

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

HAITI

**INSTITUTIONAL STRENGTHENING OF THE HAITIAN STATISTICAL AND
INFORMATICS INSTITUTE (IHSI) AND SUPPORT FOR THE FIFTH POPULATION
AND HOUSING CENSUS**

(HA-L1126)

GRANT PROPOSAL

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OPTIONAL
1. Economic Analysis
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3. Project Operational Manual
4. Safeguard Policy Filter (SPF) and Safeguard Screening Form (SSF)

ABBREVIATIONS

AOP	Annual Operation Plan
CELADE	<i>Centro Latinoamericano y Caribeño de Demografía</i>
CRF	Corporate Results Framework
EA	Executing Agency
IDB	Inter-American Development Bank
IHSI	Haitian Institute for Statistics and Information (<i>Institute Haïtien de Statistique et d'Informatique</i>)
LAC	Latin American and Caribbean
M&E	Monitoring and Evaluation
PDA's	Personal Digital Assistants
PEP	Pluriannual Execution Plan
PNV	Present Net Value
POM	Project Operational Manual
SCI	Statistical Capacity Indicator
SDGs	Sustainable Development Goals
SPF	Safeguard Policy Filter
SSF	Safeguard Screening Form
SSS	Single Source Selection
TASC	Tool for Assessing Statistical Capacity
UNFPA	United Nations Population Fund
WB	World Bank

PROJECT SUMMARY
HAITI
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Financial Terms and Conditions				
Borrower: Republic of Haiti			Amortization Period:	N/A
Executing Agency: The Ministry of Finance through the Haitian Statistical and Informatics Institute (<i>Institute Haïtien de Statistique et d'Informatique, IHSI</i>)			Original WAL:	N/A
			Disbursement Period:	48 months
Source^(a)	Amount (US\$)	%	Grace Period:	N/A
IDB (Grant Facility):	8,000,000	26.2	Supervision and Inspection Fee:	N/A
World Bank (WB):	10,000,000	32.8	Interest Rate:	N/A
Global Affairs - Canada:	6,100,000	20.0	Credit Fee:	N/A
Local:	6,400,000	21.0	Currency of Approval:	United States Dollars
Total:	30,500,000	100		
Project at a Glance				
Project Objective/Description: The general objective is to increase the production of socioeconomic and demographic data and its use by public, private institutions, civil society, as well as international organizations. The specific objective is to provide quality socioeconomic and demographic data in terms of reliability and timeliness.				
Special Contractual Clauses prior to the first disbursement: See requirements contained in ¶3.1 of Annex III regarding special contractual clauses prior to first disbursement.				
Exceptions to Bank Policies: None.				
Strategic Alignment				
Challenges^(b):	SI <input type="checkbox"/>	PI <input type="checkbox"/>	EI <input type="checkbox"/>	
Cross-Cutting Themes^(c):	GD <input type="checkbox"/>	CC <input type="checkbox"/>	IC <input checked="" type="checkbox"/>	

^(a) The contributions from the World Bank and Global Affairs-Canada all are parallel financing, and will be pooled together with the resources from this grant and the counterpart from the Government of Haiti to be managed by the United Nations Population Fund (UNFPA).

^(b) SI (Social Inclusion and Equality); PI (Productivity and Innovation); and EI (Economic Integration).

^(c) GD (Gender Equality and Diversity); CC (Climate Change and Environmental Sustainability); and IC (Institutional Capacity and Rule of Law).

I. DESCRIPTION AND RESULTS MONITORING

A. Background, Problem Addressed, Justification

- 1.1 **Background.** In 2012 the overall poverty headcount in Haiti was approximately 59% and extreme poverty was 24%, indicating that almost 6.3 million Haitians cannot meet their basic needs and 2.5 million cannot even cover the daily costs of food. Furthermore, with a Gini coefficient at 0.6,¹ Haiti has the highest income inequality in the region and one of the highest in the world.
- 1.2 Although the expansion of aid and concessional borrowing has allowed Haiti to increase public spending and catch up with regional comparators, it also has increased its reliance on foreign assistance as a source of financing. Donor assistance and concessional financing represent about 70% of the financing for public capital spending. In 2012 social sectors including health, education and social protection relied on donor assistance for 45% of their financing. This heavy reliance on donor and concessional financing makes these spending items particularly vulnerable to variances in aid. Tighter constraints on aid could put into question some of the recent progress achieved in human development. This backdrop emphasizes the urgent need to collect timely data to track public spending and make it more efficient in different sectors. Greater evidence – especially data derived from a population and housing census – is needed for planning and targeting of programs and policies.
- 1.3 A recent World Bank (WB) study² on Haiti indicates that, among other binding constraints to faster growth and reduced inequality, the lack of quality and timely economic and social data hinder public programs as well as policy design and implementation. Discussions that were held during the preparation of the study made it clear that the inadequate availability of data lead to a limited use of evidence for the planning and targeting of programs and policies and that it is difficult to carry out effective development policies without appropriate statistics or analytics. The study also underlined the need for a better understanding of emerging demographic patterns caused by rural and urban migration and by the 2010 earthquake in Haiti. More reliable and timely statistics, particularly demographic, would help to better reach the poor in areas outside of Port-au-Prince, as well as improve the sustainability and effectiveness of service delivery, develop a more explicit path to promoting the emergence of new economic actors and activities, and engage citizens more actively in development debates.
- 1.4 The evaluation of the country program for the years 2011-2015 conducted by the Office of Evaluation and Oversight (OVE) included among its main conclusions and recommendations that increases Management: (i) increase the information; and (ii) knowledge capital on Haiti to improve the design of operations and strengthen the monitoring and supervision process (in fragile country environments).
- 1.5 **Problem addressed.** The general problem that the project will address is the low use of quality socioeconomic and demographic data by public, private and international organizations as well as by civil society. This low level of utilization is

¹ The value of the Gini coefficient is between 0 and 1, where 0 is perfect equality and 1 is perfect inequality.

² Strategic Country Diagnostic. WB, 2015. [Country Program Evaluation. Haiti 2011-2015.](#)

a consequence of the specific problems: the unavailability of socioeconomic and demographic data that is reliable and timely.

- 1.6 **Reliable data.** One of the main indicators of data reliability for a census is the omission rate or the estimated percentage of the population that was not effectively covered by the census.³ In the 2003 census the omission rate in Haiti was 6.3%, which was estimated following the international recommendation of implementing a post-enumeration survey. In the 2000 Census Round the average omission rate for Latin American and Caribbean (LAC) countries was 3.3% with a maximum of 7.7%, and with six countries having levels above 5%.⁴
- 1.7 The use of better training technics for field work staff (enumerators and supervisors), the utilization of modern technologies (hand held devices) and data processing systems will contribute to improve the quality of the data collected in terms of coverage and accuracy.⁵ The use of hand held devices and improved data entry systems will contribute to increases in the productivity of enumerators.⁶
- 1.8 **Timely data.** In Haiti's history, the country has only had four national population and housing censuses: 1950, 1971, 1982, and 2003. That is an average of 18 years between each census when the international recommendation is to conduct a census once every ten years.⁷ Since then, a major earthquake in 2010 destroyed a large portion of Haiti's capital city, Port-au-Prince, and caused a major shift of the population and substantial migration.⁸ Adding the effects of the earthquake to the major migration movements since 2003, mostly from rural to urban areas, has made the 2003 data obsolete.⁹
- 1.9 Population estimates for the periods between censuses are based on projections, which are constructed using assumptions about birth, death and migration rates. Since the values of these variables change through time, particularly the rate of migration, as the base value (the census) becomes older the possibility that the projections do not correspond to the actual population is higher.¹⁰ In the case of Haiti the difference between the population projections for the year 2005 based on the 1982 census and those based on the 2003 census was 8.7% higher at the national level, and 21.2% for urban areas.¹¹

³ [La omisión censal en América Latina, 1950-2000. Centro Latinoamericano y Caribeño de Demografía \(CELADE\). Odette Tacla Chamy. 2006.](#)

⁴ [Notas de Población #91 - Publicaciones de la Comisión Económica para América Latina y el Caribe. 2015.](#)

⁵ [Census data capture methodology. Technical report \(2009\). United Nations Statistics Division.](#)

⁶ [Perfit, J., M. Russell, G. Moncada, J. Muñoz \(2012\). Estimación de algunos impactos y determinantes del Uso de la Tecnología en los Censos de Población de América Latina y el Caribe.](#) Mimeo.

