PARTENARIAT MONDIAL pour L'EDUCATION

Directrice générale du Secrétariat
13 août 2020

Décision finale

CEO/2020/08-02–Allocation au titre d'une requête de financement accéléré d'Haïti :

En vertu des pouvoirs qui lui sont délégués par le Conseil d'administration, la Directrice générale :

1. Approuve une allocation au titre d'un financement accéléré, comme indiqué dans la requête soumise ainsi que dans la synthèse du tableau 1.
2. Demande au Secrétariat d'inclure dans la notification d'approbation devant être transmise à Haïti les observations figurant au tableau 2.

Tableau 1 : Synthèse de la requête et allocations recommandées (en dollars) :		
a.	Allocation maximale par pays au titre d'un financement accéléré	3 300 000
b.	Allocation sollicitée (100 %)	3 300 000
c.	**Allocation approuvée**	**3 300 000**
d.	Agent partenaire	UNICEF
e.	Commission de l'agent partenaire (% – montant)	231 000
f.	Coûts encourus par l'agent partenaire au titre du soutien à la mise en œuvre	257 500
g.	Période	1 an et 6 mois
h.	Date de démarrage prévue	1er août 2020
i.	Source de financement	Fonds du PME

Tableau 2 – Observations
Le Secrétariat prend note de l'impact de la pandémie sur les systèmes éducatifs. Il invite le gouvernement et l'agent partenaire, en consultation avec les partenaires, à envisager d'adapter, au besoin, le programme proposé en tenant compte des problèmes émergents, dont l'impact de la fermeture des écoles sur l'apprentissage des enfants. Les autres adaptations à envisager pourraient avoir trait aux mesures d'atténuation des retards potentiels ou d'autres obstacles à la mise en œuvre du programme liés à la pandémie.

Annexe A – Rapport de l'étape III du processus d'examen de la qualité par le Secrétariat (uniquement disponible en anglais)

Accelerated Funding – QAR Phase 3 - SECRETARIAT DELEGATED AUTHORITY

Program title: Supporting the resumption of educational activities in Haiti for vulnerable children, following the political crisis of 2019 (*Original : Appui à la reprise des activités éducatives en Haïti pour les enfants vulnérables, à la suite de la crise politique de 2019*)
Total program cost: US$3.3 million, of which US$ 257,500 for Grant Agent's Implementation Support Costs;
Implementation period: 1 year, 6 months
Projected implementation start date: August 1, 2020
Grant Agent: UNICEF

1. Eligibility for Accelerated Funding

1.1 ELIGIBILITY FOR ACCELERATED FUNDING[1]

Haiti meets the three eligibility criteria for accessing accelerated funding:

(i) **Haiti is eligible for ESPIG funding**. In December 2019, the GPE Board decided to provide an additional allocation for accelerated funding, under which Haiti could access US$3.3 million in accelerated funding, valid until end of 2020 unless otherwise adjusted by the Board. This amount of the Accelerated Funding (AF) application is equal to 20% of the total indicative maximum country allocation (MCA) of US$ 16.5 million. The country is expected to submit its application for the ESPIG in the January 2021 round, with the World Bank as Grant Agent.

(ii) **The country has been affected by a humanitarian crisis for which a two-year humanitarian response plan (HRP) 2019-2020 was launched** in January 2019, with education as part of that plan. In February 2020, the UN Office of Coordination for Humanitarian Affairs (OCHA) updated the HRP, following a socio-economic and political crisis over the course of 2019.

(iii) **The application demonstrates that GPE funds will not displace government and/or other donor funds, but will complement them**. The HRP (January 2019-Dec 2020) which focuses attention on the impact of the October 2018 earthquake as well as some aspects of the 2019 socio-political crisis based on the limited data available at the time of writing, recognizes that it has vastly underestimated the number of children in need, which is now estimated to be around 1 million children. The Treasury as well as the World Bank, UNESCO, UNICEF, and CIDA are mobilizing resources to support the response to the crisis but needs far exceed available funding. ECW is not engaged in Haiti at present.

2. Country and Education Sector Emergency Context

2.1 COUNTRY BACKGROUND

[1] GPE Guidelines for Accelerated Support in Emergency and Early Recovery Situations

With a population of approximately 10.9 million, Haiti is the poorest country in the Western hemisphere and was ranked 167th out of 189 countries on the 2018 Human Development Index. Socio-political and economic instability over the course of 2019 have compounded the protracted effects of natural disasters and structural factors, significantly deteriorating living conditions and giving way to an unprecedented humanitarian crisis in the country. The reduction in gas subsidies and higher prices at the pump gave rise to street demonstrations and blockades in the capital and large urban areas, which brought the country to near paralysis in February, June, September and October 2019. The dismissal of the government in March 2019, just six months after taking office, further engendered uncertainty and instability in the country.

