute malnutrition; (iii) training communities and school councils and developing with them a plan to improve the quality of education; (iv) promoting a contribution and collaboration from communities and school councils in project implementation.

In addition, the NGOs should prepare quarterly and annual operational and accounting reports for PNCS. These reports should contain (i) the number of daily meals served; (ii) the frequency of deliveries of commodities; (iii) the number of beneficiary schoolchildren; (iv) progress of the operations, including problems and positive aspects; (v) performance indicators concerning students' school attendance, rates of absenteeism and drop-outs and their causes; (vi)

measurements of height and weight for a school sample; (vii) progress with respect to parasite control and the distribution of Vitamin A, as well as therapeutic milk if necessary.

The NGOs will be charged with establishing a baseline at the start of the project, based on elements provided by PNCS, so as to be able to perform monitoring and evaluation of program benefits during this phase. They will also be charged with identifying control schools, and the annual reports should contain a comparison of the two samples, the results of which will be analyzed from year to year in order to refine national policy in this sector.

National School Feeding Committee (CNCS)

CNCS will serve in an advisory role to PNCS. It will discuss intermediate and annual project reports in order to refine the national school feeding strategy. In addition, it will (i) contribute to discussions fueling coordination of national school feeding programs; (ii) promote implementation of the Healthy Schools policy (*Ecoles Promotrices de la Santé*) by coordinating school feeding with basic infrastructure (kitchen, latrines, safe drinking water) and hold responsibility for coordinating supplies of Albendazole, Vitamin A, and immunizations for schools covered by the program, along with therapeutic milk in certain cases of acute malnutrition; (iii) establish standards and regulations necessary for improving governance in this sector, especially with respect to minimum caloric intake and the choice of schools based on their characteristics (quality of education, accredited or unaccredited). These standards will be applied to the project, with the end goal of expanding their reach to schools benefiting from the school feeding program; (iv) take charge of developing the contents of a school health and nutrition curriculum upon which school health and feeding policies would be based and which NGOs could draw upon to provide training. In addition, this would permit some degree of standardization of information and encourage evolution of the health themes to be addressed.

Independent Commission

The Independent Commission will select qualified bids for the operation and validate them after verification by PNCS. The NGO selection criteria are shown in Annex 1-C of the Manual of Operation.

Annex 8: Presentation of the Monitoring and Evaluation arrangement for the GPE funding

1. This Annex presents the monitoring and evaluation arrangements for the proposed GPE Program. It is divided into three parts: i) a description of the arrangements to implement the proposed monitoring plan, ii) the data currently available, and iii) the proposed evaluations to inform the MENFP's future policy directions.

2. Demographic data are outdated in Haiti and education statistics are too fragmented to calculate reliable enrollment rates and to measure access to education. Likewise data on education quality are lacking, with limited information produced under some development partner-financed projects in specific areas. Given this situation the proposed outcome indicators to monitor the GPE-financed AF are limited to the Program's contribution to (i) student enrollment instead of education access; (ii) student attendance, on the basis that higher student attendance is a critical prerequisite to improving student learning outcomes; and (iii) strengthened management of the primary education sector.

3. **Different entities are involved in the implementation of the proposed monitoring plan.** The MENFP would be the main entity responsible for implementing the monitoring plan, using the monitoring arrangements for the ongoing parent Education for All Project – Phase 2 (Grant No. H7400-HT, P124134). The MENFP is currently enhancing its information system in close collaboration and with significant technical and financial support from other development partners (IDB, UNESCO, MAECID, etc...) with the main objective to produce updated education indicators every year, starting from July 2011. The third school census is underway and the computerized information management system is being constantly improved. With the new Education Management Information System (EMIS), the MENFP would be able to produce data by level of administration, National, Department and District. With regard to the intermediate results indicators for the three Program components, several data sources and methodologies would be used. For the tuition waiver sub-component, independent agencies would be recruited to monitor the effectiveness of the delivery and the use of the school grants and to conduct parents and community surveys. For the school health and nutrition program two mechanisms developed during Education for All Program – Phase 1 (APG1) (Grant No. H2860-HT, P099918) would be continued. The PNCS would still be in charge of collecting school data and communities' and parents' opinions, while the NGOs recruited to deliver the school health and nutrition to schools would produce two reports (a progress report and a final report) of the services rendered. In addition, independent agencies would be recruited to monitor the effectiveness of the delivery of the foods, to collect data on student attendance and to conduct parents and community surveys. For the monitoring of improvements in teaching and learning, the Basic Education Unit of the MENFP would have overall responsibility; an independent agency would be recruited to carry out EGRA and EGMA assessments, in collaboration with the MENFP.

4. **The data currently available includes the resources discussed in the paragraph above, as well as numerous studies at various regional levels.** The primary national datasets commonly used in the education sector are a school census carried out in 2011, Demographic and Health surveys, and the General Census of the Haitian Population (*Recensement General de la Population Haïtienne*) (2002). In addition to these, the proposed Program would also make

use of other studies, such as the Haiti Early Grade Reading Assessment (2010), the poverty map undertaken by the Ministry of Planning (2004), a study on costs of education inputs (Merisier, 2004), the nutrition vulnerability map (CNSA 2013) in order to help fill information gaps.