⁷ The United Nations recommends that all countries or areas of the world produce detailed population and housing statistics for small-area domains at least once in the period 2015–2024, around the year 2020. [Principles and Recommendations for Population and Housing Census – Revision 3, Department of Economic and Social Affairs, Statistics Division, Statistical papers, Series M, No.67/Rev.3, United Nations, New York, 2015.](#) For the 2010 round of population census (2005-2014) there were 235 countries/areas that needed to conduct a census, of which 214 did and 21 did not.

⁸ [Internal population displacement in Haiti.](#)

⁹ The population size of Haiti in 2003 was 8,373,750 habitants and the projection for 2015 was 10,911,819 habitants. [Haitian Statistical and Informatics Institute \(IHSI\) website.](#)

¹⁰ [Toshiko Kaneda, Jason Bremner \(2014\). Understanding population projections: assumptions behind the numbers. National Records of Scotland \(2017\). Uses and limitations of population projections.](#)

¹¹ [Estimates based on data from World Urbanization Prospects: 2003 Revision, Department of Economic and Social Affairs, Population Division, Statistical papers, STA/ESA/SER.A/237, United Nations, New York, 2004 and from data in the projections by IHSI and CELADE.](#)

- 1.10 There are also important constraints in terms of data processing and dissemination: the results of the 2003 Census were published three years after the data collection was finalized;¹² the results of the 2008-2009 Telecommunications Survey were published in 2012, while the results of the 2008-2009 Survey on Labor and the Informal Economy were released in 2014.¹³ The use of hand held devices and the improvement of data processing systems can reduce the time elapsed between the end of the field work and the publication of results.
- 1.11 The determinants of these inadequacies in the quality of statistical information produced in Haiti are due to the limited institutional, operational and technological capacity of the Haitian Institute for Statistics and Information (IHSI, for its acronym in French). A population census is the biggest opportunity a national statistical office has to update its assets and train its staff.
- 1.12 **Institutional capacity.** In Haiti the production of statistical data is regulated by the February 19, 1981 decree that defines the role and responsibilities of the IHSI.¹⁴ The Institute's limitations are underlined by the results of the application of the Tool for Assessing Statistical Capacity (TASC).¹⁵ The TASC evaluation of the IHSI's institutional capacity showed a score of 50 out of a 100, with the lowest scores being around human resources. Only about 20% of IHSI staff are statisticians (35 individuals) with at least a bachelor's degree in statistics or a related field. The implementation of the census and the hiring of almost 20,000 individuals will provide IHSI the possibility of assessing and evaluating the performance of a large pool of potential candidates to hire from in the future in which to find qualified staff that fulfill its human resources requirements.
- 1.13 According to the Statistical Capacity Indicator (SCI), a composite index calculated annually by the WB¹⁶ that takes into account statistical methodology, source data and periodicity, Haiti ranks below comparator countries and ranks the lowest among countries in LAC (see Figure 1).

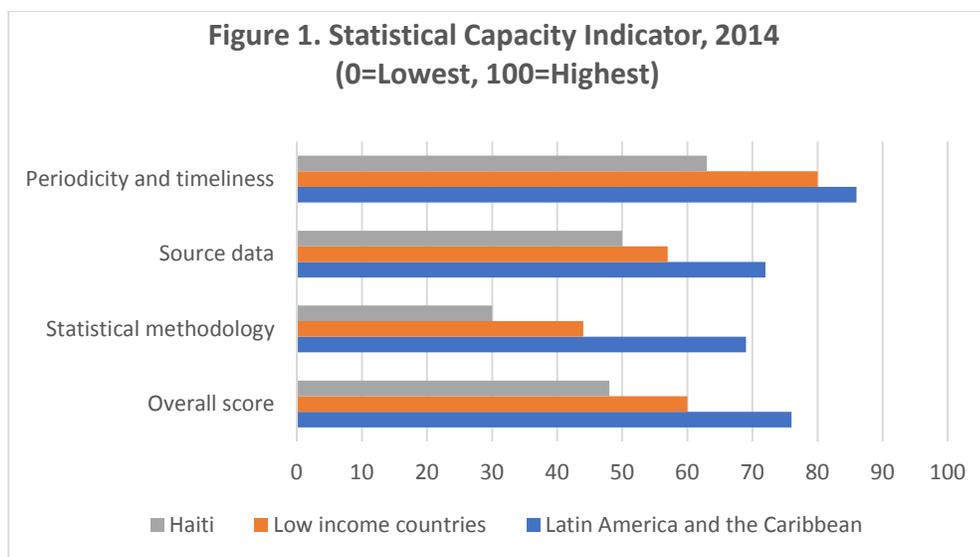
¹² In a sample of 11 LAC countries, the time period elapsed between finalizing data collection to dissemination of preliminary results fluctuated between 7 and 16 months (Haiti did not publish preliminary results). Sources: 2000 Census Round reports available on the web sites of the National Statistical Institutes of the countries and Economic Commission for Latin America and the Caribbean, the United Nations Economic Commission for Europe and the United Nations Statistics Division.

¹³ Cassian, Henry. Ibid.

¹⁴ Cassian, Henry. Op Cit.

¹⁵ The [TASC](#) was developed to measure and evaluate the statistical capacity of a country's statistical system and, in particular, the operational capacity of national statistical offices to produce and disseminate statistics from censuses, surveys and administrative records. The TASC uses a scale from 0 to 100 (100 = maximum capacity). The use of this instrument was adopted to measure the capabilities of a national statistical system to generate and disseminate basic statistics and carry out the entire statistical process as compared with international standards. Module 1 of the TASC refers exclusively to the measurement of IHSI's institutional capacity and includes an assessment of 40 variables related to: (i) legal and regulatory environment (eight variables); (ii) confidentiality and data protection (seven); (iii) planning and organizational structure (seven); (iv) human, technical and institutional resources (ten); and (v) coordination of stakeholders (eight variables).

¹⁶ The SCI evaluates performance in statistical production through three components: (i) statistical methodology used; (ii) sources of information used; and (iii) the frequency and timeliness of statistics. The SCI has a scale of 0 to 100, where 100 represents the maximum score that a country can achieve. This score is subject to the WB's criteria to measure the statistical capacity of countries.



Source: World Bank.

- 1.14 **Operational capacity.** According to the TASC, operational capacity is related to data processing, data analysis and evaluation, data dissemination and administrative records, all necessary for statistical production. The scores for the IHSI¹⁷ in all of these areas are relatively low, ranging between 34 and 53 points (on a scale from 0 to 100, where 100 is the best score).¹⁸ These low scores have an impact on the time it takes IHSI to publish results from a survey, for example the Survey on Employment and Informality and the Survey on Telecommunications were both conducted in 2009, but results were published in 2014 and 2013 respectively.¹⁹ These periods of five and four years, between field work and publication, are well above the average in other Latin American countries.
- 1.15 **Technological capacity.** The 2010 earthquake severely damaged the IHSI's already aged information and communications technology equipment, internet access and supply of electricity. Current hardware (computers printers, scanners) are acceptable for day-to-day work but insufficient to support large scale surveys. The ratio of computers to professional personnel is about 1 to 1, however more than half of those computers are more than six years old.²⁰ The availability of specialized software, particularly statistical software, is very limited and often of older generations.²¹ IHSI does not have a data storage policy, hence endangering the integrity of the information it produces.²²
- 1.16 **Justification. Importance of census information.** The constant flow of statistical information is particularly important for targeted social programs that are focused on the poorest sector of the population. The availability of data allows for the identification, sizing, geolocation, and identification of the extent of their needs. The population and housing census is the only statistical instrument that provides

¹⁷ Cassion, H. Op. Cit. Page 41.

¹⁸ The range for countries in LAC is between 45 and 66 in the same areas.

¹⁹ Cassion, Henry. Op. Cit. Page 36.

²⁰ Cassion, Henry. Op. Cit. Page 31.

²¹ WB, Project Concept Note, January 2016.

²² Cassion, Henry. Op. Cit. Page 31.

all that information with the required level of geographic disaggregation and by demographic groups. Any government program that is based on targeting requires good data to focus its resources, even the most basic public resource allocation needs simple criteria to distribute resources in an equitable way. The most simple of criteria is the distribution of the population in the national territory; this and a wide variety of other statistics are derived from a population and housing census, which is also the backbone of the national statistical system.²³ The difference between projected and actual population levels means that across the country the per capita distribution of resources will be unequal depending on the different population growth trends since the margin for error in population projections increases at the subnational level. The census is also the base for the construction of a master sampling framework from which all samples necessary to conduct household surveys are derived.