Haiti faces many acute challenges around its macro-economic perspective and national budget. In 2019 alone, the country experienced rapid currency depreciation (about 30%), high levels of inflation (close to 20%), and a contraction in GDP (projected at 0.5%). The country has a weak capacity to mobilize domestic resources and is highly dependent on external resources, which made up 34% of public resources in 2017-18. The country has been operating without an approved budget for the last two fiscal years, with Ministries operating under the budget allocations from 2017, its last approved budget. To date, Haiti still does not have a Parliament and only recently named a new Prime Minister in March 2020, its fifth in the last three years. The political situation and social unrest have also translated into considerable delays for service delivery across sectors, a slow-down of investments and bilateral support, as well as economic barriers for the government to respond to the emergency.

The cost of life has significantly increased for the population, of which nearly 60% were classified as poor and 23% as affected by extreme poverty in 2019. According to the HRP updated in 2020, just under half of the population (4.6 million or 40%) are estimated to need humanitarian assistance, which represents an increase of 80% in the last twelve months. Three regions have been set as a priority by the HRP due to the severity of the crisis: North West (departments of Nord-Ouest and l'Artibonite), South West (departments of Grande Anse, Nippes and Sud) and South East (departments of l'Ouest and Sud-Est).

EDUCATION SECTOR OVERVIEW

2.1.1 Education Sector Context

The Haitian education system is characterized by a weak public offer, creating a barrier for many to attend school. As of 2016, only 15% of primary schools and 5% of secondary schools were public. This characteristic of the system has far reaching consequences, given that most families must pay school fees for their children to go to school. A 2015 UNDP study estimated that in 2008 the average out-of-pocket schooling cost per child represented 15%-25% of the income of the poorest households. Many families are unable to make regular payments and children may discontinue their schooling several times throughout the year attending only when they can afford to pay, contributing to high percentages of over-age children in the system. Families may also

decide to enroll their children in multiple schools or change schools during the year as their circumstances change, leading to multiple enrollments for the same child.

The phenomenon of multiple enrollments and discontinuous schooling poses a statistical challenge for calculating rates of access and internal efficiency within the system. Despite these complexities, the data shows that enrollment rates have been going up in recent years. In 2017-2018, the GER for pre-school was calculated at 99%, for primary at 185%, for lower secondary at 82%, and for upper secondary at 44%. Girls and boys attend primary and secondary school at similar rates. However, significant social and geographic disparities exist; in particular, children living in rural areas or in vulnerable urban communities are much less likely to attend school. About 18% of children aged 6-11 do not attend primary school, 43% of which have dropped out of school. Repetition rates are estimated to be highest in the early grades (around 12%), with dropouts reaching 7% in first grade, seventh grade, and ninth grade.

Inadequate schooling conditions contribute to students' poor achievement levels. About half of all 4th grade students still have difficulty reading and writing in creole at the end of the school year. Factors linked to low performance include the low number of qualified teachers. Less than 50% of primary teachers in either public or non-public schools are considered to be qualified and nearly 80% of schools lack learning materials for teachers and students. Many schools also operate double shifts (10% of public schools and 41% of non-public schools) reducing instructional time for students. Studies have also pointed to governance challenges, e.g. a majority of teachers do not regularly attend school and less than half of classes begin on time. The majority of schools in Haiti are small in size, catering to less than 50 students, and about half operate in premises not intended for teaching such as a house, church, arbor or tent. The small size of schools makes it difficult to properly remunerate teachers and can lead to incomplete grade offerings as well as the sudden closing of schools if they are unable to cover expenses.

In the face of these challenges, Haiti's forthcoming ESP focuses on four key dimensions: 1) governance, 2) the provision of continuous quality education for all, 3) learning, and 4) vulnerable groups. The plan has set a target of accommodating 50% of children ages 6-14 in public schools by 2030 and expects to subsidize 20% of primary school students enrolled in non-public schools. Education expenditures as a share of total government expenditure (excluding debt service) stand at 15.8% in 2019 but projections show a small increasing trend over the course of the next 5 years.

2.1.2 Education Sector Emergency Response Context

The social unrest, which intensified in September and October 2019, led to the closing of 60% of schools nationwide. In some parts of the country, as little as 9% of schools continued to operate. It is estimated that at least 3 million children missed out on the first 4 months of the 2019-2020 school year[2], disproportionately affecting the most vulnerable children and placing them at higher risk of joining armed gangs or dropping out. The MENFP estimates that at the re-opening of schools around 30% of students did not return to class.