5. Analytical work would be undertaken through the Project, and through the implementation of the MENFP's sector plan more generally. First, to fill the knowledge gap with regards to the education sector, in collaboration with other partners, MENFP would prepare a Country Status Report along with an Education Public Expenditure Review. Those activities would provide not only a deeper knowledge of the education sector but also the possible options for further sustainability of Program-financed activities. Secondly, with regard to improvements in reading instruction, under the parent Project, an impact evaluation will be carried out to measure the extent to which the introduction of the *M Ap Li Net Ale* reading instruction approach in participating TWP schools is contributing to increased student reading skills. Third, education analyses based on Haiti's most recent national household survey (ECVMAS 2012) are underway to inform further public education policies. Finally, an external consultant would be hired to undertake an ex-post evaluation in the context of the Program Implementation Completion Report.

Annex 9: Lessons Learned from Previous Operations

BOX 1: Lessons Learned about the Tuition Waiver Program from EFA Project Phase 1

Programmatic Reports for 2007-2010 and Early Grade Reading Assessment 2010

- *Payments to Schools* were delayed and had negative impacts on textbook purchases, infrastructure improvements and other Project-mandated changes. The Project was restructured in mid-2010 and changes made to regularize payments.
- *Licensing* was in place for a majority of schools, though approximately ten percent of participating schools lack licensing.
- *Textbook provision* average was four per student, one above the Project mandated minimum but a small number of schools provided no textbooks at all.
- *Teacher qualification* requirements were met by less than 15 percent of teachers for all years, and increases in teacher salaries were generally not provided.
- *Class size and student enrollment* targets were generally met, though the average values mask some significant variations in actual class size and enrollment levels.
- *School councils* were found to present in almost all schools surveyed, though some of them exist in name only.
- *Financial documentation* has proven difficult to provide for a large number of schools. Direct inspection replaced financial reporting as a trigger for disbursement under the 2010 Project restructuring. Basic financial information should nevertheless be produced by schools.
- *Supervision and support* has been provided by MENFP and multiple NGOs, though some schools did not receive any visits from Ministry employees and many beneficiaries request additional quality training in financial matters. Additional support to MENFP and its regional units is provided under the parent Project.
- Student learning as measured by literacy levels in Creole and French were exceedingly low. While the sample was not representative of the Project as a whole, it is believed that student learning levels remain low throughout the participating schools.
- *Information management* has room for improvement, particularly in determining the number of children enrolled in participating schools. An independent audit agency to monitor enrollment was in place as a part of the restructuring.
- *Recommendations* include additional technical support to schools which fail to meet targets and maintain accurate records while removing those who consistently fail from the program. The parent Project calls for MENFP to define appropriate sanctions. Financial management needs to be improved in schools and school councils, and financial flows regularized on the part of the subsidy, outcomes expected under the restructuring.

Annex 10: Summary of Haiti Education Sector Development Partner Interventions

Partner	Intervention
CDB	• Non-public school tuition waivers • School health and nutrition • Pre-service teacher training • Institutional Strengthening • Support to Early Childhood Development • Support to secondary education • Support to vocational training
EU	• Provision of school Textbooks • Institutional Strengthening • Development of Vocational Training Quality and Availability
France	• School health and nutrition • Institutional Strengthening/Human Resources Management • Vocational Training • In-service teacher training • ICTs in education • Higher education
IDB	• Non-public school tuition waivers • School Construction • Provision of school textbooks • School health • In-service teacher training • Provision of student kits and uniforms • Provision of teacher/school kits • Student learning assessments • Institutional Strengthening • Public Private Partnership • Support to vocational training
JICA	• School Construction • In-service teacher training
MAECD	• Non-public school tuition waivers • School health and nutrition • Teacher training • School reconstruction • Provision of student kits and uniforms • Provision of school textbooks • Institutional strengthening • Support to vocational training
Spain	• School Construction • In-service teacher training

	• Institutional Strengthening
Switzerland	• School Construction
UNICEF	• School Construction • Provision of school textbooks • Provision of teacher and/or school kits • Provision of student kits • In-service teacher training • Institutional Strengthening • Support to Early Childhood Development
UNESCO	• Institutional strengthening • National policy and strategy on teachers • Teacher training • National curriculum reform • EMIS • Literacy • Higher education • School health • School construction • Peace education
USAID	• Provision of school textbooks • In-service teacher training • Provision of teacher and/or school kits • Improved reading competencies • Student learning assessments
WFP	• School health and nutrition • Institutional Strengthening
GPE (EFA-FTI Grant)	• Non-public school tuition waivers • School health and nutrition • Curriculum revision • Institutional Strengthening • Support to Early Childhood Development
World Bank	• Non-public school tuition waivers • Community-based schools • School health and nutrition • Pre-service teacher training • Improved reading competencies • Student learning assessments • Institutional Strengthening • Support to school accreditation