- 1.17 **Growing demand for statistical products.** The need to make evidence-based policies and to report on the progress of international agreements implies a high demand for statistical products from public and private decision makers and from external partners. In recent years, increased demand has been linked, for example, to the Monitoring and Evaluation (M&E) of regional integration initiatives, the National Development Plan and the Millennium Development Goals. The Minimum Statistics Program financed by the European Union, was initiated to produce reliable data for the design, execution and M&E of the National Development Plan of Haiti.²⁴ The country must now monitor the 2030 international development agenda and the Sustainable Development Goals (SDGs). This growing demand for data has brought to light, the already mentioned shortcomings in the quality of official statistics, more specifically in the areas of methodological rigor, timeliness, reliability, use, and dissemination of data.
- 1.18 As national and international resources become scarcer, the Government of Haiti has an increasing need for better data with a high level of geographic disaggregation and by population groups, given data's critical importance for the effective design, implementation and evaluation of public policies, for example, for poverty reduction policies and infrastructure projects, among others.

²³ In Mexico, all budgets that are approved by the legislature are required to consider the population of each state as one of the factors to calculate the transfer of federal resources (General Branch 33); in Colombia, territorial transfers of resources for education and health are based on the results of the Census (Law 715 of 2001); in Chile transfers of resources from the central government to the municipalities depends on the population according to census data, this is the same in Peru; in Argentina, the number of legislative representatives at the national, provincial and municipal level depends on the Census results, this is the same in the Dominican Republic, Guatemala, New Zealand and Nigeria; in the United States the censuses are used for: (i) political representation at the congressional level; and (ii) the distribution of federal funds that are allocated on the basis of population (based on project team research). Fay and Herriot (1977) use a combination of census data and sample estimates of income to calculate income for small municipalities, which feed the United States General Revenue Sharing Program. Kreiger (1992) uses a census-based methodology to overcome the absence of socioeconomic data in medical records. Shultz and King (2001) use housing data from the census to determine marginal implicit prices of open-space amenities and nonresidential land use. Mesev (1998) uses census population and housing data to calculate housing density in the UK. Parkin et al (2008) use UK census data to estimate the determinants of the use of bicycles for commuting. Ross et al (2000) use census and vital statistics data to analyze the relationship between income inequality and mortality in the US and Canada.

²⁴ The four action areas of Rebuilding and Development of Haiti Plan include: (i) territorial building; (ii) economic building; (iii) social rebuilding; and (iv) institutional rebuilding. All of them demand good quality statistical information to be executed.

- 1.19 **Bank's interventions in the sector.** The Bank has identified the lack of timely and reliable data in Haiti as a main obstacle to design, monitor and evaluate public policies to promote human and economic development in the country. This program draws on the experience gained by the Bank in similar projects in other countries, which have demonstrated that a population census is an essential tool that provides the information necessary to design and monitor public policy, and will to respond to the data needs to track progress of the new SDGs.
- 1.20 **Lessons learned.** Key lessons identified from previous Bank²⁵ financed operations to support national population and housing censuses are included in the design of this operation:
- (i) Efforts to strengthen statistical capacity are best achieved through the support of a specific exercise, such as a census, rather than supporting the implementation of a comprehensive strategy.²⁶
 - (ii) Strong political commitment to the census from the highest political level in the country is important. The census must be presented as a national project.²⁷
 - (iii) Need to centralize administrative responsibilities to guarantee the appropriate flow of resources at key points in the process (i.e. payments to field staff).
 - (iv) Relevance of a strong dialogue with data users to make sure that the data produced is the data needed by policy makers and other users.
- 1.21 **Government priorities.** The Government of Haiti is fully committed to improving the quantity, opportunity and reliability of its statistical database. In spite of institutional capacity and funding challenges, Haiti has made substantial progress in the design of a national statistics strategy, with the support of the European

²⁵ (i) Paraguay: Program for the development of the national statistical system through the Population and Housing Census of 2012 (2542/BL-PR); (ii) Suriname: National Population and Housing Census and Household Budget Survey: Increasing the Use of Basic Statistics (2685/OC-SU); (iii) Honduras: Support to the Population and Housing Census of 2012 and to the integrated system of household surveys (2529/BL-HO); (iv) Venezuela: Strengthening of the national statistical office and the national statistical system (1831/OC-VE); and (v) Barbados: Modernization of Barbados Statistical Service (2003/OC-BA).

²⁶ The 2005 International Monetary Fund report "Statistical Capacity Building - Case Studies and Lessons Learned", edited by Thomas K. Morrison, notes: "It is important to complement strategies and recommendations with hands-on technical assistance and to work with the authorities to show them how to implement recommendations in the day-to-day, nitty-gritty activities. The effectiveness of the hands-on approach provides examples of how important it is for experts to be willing to work with the authorities on the mundane aspects of improving statistics, and not only on the big picture issues. This hands-on approach is facilitated where donors use resident long-term advisors rather than only short-term missions. Similarly, it is also critical that donors focus on direct data production activities and not solely on supporting activities such as seminars, study tours, and provision of office space, important though they may be." Similarly, preliminary results of the ongoing review of WB-supported statistical capacity strengthening projects in Africa found that "capacity building should be largely focused around data production, except in exceptional circumstances where it may be necessary to include other aspects, such as human resources. The focus on data production would also contribute to capacity building through learning by doing. The Bank should not attempt to implement whole National Statistics Strategies, as these are overly ambitious." WB, Project Concept Note, January 2016.

²⁷ On January 11, 2017, a [Presidential Decree](#) (*Arrête Présidential*) was published in "*Le Moniteur*" (the official journal) indicating that the 5th Population and Housing Census will be conducted by IHSI in 2018. This decree establishes a National Census Committee that includes all ministries, the police and civil society organizations. The objective of the committee is to discuss all mayor decisions regarding the implementation of the census as national priority.

Union. A draft National Strategy for the Development of Statistics was produced in October 2015.²⁸ Based on a comprehensive diagnosis of the existing system, the strategy proposes a vision and a set of corrective actions that would align Haiti's statistical system with international standards. The adoption of the SDGs has further strengthened Haiti's determination to produce reliable and timely data.

- 1.22 **Consistency with the Country Strategy.** While this operation is not aligned with any of the six priority sectors of the Inter-American Development Bank (IDB) as described in the Country Strategy with Haiti (2011-2015) (GN-2646-2),²⁹ it contributes to institutional capacity building and will provide valuable information for its evaluation. The data generated by the population census will be an important input in the implementation of the new country strategy (in preparation), in which the lack of data is a constant challenge across all sectors.
- 1.23 **Strategic alignment.** The project is consistent with the Update to the Institutional Strategy (UIS) 2010-2020 (AB-3008) and is aligned with the cross-cutting theme of institutional capacity and rule of law through the strengthening of the technical capacity of the IHSI to produce timely and relevant statistical information.³⁰ Additionally, the project will contribute to the Corporate Results Framework (CRF) 2016-2019 (GN-2727-6) through the CRF indicator: government agencies benefited by projects that strengthen technological and managerial tools to improve public service delivery.³¹ The program is also consistent with the Sector Strategy Institutions for Growth and Social Welfare (GN-2587-2), through the promotion of transparency. The project is included in the Country Program Document (GN-2884).
- 1.24 **Rationale, intervention strategy and beneficiaries.** After the earthquake of 2010 the need for updated data for Haiti was very clear. However, funding for a population census did not materialize, even though IHSI had started planning it in 2012 hoping to conduct it within the 10-year period established by international recommendations. As the donor community continued its involvement supporting projects in many sectors it became clear that there was a need for information to design and monitor those projects. The public good characteristic of data made the population census an opportunity for a multi donor project, bringing together the IDB, the WB, and Global Affairs-Canada to work together with the Government of Haiti on the complex endeavor of conducting a population census.
- 1.25 The project will contribute to strengthening the national statistical capacity of Haiti to produce core demographic and social statistics in a timely fashion that are reliable and that satisfy methodological and technical international recommendations and best practices. To do this, the design and implementation of this operation is: (i) based on strong international technical assistance (provided by the United Nations Population Fund-UNFPA and experts) combined with a transfer of knowledge to local officials. The operation will begin by funding all the activities required for the preparation and execution of the census operation itself (Component 1). The focus will be on the quality of information to be generated, in terms of coverage, validity and scope, as well as the efficiency of the entire census process; and (ii) on the use of the census information collected. The activities to

²⁸ Cassion, Henry. *Stratégie Nationale de Développement de la Statistique. Vision et Orientations Strategiques. Unpublished.* October 2015.