[2] Plan de Réponse Humanitaire Janvier 2019 – Décembre 2020 mise à jour pour 2020, p.10

As the crisis unfolded, the MENFP held numerous consultations with members of the Education in Emergency cluster and development partners, assessed needs and developed a first draft of the Priority Action Plan on November 2019. The plan aims to directly support 250,000 children in the urban areas around the capital most directly affected by the socio-political crisis. The HRP updated on February 2020 targets a smaller number of vulnerable children around the capital most directly affected by the social unrest (as limited data linked to the crisis was available at the time of writing) as well as vulnerable children affected by the October 2018 earthquake in the North West, Artibonite, and the North. It is important to note that despite targeting a smaller number of children affected by the socio-political crisis, the HRP recognizes that it has vastly underestimated the number of children in need, which is estimated to be around 1 million children.

The Humanitarian Response Plan identifies three main objectives[3]:

- Facilitating access to an inclusive and quality education to 74,000 children of ages 5-15. This includes: distribution of learning and teaching materials, equipment for classrooms, organization of alternative education and remedial classes, and establishment of temporary learning spaces.
- Supporting the access and return of 4,000 girls and boys from the most vulnerable families, particularly children with disabilities, female-led households, and from families who were victims of recent acts of violence.
- Creating a safe environment for children and teachers and building resilience of the most vulnerable communities through reinforcing the capacities of 3,000 teachers, principals and staff of MENFP, as well as 20,000 students, in areas of prevention and management of disasters, psychosocial support, and peace education.

Similarly, the MENFP plan outlines six objectives, in alignment with the HRP:

1) Organize an awareness and communication campaign around the right to education
2) Revise the 2019-2020 school calendar
3) Carry out psychosocial support activities for pupils, teachers, directors and parents
4) Provide teaching materials to teachers, learning materials for pupils and financial aid for families
5) Organize refresher courses and tutoring for students
6) Develop minimum skills programs to allow students and teachers to complete the school year

[3] Plan de Réponse Humanitaire Janvier 2019 – Décembre 2020 mise à jour pour 2020, p.38

2.1.3 Sector/ Emergency Response Coordination

Coordination of the response to the humanitarian appeal is ensured through the Education Cluster, the Development Partner Group (*groupe sectoriel de l'education* – GSE)[4], and relevant MENFP departments.

Quarterly meetings will be organized to review progress of the program and a broader joint bi-annual review with the MENFP and other implementing partners will also take place. UNICEF (the Grant Agent) chairs the Development Partner Group and is the co-lead of the Education Cluster. ECW is not currently engaged in Haiti.

3. ACCELERATED FUNDING PROGRAM

The Grant Agent selection process was conducted in a transparent manner. MENFP launched a call for expressions of interest on 17 December 2019. The selection committee met on 13 January 2020 and the results were presented to the Education Cluster and GSE on 16 January 2020. UNICEF was selected as Grant Agent.

The request for this accelerated funding (AF) from GPE is motivated by the desire of the Government of the Republic of Haiti to mitigate the effects of the security crisis on learning. The program will contribute to achieving the objectives of the HRP and will focus on 4 out of the 6 objectives in the government response plan. The overall objective of the program is to facilitate the continuation of schooling and back to school period in September 2020, particularly for the most vulnerable children. Activities are meant to be complementary to current programs underway, implementable within an 18-month period, and to promote student learning, retention, and overall resiliency.

Aiming to reach 80,000 primary and secondary children (girls and boys) in around 200 public schools, the program consists of 5 components:

1) Provision of psychosocial support activities for 30,000 pupils, and 750 teachers;
2) Provision of teaching aid to teachers, aid for school materials for pupils and financial aid for families, reaching 40,000 children and 1,000 teachers;
3) Refresher/remedial courses and tutoring for 50,000 children and youth (including the dissemination and application of minimum skills programs);
4) Non-formal basic education and training for 500 youth (15-18 age range);
5) System strengthening of the MENFP for the implementation of the response strategy as well as the coordination of development partners interventions.

[4] The GSE is made up of about 20 development partners plus the government. The Secretariat has actively engaged with the CA and other partners to advance the development of an inclusive LEG. However, local and international CSOs participated in the consultation process of the program through the Education Cluster which is made up of about 43 organizations which include the MENFP, INGOs, NGOs, CSOs, private sector, and development partners.

The program's activities and key outputs/targets are summarized in Table A and the costs are summarized in Table B.