²⁹ Mentioned Strategy is currently in effect until December 2017.

³⁰ Output indicators 2.1, 2.2, 2.6 and 2.8 in the results matrix.

³¹ Output indicators 1.1 and 2.8 in the results matrix.

be developed in Component 2 will allow for a series of products to be generated that will also help to improve data quality, in terms of its timeliness and wide dissemination. As a result of the products generated in the above activities, and considering the transfer of knowledge and hands-on and on the job training associated with them, the IHSI will be institutionally strengthened, which will provide sustainability to the abilities and competencies developed through the technical assistance delivered.

- 1.26 The main indirect beneficiaries of the project will be the poorest sectors of the population as the information provided by the census will allow the government to identify their geographic location, their specific needs and the size of their population. The main beneficiaries will be users of statistics in Haiti, who will benefit from more reliable and timely data on socioeconomic conditions and characteristics. These users include government ministries and agencies, researchers and academia, civil society, businesses, media, and the international community. Interested and engaged citizens will also benefit from better access to information. The project will make an effort to strengthen user-producer dialogue and improve the delivery performance of statistics service providers. The IHSI in particular will benefit from the investments in skills and equipment, training and technical assistance and financial support for statistical operations with the objective of building its statistical capacity to produce, analyze, and disseminate official statistics that will be useful beyond the census.

B. Objective, Components and Cost

- 1.27 The general objective is to increase the production of socioeconomic and demographic data and its use by public, private institutions, civil society, as well as international organizations. The specific objective is to provide quality socioeconomic and demographic data in terms of reliability and timeliness.
- 1.28 **Component 1. Preparation and Implementation of the Fifth Population and Housing Census.** This component includes: (i) activities related to the pre-census phase; and (ii) activities to carry out the census operation.
- (i) **Pre-census phase (total budget: US\$9.5 million, IDB contribution: US\$1.5 million).** Activities related to the preparation of the census will be financed, including: (i) appointment of long-term experts to support the IHSI to carry out the census; (ii) recruitment of technical experts (statisticians and IT specialists); (iii) on-the-job training for existing and new IHSI managers and technical personnel needed to carry out the census with a focus on learning by doing; (iv) upgrading of Information and Communication Technology systems, data management and archiving systems, and other equipment to meet the immediate needs of the census which will be also available for later surveys after the census work is completed;³² and (v) designing and carrying out a national public information

³² The IHSI has been working on the preparation of the Fifth Population Census since 2011 when it was planned for 2013. Therefore, some activities have made progress, for example the updating of the cartography and questionnaire design. The Government of Haiti decided that, in order to improve data accuracy and timeliness of dissemination, and in spite of the additional cost, Haiti would carry out for the first time a fully-computerized census, with questionnaires and data entry loaded on Personal Digital Assistants (PDAs), daily uploading to regional data centers through newly available or substantially upgraded internet access, computer-based analysis and aggregation of data in district and regional centers, and final uploading to IHSI headquarters for

campaign to educate the population about when the census will take place, explaining what it involves and its benefits.

- (ii) **Census Operation³³ (total budget: US\$17.1 million, IDB contribution: US\$5.2 million).** Activities designed to improve the reliability, timeliness and usefulness of census data will be financed by assisting IHSI in finalizing the census preparatory tasks, and carrying out the data collection phase. This will include the recruitment, selection, hiring and training of field personnel and the data collection itself. The field work involves: (i) recruiting of all field personnel;³⁴ (ii) training field agents and supervisors, contracting trainers and technology support contractors; (iii) deployment of field agents, supervisors, guides, security staff, and technology support to the ten regions of the country; and (iv) four weeks of intense data collection in which over 10,000,000 people will be interviewed in their dwellings. The census field work is programmed for October 2018.

- 1.29 **Component 2. Strengthening the IHSI's statistical capacity through training, post-census evaluation, and data dissemination and analysis (total budget US\$1.7 million, IDB contribution US\$0.7 million).** This component will consolidate the hands-on training, learning by doing, and technical support received by the IHSI in the preparation and implementation of the census. It will focus on solidifying the skills, tools and competencies of the IHSI staff that will help promote the sustainability of high quality data production. It will also emphasize assessing data quality, generating census-based products, and promoting a wide dissemination of census results. The activities to be financed include: (i) a training program on statistical techniques for IHSI professional staff; (ii) a training program on basic statistical subjects for non-professional IHSI staff; (iii) training government agencies on how to better use the data produced by the census to strengthen its impact; (iv) a post-enumeration survey³⁵ to assess reliability and quality of collected data as well as to determine the omission rate; (v) data anonymization, cleaning and analysis to produce strong indicators on demographics and household composition in Haiti; (vi) production of a master sample for household surveys; (vii) updating of country-wide population projections; (viii) redesign of national household surveys; (ix) construction of a data warehouse; (x) generation of all appropriate metadata; (xi) production and public dissemination, in the press and on the census web portal of census reports (data and maps); (xii) detailed analysis of census data and production of

analysis and dissemination. Haiti successfully used PDAs for data collection during the 2012 Survey of Household Living Conditions Survey after the Earthquake.

³³ The Fifth Population and Housing Census will comply with the UN Guidelines as stated in the [Principles and Recommendations for Population and Housing Censuses Revision 3, United Nations, Statistical Papers Series M. No. 67/Rev.3, New York, 2015.](#)

³⁴ Approximately: 15,000 field agents, 3,200 supervisors, 1,100 trainers, 850 technology support, and 3,000 guides for training and deployment.

³⁵ The post enumeration survey would be conducted following international standards and recommendations: [Post enumeration surveys. Operational Guidelines. Technical Report, UNSD 2010. Chackiel, Juan, Evaluación post-empadronamiento de la cobertura de los censos de población en Notas de Población No. 91, CEPAL 2015 \(pag. 43-71\).](#) [Australian Bureau of Statistics. Scope of the 2011 post enumeration survey.](#) The post enumeration survey will be used to evaluate the quality of the census: [Eckman, S., & Kreuter, F. \(2013\). Undercoverage rates and undercoverage bias in traditional housing unit listing. Sociological Methods & Research, 42\(3\), 264-293.](#) [Fein, D. J. \(1990\). Racial and ethnic differences in US census omission rates. Demography, 27\(2\), 285-302.](#)

preliminary census report (aggregate data and maps) as well as thematic final reports (i.e. gaps between women and men, age group analysis, etc.); and (xiii) media dissemination campaign to make census results widely available to the public.

- 1.30 The IHSI will have support from the UNFPA. The UNFPA will work closely with the IHSI staff to transfer knowledge and provide on-the-job training. This will help to strengthen the IHSI's capabilities in these areas and make it more sustainable once the project has concluded. The UNFPA has already been supporting the IHSI in several substantial areas related to the census and the collection of social statistics. Therefore, the role of the UNFPA in the current project adds technical value and is important for the purposes of donor coordination.

C. Key Results Indicators

- 1.31 **Expected results.** The Results Matrix (Annex II)³⁶ presents the impact, outcome and output indicators of the program. In all cases, baselines and targets have been identified, as well as sources of information and means of verification. The project's expected impact is to increase the use of socioeconomic and demographic data by civil society, government, international organizations and the private sector resulting from the increase in Haiti's capacity to produce reliable and timely statistical information. The results will be measured by: (i) an increase in the number of data requests adequately attended by IHSI from civil society, government, private sector and international organizations; and (ii) an increase in the number of hits received by IHSI's website to search for information from the 5th Population Census.
- 1.32 In this regard, it is expected that as a result of the program, Haiti will have updated and reliable information on population and housing, identifying the geographic distribution of the population and its main social and demographic traits, as well as updated sampling frames for carrying out different types of household surveys in the future. The information generated will give a comprehensive set of data for the Haitian authorities to determine the size and needs of the underprivileged sectors, plan more efficient social spending, and develop better quality economic indicators. Information related to housing will allow the government to formulate urban development plans and focus scarce resources on the highest priority areas of need. The sociodemographic data will identify the distribution, composition, and geographic mobility of the population in all departments of the country. This will help set the basis for transfers of public resources in a more equitable manner.
- 1.33 **Economic analysis.** The [economic analysis](#) of the project indicates that the program will be socially profitable even though the assumptions on the use of the data produced by IHSI are pessimistic. The benefits that are being considered are those derived from an increase in use of statistics by public institutions, businesses and civil society, plus an improvement in investment decision making and the distribution of resources from social programs. The results are: a Present Net Value (PNV) of US\$1.4 million (with a social discount rate of 12%) and an internal return rate of 16.6%. Finally, the risk analysis (Montecarlo technique) indicates that there is a 88.8% probability that the PNV will be positive, which allows to support

³⁶ Given the unicity of the census all results refer to the complete project and not only to the contribution of the IDB.

that, considering the assumptions and their margin of variability, the project is socially profitable.

II. FINANCING STRUCTURE AND MAIN RISKS

A. Financing Instruments

- 2.1 Through the IDB Grant Facility, the IDB will finance US\$8 million of the total estimated cost of the project of US\$30.5 million. The rest of the resources will come from other donors (WB, US\$10 million; and Global Affairs Canada, US\$6.1 million) and a cash local contribution from the Government of Haiti (US\$6.4 million).³⁷ The program has a four-year disbursement period.³⁸ Table 1 refers to the total cost of the project and provides a breakdown by component and source of financing (see also [detailed budget](#) and [the Government of Haiti-UNFPA agreement](#)).

Table 1. Project costs (millions of US\$)

Category	IDB	WB	Canada	Haiti	Total	%
Component 1: Preparation and Implementation of the Fifth Population and Housing Census	6.70	8.80	5.00	6.10	26.60	87.2
Component 2: Strengthening the IHSI's statistical capacity through training, post-census evaluation, and data dissemination and analysis	0.70	0.50	0.50	0.00	1.70	5.6
Project administration*	0.40	0.50	0.50	0.30	1.70	5.6
Contingencies	0.18	0.20	0.10	0.00	0.48	1.6
Financial audit	0.02	0.00	0.00	0.00	0.02	0.1
Total	8.0	10.0	6.1	6.4	30.5	100

*This category covers the UNFPA management fee agreed with the donors.

B. Environmental and Social Safeguard Risks

- 2.2 This program has been classified as Category “C” according to the Environmental and Safeguards Compliance Policy (OP-703) and the Safeguard Classification toolkit. The activities to be financed with program resources will not have direct or significant impacts on the environment or the country's natural resources.

C. Fiduciary Risk

- 2.3 Based on meetings with the IHSI and the suggested execution mechanism of contracting UNFPA as the primary technical assistance provider, the operation is expected to have medium financial risk given IHSI's lack of experience in working with Bank funded operations and its weakened institutional capacity. The proposed execution mechanism, in which the IDB, World Bank, Canada and the Government of Haiti will put their funding into one basket of funds that will be managed by

³⁷ The World Bank's Board of Executive Directors has approved its parallel financing on March 24th, 2017. Global Affairs. Canada's parallel financing is in its approval process.

³⁸ The four-year disbursement period is based on the intensity of execution that a population census implies, which concentrates significant resources to fund the field operation.

UNFPA, minimizes the financial risk of the project. The Bank and the other donors expects to make direct payments to UNFPA, the specialized agency. The IHSI will submit annual financial audit statements to the Bank after the close of the Government of Haiti's fiscal year and a final financial audit at the end of the program.

- 2.4 The UNFPA is committed to provide the Government of Haiti, IDB and all donors its audited accounts and the reports prepared by the external auditors hired in accordance to UNFPA policies.

D. Other Key Issues and Risks

- 2.5 **Risks and mitigation measures.** The main identified risks are as follows: (i) availability of national resources (a macroeconomic and fiscal sustainability type of risk classified as medium). The Government of Haiti has made a commitment to contribute cash to the project, however the availability of government funds depends on the national budget, which could vary depending on competing needs. However, the Government of Haiti has shown its commitment to the census as it has already made available to the IHSI half of its total commitment, the rest of the national funds will be distributed evenly throughout activities to minimize the impact in case those resources are not available, allowing for small budget cuts across the different components to compensate for the lack of these funds; (ii) exchange rate fluctuations (a macroeconomic and fiscal sustainability type of risk classified as medium). As the commitment from the Government of Haiti is in Gourdes the total amount could fluctuate with the exchange rate. The Government of Haiti has already made available to the IHSI half of its total commitment. The rest of the national funds will be distributed evenly throughout activities to spread out the impact in case of exchange rate fluctuations; and (iii) institutional risks (a public management and governance risk classified as high): as with all public sector institutions in Haiti, the IHSI can be affected by the country's political instability and turmoil. The implementation of the census will require the involvement of all civil servants in the IHSI, which are technical teams with long-standing careers in the institution, who are expected to stay at IHSI after the census given their specialized technical profile. Technical and management committees will be established in IHSI to guarantee the involvement of all relevant actors within the institution.
- 2.6 **Sustainability.** The program is designed to enhance the institutional capacities of the IHSI through the implementation of the population census and interventions that would create medium-and long-term outcomes which will remain in the institution. Training, internships, and knowledge transfer from UNFPA (see ¶3.1 and ¶3.2) plus full involvement of the IHSI in the implementation of the census will help to instill both administrative and technical capacities in the IHSI as the support from UNFPA will be based in a hands-on-training and learning-by-doing strategies. Many of these capacities to be acquired through the population and housing census will be used and strengthened through the mplementation of household surveys, supporting the further appropriation of these skills.

III. IMPLEMENTATION AND MANAGEMENT PLAN

A. Summary of Implementation Arrangements

- 3.1 The Executing Agency (EA) will be the Ministry of Finance through the IHSI,³⁹ which will have overall responsibility for the implementation of the project and will ensure that the activities of this operation be carried out. Since the IHSI lacks sufficient technical, financial, and operational skills to carry out a census in an efficient and timely manner,⁴⁰ external assistance in all areas has been requested and has so far relied heavily on the advice of the UNFPA⁴¹ to carry out census preparatory activities.
- 3.2 Therefore, to assist in the execution of all activities related to the census, it is proposed that the totality of the project be implemented with technical and administrative assistance from the UNFPA (see ¶3.5). As discussed earlier, IHSI, by its own assessment and as noted in the diagnostic study, lacks sufficient technical, financial, and operational skills to carry out a census in an efficient and timely manner. Given the ongoing cooperation between the two entities, and to effectively assist the IHSI, it is proposed that the Government of Haiti (Ministry of Finance) agrees to a contract with the UNFPA to provide technical assistance and management services to IHSI for producing the various deliverables related to the census as spelled out in the proposed agreement (including equipment, training, and technical assistance).⁴² Concurrently, the UNFPA would administer all donor and government funds related to the census. This would be consistent with recent findings on optimal mechanisms to deliver multi-partner assistance.⁴³
- 3.3 The Director of IHSI will be responsible for preparing disbursement requests to be signed by the Ministry of Finance and will produce financial reports by the end of each semester.
- 3.4 The activities that IHSI shall carry out, and/or cause to be carried out will be defined in the Project Operational Manual (POM), which will clearly define the responsibilities of IHSI and those of UNFPA, as well as the manner in which both organizations will interact between themselves and with the donors.⁴⁴
- 3.5 To facilitate coordination among the IDB, the WB, Global Affairs-Canada, UNFPA and the Government of Haiti an executive committee comprising representatives from these institutions will be established when all funds are secured. This committee will provide technical guidance, support in the resolution of issues that might arise from the implementation of the census, and will be responsible for reviewing and approving work programs and reports. UNFPA will provide the

³⁹ The IHSI was created by the Statistical Act of 1951. It is a specialized institution in charge of producing reliable and timely economic, social and demographic data; and making this information available to government authorities, international organizations, and data users in general. The IHSI is a decentralized agency of the Ministry of Finance, and is responsible for the coordination of the National Statistical System.

⁴⁰ The SCI for Haiti was 47.8 (max. of 199) and the TASC Institutional Capacity module indicator was 50.0 (max. of 100). See explanation in footnote 15.