Table A: ESPIG activities and key outputs/targets

Components	Activities (summary)	Key outputs / targets
1. **Provision of psychosocial support activities for pupils, teachers, directors and parents**	▪ Dissemination and awareness of code of conduct against violence in the school environment and right to education ▪ Awareness campaign for 750 teachers in the target schools on psychosocial support approaches to reach 30,000 children	**Outputs:** ✓ Number of children who actively participated in awareness campaign activities (30,000) ✓ Number of teachers who apply acquired knowledge in psychosocial, on the code of conduct, reduction of violence and on the right to education (750)
2. Provision of teaching aid to teachers, aid for school materials for pupils and financial aid for families	▪ Distribution of age-appropriate school kits (preschool and basic) to 40,000 children ▪ Distribution of 30,000 textbooks (French, Creole, mathematics) to 10,000 primary school students in targeted urban areas ▪ Cash transfers to support access to education and school attendance for 1,600 vulnerable children in public schools Port-au-Prince	**Outputs** ✓ Number of children who received school kits (40,000) ✓ Number of teachers who received materials (1,000) ✓ Number of children who received 3 textbooks for the year (10,000) ✓ Number of children re-enrolled in basic schools in their community thanks to cash transfers (1,600) ✓ School retention rate over the year (at least 95%)
3. Refresher/remedial courses and tutoring for students (including the dissemination and application of minimum skills programs)	▪ Refresher/ remedial courses and preparation for state exams for 50,000 primary and secondary school children ▪ Distribution of learning and support materials ▪ Training of 1,000 teachers	**Outputs:** ✓ Number of students participating in the remedial program (at least 35,000) ✓ Number of Grade 9 and 12 students enrolled in the national exam preparation program (at least 8,000) ✓ Number of teachers trained in the methods of teachers trained for the methods of remedial classes and the supervision of the pupils (at least 900)
4. Non-formal basic education and training	▪ Set up non-formal basic education and training on the basis of modules approved by the National Institute of Professional training (INFP) for 500 young people aged 15 to 18 who have dropped out of school because of the socio-economic and political crisis.	**Outputs:** ✓ Number of youths who participate in the program regularly ✓ Percentage of youths who successfully complete the program

Components	Activities (summary)	Key outputs / targets
5. System strengthening of MENFP	▪ Development of student monitoring tools for teachers, directors and education districts staff ▪ Material and logistical support to local staff for the implementation of the monitoring activities ▪ Training of MENFP staff in the use of monitoring tools	**Outputs:** ✓ The system for identifying and monitoring the schools and students targeted in the program is set up and functional ✓ Targeted beneficiaries are informed of the program through a communication campaign ✓ Number of planning and follow-up meetings organized with the various departments involved in the program

Table B: ESPIG Components and Costs

ESPIG Components		Total Amount in US$	% of total
1	**Psychosocial and positive pedagogy / code of conduct and reduction of violence / right to education.**	**300,000**	**9%**
1.1	Dissemination and awareness of code of conduct against violence in the school environment and right to education	240,000	
1.2	Sensitize 750 teachers in the target schools on psychosocial support approaches to reach 30,000 children	60,000	
2	**Distribution of school and teaching materials for the 2020-2021 school year and direct support to families.**	**1,003,000**	**30%**
2.1	Distribution of age-appropriate school kits (preschool and basic) to 40,000 children	400,000	
2.2	Distribution of textbooks (French, Creole, mathematics) to 10,000 primary school students in targeted urban areas	270,000	
2.3	Cash transfers	333,000	
3	**Remedial courses and preparation for state exams for 50,000 primary and secondary school children**	**1,030,000**	**31%**
3.1	Remedial courses and preparation for state exams for 50,000 primary and secondary school children	600,000	
3.2	Distribution of learning and support materials	350,000	
3.3	Training of 1,000 teachers	80,000	
4	**Non-formal basic education and training**	**480,000**	**15%**
4.1	Non-formal basic education and training for youth aged 15-18 who dropped out of school because of the socio-economic crisis	480,000	

5	**System strengthening of MENFP**	**229,500**	**7%**
5.1	Development of monitoring tools	96,000	
5.2	Material and logistical support	96,000	
5.3	Training of MENFP staff in the use of monitoring tools	37,500	
	GRANT AGENT'S PROGRAM MANAGEMENT AND SUPERVISION*	**257,500**	**8%**
	Logistics and operations	120,000	
	Technical support	62,500	
	Monitoring and Evaluation	75,000	
GRAND TOTAL		**3,300,000**	**100.00**
Agency Fees**		231,000	7%

* Includes Grant Agent's direct costs, such as Program Management, Administrative and other direct implementation costs.

** Agency Fee is not included in the MCA and is calculated as percentage rate (agreed with each GA) from the Total grant amount