⁴¹ The UNFPA is the United Nations specialized agency responsible for providing technical assistance and support to countries in the planning, execution and analysis of population censuses.

⁴² [Signed Agreement between the Government of Haiti and UNFPA May 17, 2017.](#)

⁴³ [Partnerships and Financing for Statistics: Lessons Learned from Recent Evaluation, Open Data Watch June 2015.](#)

⁴⁴ POM or [Manuel Opérationnel CENSUS](#) (for its name in French). UNFPA, May 2017.

- IHSI quarterly and semiannual implementation reports that the GoH will submit to all donors.
- 3.6 **Acquisitions of goods and services.** Procurement under the proposed program will be carried out in accordance with the Policies for the Procurement of Works and Goods Financed by the Bank (GN-2349-9); and the Policies for the Selection and Contracting of Consultants Financed by the Bank (GN-2350-9).
- 3.7 **Direct contracting.** Proceeds from the grant may be used to contract the UNFPA through Single Source Selection (SSS) as a specialized agent to provide consulting services and to develop all activities (see Components 1 and 2) of this project, for an estimated US\$30.5 million. This will be only contract done under this operation. The UNFPA will be contracted as specialized agent to provide support to the Government of Haiti in the implementation of the grant resources. This SSS is predicated on the lack of specialized agents in Haiti who have the requisite certified and trained staff and resources. The UNFPA is the only organization that is qualified, and has the proven experience and performance in Haiti to perform a census.⁴⁵ The UNFPA is equipped with and provides a rare and unique skill set in the preparation, execution, analysis and dissemination of Population and Household Censuses in developing countries.⁴⁶ Their unique skills provide them with unmatched experience on the subject matter as they are the United Nations specialized agency with the responsibility for this subject matter.⁴⁷ The terms and conditions of the technical services provided by the UNFPA will be included in the contract to be signed between the Government of Haiti and the UNFPA. No exceptions to Bank's procurement policies are necessary.
- 3.8 In accordance with the Policies for the Selection and Contracting of Consultants financed by the IDB (document GN-2350-9) (Consultants Policy), UNFPA, a specialized agency, will be selected as a consultant (paragraph 3.15 of Consultants Policy), as such UNFPA will follow its own procurement policies, noting that the Bank's eligibility criteria apply, and all provisions regarding sanctions and prohibited practices shall apply (as provided in paragraph 1.21 (g) of the Consultants Policy). UNFPA shall consult the IDB's sanctioned list to ensure that no contract is awarded to a sanctioned firm or individual.

B. Summary of Arrangements for Monitoring Results

- 3.9 **The M&E.** As indicated in the [M&E Arrangements](#), progress during project implementation on indicators of output, outcome, and impact will be monitored. The M&E will be based principally on the Results Matrix (Annex II), with the aid of other instruments such as the [Annual Operation Plan \(AOP\)](#), the [Pluriannual Execution Plan \(PEP\)](#) and the Procurement Plan. The reporting mechanism for monitoring includes quarterly and semiannual project implementation reports, annual audited financial statements, and semiannual ex post disbursement review, among others. The relevant information will be maintained in a "dashboard" specially built for the project and the Bank's Performance Monitoring Report.

⁴⁵ Per provisions of GN-2350-9, paragraphs 3.9 to 3.13 including 3.10 (d) "when only one firm is qualified or has experience of exceptional worth for the assignment."

⁴⁶ [UNFPA Strategy for the 2020 Round of Population & Housing Censuses \(2015-2024\)](#).

⁴⁷ <https://www.unfpa.org/census>.

- 3.10 **The Annual Operation Plan (AOP).** For the planning and programming of the investments that will be made annually under the program, IHSI will direct the UNPFA to prepare the AOP on an annual basis, semester execution plans, progress reports, financial statements, and external audits. The IHSI will be responsible for the recruitment of external auditors eligible to the Bank to perform the audit of the program.
- 3.11 **Progress reports.** Project reporting will follow Bank procedures involving semiannual project implementation reports regarding physical and financial implementation of activities by component.⁴⁸
- 3.12 **Evaluation.** At the end of the execution period, IHSI will direct UNPFA to hire an independent evaluator to assess the quality and scope of the outputs and outcomes of the census project in relation to its purpose and its contribution to the ultimate goal, as stated 9, in the logical framework. The evaluation⁴⁹ will also include a specialized consulting service to calculate the percentage of census omission, which is the Results Matrix's most important outcome indicator for confirming reliability of the Fifth Population and Housing Census in Haiti. To monitor the economic study, UNPFA will conduct a cost comparison per each person surveyed in the census; and a satisfaction survey of the main users of the IHSI's statistical outputs (see [M&E Arrangements](#)).

⁴⁸ Given the unicity of the census all reports will refer to the complete project and not only to the contribution of the IDB.

⁴⁹ The evaluation will refer to the complete census, and not only to the IDB's contribution.

Development Effectiveness Matrix		
Summary		
I. Corporate and Country Priorities		
1. IDB Development Objectives	Yes	
Development Challenges & Cross-cutting Themes	-Institutional Capacity and the Rule of Law	
Country Development Results Indicators	-Government agencies benefited by projects that strengthen technological and managerial tools to improve public service delivery (#)*	
2. Country Development Objectives	Yes	
Country Strategy Results Matrix		
Country Program Results Matrix	GN-2884	The intervention is included in the 2017 Operational Program.
Relevance of this project to country development challenges (If not aligned to country strategy or country program)		
II. Development Outcomes - Evaluability		
3. Evidence-based Assessment & Solution	Evaluable	
3.1 Program Diagnosis	9.0	
3.2 Proposed Interventions or Solutions	2.4	
3.3 Results Matrix Quality	3.6	
4. Ex ante Economic Analysis	10.0	
4.1 The program has an ERR/NPV, a Cost-Effectiveness Analysis or a General Economic Analysis	4.0	
4.2 Identified and Quantified Benefits	2.4	
4.3 Identified and Quantified Costs	1.2	
4.4 Reasonable Assumptions	1.2	
4.5 Sensitivity Analysis	1.2	
5. Monitoring and Evaluation	6.2	
5.1 Monitoring Mechanisms	1.5	
5.2 Evaluation Plan	4.7	
III. Risks & Mitigation Monitoring Matrix		
Overall risks rate = magnitude of risks*likelihood	Medium	
Identified risks have been rated for magnitude and likelihood	Yes	
Mitigation measures have been identified for major risks	Yes	
Mitigation measures have indicators for tracking their implementation	Yes	
Environmental & social risk classification	C	
IV. IDB's Role - Additionality		
The project relies on the use of country systems		
	Fiduciary (VPC/FMP Criteria)	
	Non-Fiduciary	Yes
		Statistics National System.
The IDB's involvement promotes additional improvements of the intended beneficiaries and/or public sector entity in the following dimensions:		
	Gender Equality	
	Labor	
	Environment	
Additional (to project preparation) technical assistance was provided to the public sector entity prior to approval to increase the likelihood of success of the project		
The ex-post impact evaluation of the project will produce evidence to close knowledge gaps in the sector that were identified in the project document and/or in the evaluation plan		

Note: (*) Indicates contribution to the corresponding CRF's Country Development Results Indicator.

The general objective of the operation is to increase the use of socio-economic and demographic data by public and private institutions, civil society, as well as international organizations. The specific objective is to provide quality socio-economic and demographic data in terms of reliability and timeliness. To this end, it is proposed: (i) the preparation and implementation of the Fifth Population and Housing Census; and (ii) the strengthening the Haitian Institute for Statistics and Information (IHSI) capacity through training, post-census evaluation, and data dissemination and analysis.

The general problem that the project will address is the low use of quality socio-economic and demographic data by public, private and international organizations as well as by civil society. This low level of utilization is a consequence of the unavailability of socio-economic and demographic data that is reliable and timely. These problems and their determinants are clearly identified and quantified.

The loan proposal clearly identifies the potential beneficiaries of the project. The project's vertical logic is clear and well specified. The link between interventions and problems has been adequately established. Evidence of internal validity for the proposed solutions was provided. The Result Matrix is adequately constructed and contains the required elements for monitoring the project results. The proposed impact, outcomes and output indicators are SMART.

The loan proposal documentation includes an ex ante Economic Analysis where the economic benefits have been clearly quantified and the costs reflect real resource costs to the economy (without considering taxes). The estimated Net Present Value (NPV) is US\$ 1.43 million and the Internal Rate of Return (IRR) 16.55%. The assumptions used are clearly presented and a sensitivity analysis has been performed undertaking variations in key assumptions. The documentation includes an ex post economic evaluation proposal using the same methodology to recalculate the IRR and the NPV.

The program includes an adequate monitoring and evaluation plan. However, total project costs grouped by each expected output is not provided.

The documentation includes a risk matrix. One risk was classified as High and two risks as Medium. Mitigation measures were identified, and adequate monitoring indicators are proposed.

RESULTS MATRIX¹

Project Objective:	The general objective is to increase the use of socioeconomic and demographic data by public, private institutions, civil society, as well as international organizations. The specific objective is to provide quality socioeconomic and demographic data in terms of reliability and timeliness.
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EXPECTED IMPACT

Indicators	Unit of measure	Baseline	Baseline Year	Year 1	Year 2	Year 3	Year 4	End of Project	Means of verification	Observations
IMPACT #1: The general objective is to increase the use of socioeconomic and demographic data by civil society, government, international organizations and the private sector.										
Requests for socioeconomic and demographic information received by IHSI from civil society attended	Number of requests attended/ month	0	2017	0	0	0	50	50	IHSI website data webpage usage report/IHSI Systems department	The IHSI webpage: http://www.ihsi.ht/
Requests for socioeconomic and demographic information received by IHSI from government attended	Number of requests attended/ month	0	2017	0	0	0	50	50	IHSI website data webpage usage report/IHSI Systems department	The IHSI webpage: http://www.ihsi.ht/
Requests for socioeconomic and demographic information received by IHSI from government attended	Number of requests attended/ month	0	2017	0	0	0	50	50	IHSI website data webpage usage report/IHSI	The IHSI webpage: http://www.ihsi.ht/

¹ Given the unicity of the census all results refer to the complete project and not only to the contribution of the IDB.

Indicators	Unit of measure	Baseline	Baseline Year	Year 1	Year 2	Year 3	Year 4	End of Project	Means of verification	Observations
Requests for socio-economic and demographic information received by IHSI from international organizations attended	Number of requests attended/month	0	2017	0	0	0	50	50	IHSI website data webpage usage report/IHSI Systems department	The IHSI webpage: http://www.ihsi.ht/
Hits per month on the IHSI website to search for Fifth Population and Housing Census data	Hits/month	0	2017	0	0	200	400	600	IHSI website data webpage usage report/IHSI Systems department	The IHSI webpage: http://www.ihsi.ht/

EXPECTED OUTCOMES

Indicators	Unit of measure	Baseline Value	Baseline Year	Year 1	Year 2	Year 3	Year 4	End of Project	Means of verification	Observations ²
OUTCOME # 1: The specific objective is to provide quality socioeconomic and demographic data in terms of reliability and timeliness.										
Census omission rate	Percentage	6.3	2003	n/a	n/a	n/a	5	5	Post enumeration survey/IHSI Demographics department	In the 2000 Census Round the average omission rate for Latin American countries was 3.3% with a maximum of 7.7%, and with six countries having levels above 5% ² .
Years since previous census was completed	Years	14	2017	15	0	1	2	2	Final census report/IHSI	The Fourth Population and Housing Census was conducted in 2003.
Dissemination of census results after completion of data collection	Months	36	2006	n/a	n/a	n/a	18	18	Final census report/IHSI	For the Fourth Population and Housing Census it took 36 months from the closing of the field work to the publication of the final results.

² [Notas de Población #91 - Publicaciones de la Comisión Económica para América Latina y el Caribe. 2015.](#)

OUTPUTS³

Outputs	Unit of measure	Baseline Value	Baseline Year	Year 1	Year 2	Year 3	Year 4	End of project	Means of verification	Observations ²
Component # 1: Preparation and Implementation of the Fifth Population and Housing Census										
Pre-census phase										
1.1 Data entry and processing systems designed and implemented	Number of ICT systems	0	0	0	1	0	0	1	Project's progress report and in situ verification/IHSI Systems department	
1.2 National public information campaigns designed and implemented	Number of campaigns	0	0	1	0	0	1	2	Project's progress report/IHSI	
Census Operation										
1.3 Training materials for field agents elaborated and used in trainings	Number of training materials	0	0	1	0	0	1	2	Project's progress report/IHSI	
1.4 Census database completed	Number of census databases	0	0	0	0	0	1	1	Project's progress report/IHSI	

³ The cofinancing nature of this project in which all donors and counterpart funds are pooled together to contract UNFPA to serve as a specialized agent to provide consulting services imply that it is not possible to determine the exact contribution of IDB's funds to each of the individual products included in this matrix.

Outputs	Unit of measure	Baseline Value	Baseline Year	Year 1	Year 2	Year 3	Year 4	End of project	Means of verification	Observations ²
Component # 2: Strengthening the IHSI's Statistical Capacity through training, post-census evaluation, and data dissemination and analysis										
2.1 Training programs on statistical techniques for IHSI professional staff, developed and implemented	Number of IHSI employees trained	0	0	10	0	10	0	20	List of participants certified/IHSI	An evaluation of the participants will be conducted at the end of each training.
2.2 Training programs on basic statistical subjects for non-professional IHSI staff, developed and implemented	Number of IHSI employees trained	0	0	10	0	10	0	20	List of participants certified/IHSI	An evaluation of the participants will be conducted at the end of each training.
2.3 Training programs for government agencies on how to better use the data produced, developed and implemented	Number of government employees trained	0	0	0	0	20	0	20	List of participants certified/IHSI	An evaluation of the participants will be conducted at the end of each training.

Outputs	Unit of measure	Base-line Value	Base-line Year	Year 1	Year 2	Year 3	Year 4	End of project	Means of verification	Observations ²
Component # 2: Strengthening the IHSI's Statistical Capacity through training, post-census evaluation, and data dissemination and analysis										
2.4 Post-enumeration surveys to assess reliability and quality of collected data as well as to determine the omission rate, implemented	Number of survey databases	0	0	1	0	0	0	1	Project's progress report/IHSI	
2.5 Database for data anonymization cleaning and analyzed developed	Number of databases	0	0	0	1	0	0	1	10% sample of the census available for download on IHSI's website	The IHSI webpage: http://www.ihsi.ht/
2.6 Master samples for household surveys, developed	Number of master samples	0	0	0	0	1	0	1	Project's progress report	
2.7 Documents on country wide population projections, developed and updated	Number of documents	0	0	0	0	1	0	1	Available on IHSI's website	The IHSI webpage: http://www.ihsi.ht/
2.8 Data warehouses constructed and used	Number of data warehouse	0	0	0	0	1	0	1	Project's progress report/IHSI	

Outputs	Unit of measure	Base-line Value	Base-line Year	Year 1	Year 2	Year 3	Year 4	End of project	Means of verification	Observations ²
Component # 2: Strengthening the IHSI's Statistical Capacity through training, post-census evaluation, and data dissemination and analysis										
2.9 Documents of metadata information generated	Number of documents	0	0	0	1	0	0	1	Available on IHSI's website/IHSI	The IHSI webpage: http://www.ihsi.ht/
2.10 Census reports produced and publicly disseminated	Number of census reports	0	0	0	1	1	0	2	Available on IHSI's website/IHSI	The IHSI webpage: http://www.ihsi.ht/
2.11 Preliminary census reports produced and disseminated	Number of preliminary census reports	0	0	0	1	0	0	1	Available on IHSI's website/IHSI	The IHSI webpage: http://www.ihsi.ht/
2.12 Final reports of census data disseminated	Number of final reports	0	0	0	0	3	0	3	Available on IHSI's website/IHSI	The IHSI webpage: http://www.ihsi.ht/ All reports will underline the gap between women and men in the different sectors and topics covered.
2.13 Public campaigns developed and disseminated	Number of campaigns	0	0	0	0	1	0	1	Project's progress report/IHSI	

FIDUCIARY ARRANGEMENTS AND REQUIREMENTS

COUNTRY:	Republic of Haiti
PROJECT NO:	HA-L1126
NAME:	Institutional Strengthening of the Haitian Statistical and Informatics Institute (IHSI) and Support for the Fifth Population and Housing Census
EXECUTING AGENCY (EA):	The Ministry of Finance through the Haitian Statistical and Informatics Institute (<i>Institute Haïtien de Statistique et d'Informatique</i> , IHSI)
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I. EXECUTIVE SUMMARY

- 1.1 This document is based on information collected from the existing diagnoses of public financial management systems and procurement systems of the Government of Haiti. The Government of Haiti through IHSI has applied for financing (hereinafter called “funds”) from the Inter-American Development Bank “the Bank” toward the cost of the project cost of the project HA-L1126 named “Institutional Strengthening of the IHSI and Support for the Fifth Population and Housing Census” for the amount of US\$8 million. The project will be co-financed by the World Bank (WB) for US\$10 million, Canada for US\$6.1 million and the Government of Haiti for US\$6.4 million.
 - 1.2 The Ministry of Finance through the IHSI will be the EA for this operation; supported by its administrative and its technical unit for project execution.
 - 1.3 Because of the types of activities needed to conduct the Population Census, the IHSI will contract the United Nations Population Fund (UNFPA), a specialized agency in conducting censuses in many countries. As a result, a basket fund mechanism, administered by UNFPA, will be established to facilitate the management of a single source contract by IHSI. All donors will directly deposit their contributions into a single UNFPA account.
 - 1.4 The most recent institutional capacity evaluation of the IHSI concludes that the fiduciary system in use at the time of the analysis does not entirely comply with the characteristics required for the implementation of projects financed by the Bank. Based on the result, the overall financial management risk rating is medium, particularly around planning, internal controls, contract management, operational management, inventory management and archives.
- A. Procurement and general context**
- 1.5 An evaluation of the National Procurement System (NPS) was performed in 2013, applying the Methodology for Assessing Procurement Systems. The review identified a number of weaknesses and an action plan for the modernization of the NPS was presented and approved by the Government of Haiti. Based on the

current situation and the need to align the system to international best procurement practices and standards, no country systems will be used and the Bank's procurement policies will govern procurement activities foreseen under this program.

B. Public financial management and general context

- 1.6 The most recent assessment of the public financial management systems of the Republic of Haiti is contained in the Public Expenditure and Financial Accountability assessment report conducted in 2011 and published in February 2012. Country financial management systems and external control mechanisms, as evidenced in recent diagnostics, would require further improvements to conform to levels consistent with fiduciary management of Bank funded projects. Given the push for using the Treasury Single Account in 2017, the Bank will conduct an assessment of the TSA during the first quarter of 2017, before recommending its use.
- 1.7 To mitigate these weaknesses, the Bank will continue to: (i) rely on special project execution units for the execution of the project; (ii) implement special fiduciary arrangements for the implementation of its project; and (iii) conduct close operation supervision of project execution units. External control will be performed for Bank operation by independent audit firms in accordance with the Bank's financial reporting and audit guide.

II. EXECUTING AGENCY FIDUCIARY CONTEXT

- 2.1 Support for the Fifth Population and Housing Census will be executed by the Ministry of Finance through the IHSI.
- 2.2 **Organizational structure and administrative policies.** The IHSI is a decentralized agency of the Ministry of Finance, it is managed by an Executive Director. The current structure foresees the follow key functions: (i) a Project Director who reports directly to the IHSI Director; (ii) a technical division responsible for project execution; and (iii) a finance and administrative division which manages accounting and administrative support units. The IHSI currently owns an internal manual of operations which describes roles and responsibilities and authority level of staff member.

A Procurement

- 2.3 In order to conduct the population census, the IHSI will contract¹ the UNFPA as a specialized agency. No additional procurement is foreseen under this project.

B. Financial management

- 2.4 The IHSI is a public entity which uses country systems. All payments go through the public accountant assigned to the IHSI. All accounting transactions are recorded in SYSDEP. An internal auditor is assigned to the IHSI by the Ministry of Finance, the ministry of tutelage of the IHSI. In the execution of the project, national

¹ This contract will be funded with the pooled resources provided by the IDB, the World Bank, Global Affairs - Canada and the Government of Haiti.

systems will not be used. The Bank will rely on direct payments to the unique contractor, UNFPA, for this operation.

- 2.5 The Director of IHSI will be responsible for preparing disbursement requests to be signed by the Ministry of Finance and will produce annual financial reports by components.

III. ISSUES TO BE CONSIDERED SPECIAL CONDITIONS OF CONTRACT

- 3.1 **Special Contractual Clauses prior to the first disbursement of the IDB grant.** The Beneficiary shall present satisfactory evidence to the Bank that: (i) the Government of Haiti and the UNFPA have signed an agreement, which shall remain in effect during the project execution, establishing the terms and conditions of the participation of the UNFPA in the project, including UNFPA's requirement to comply with applicable Bank policies and procedures; and (ii) that it has prepared, approved, and put into effect, an Operational, Financial, and Administrative Manual for the project counting with the non-objection of the Bank. These two conditions are essential to guarantee a timely start of the census.
- 3.2 **Audit special requirements.** The IHSI will be responsible for the recruitment of external auditors eligible to the Bank to perform the audit of its program as follows: (i) annual financial audit of the program to be submitted within 120 days after the closure of each fiscal year for each executing unit; and (ii) a final financial audit of the program to be submitted within 120 days after the date of the last disbursement. The exchange rate valid at the day of transaction will be used to record all expenses. The Central Bank of Haiti exchange rate will be used as the reference rate.

IV. AGREEMENTS AND REQUIREMENTS FOR PROJECT PROCUREMENT

- 4.1 **Procurement execution.** The procurement plan, covering of project execution² starting on the date of effectiveness of the project, has been agreed by the IHSI and the Bank. The procurement plan will be updated semiannually, or whenever necessary, as required by the Bank; all revisions of the procurement plan will require Bank non-objection.
- 4.2 Procurement for the proposed project will be carried out in accordance with the Policies for the Procurement of Works and Goods financed by the Bank (GN-2349-9), of March 2011; and the Policies for the Selection and Contracting of Consultants financed by the Bank (GN-2350-9), of March 2011.
- 4.3 **Procurement of works, goods, and non-consulting services.** Goods, works and non-consulting services requiring International Competitive Bidding will be contracted using the Standard Bidding Documents issued by the Bank. If applicable procurement subject to National Competitive Bidding will be undertaken using national regulations.
- 4.4 All bidding documents agreed with the Bank or satisfactory to the Bank in the absence of an agreement. The procurement activities using the method of

² The first of project execution is counted from the date of publication of the general procurement notice, or the first specific procurement notice published following approval of the grant, whichever is earlier.

- shopping modality must be executed according to ¶3.5 of the Policies GN-2349-9. All technical specifications, scope of works and bill of quantities of these processes will be reviewed by the project Team Leader or sector specialist.
- (i) **Procurement of works.** Not foreseen under this project.
 - (ii) **Procurement of goods.** Not foreseen under this project.
 - (iii) **Procurement of non-consulting services.** Not foreseen under this project.
 - (iv) **Community participation in procurement.** Not foreseen under this project.
- 4.5 **Selection and contracting of consulting firms.** The program will include only one contract for the census with the UNFPA. The UNFPA will be hired as a Specialized Agency through Single Source Selection (SSS). The UNFPA is equipped and provides a rare and unique skill set in the preparation, execution, analysis and dissemination of Population and Household Censuses in developing countries. Their unique skills provide them with unmatched experience on the subject matter and justify SSS as per Clause 3.10(d) of GN-2350-9.
- (i) **Selection of audit firm.** The selection process to contract the audit firm will be realized through the invitation of preselected audit firms approved by the Bank. For this process, the Special Unit will use the Bank standard document for the selection of audit firms.
 - (ii) **Individual consultants.** National and international individual consultants will be selected according to Annex V of the Procurement Policies Document GN-2350-9.
- 4.6 **Recurrent expenses.** The following recurrent expenses, also known as operational costs, will be financed by the Bank: (i) all expenses required and agreed with the Bank for the execution of the project;³ (ii) all executing unit individual consultant contracts required for the execution of the project; and (iii) per diem (if any). Operational costs do not include the salaries of public officers.
- 4.7 **Procurement supervision.** Based on only one SSS contract foreseen under this operation, this contract will be subject to an ex ante review by the Bank.
- 4.8 **Records and files.** The emergency team will keep organized records of all documents starting with the procurement plan and including all documents from the procurement process and contract management phase, through the end of contract execution or as stated in Bank policies, whichever period is longer.

V. ARRANGEMENTS FOR PROJECT FINANCIAL MANAGEMENT

- 5.1 **Programming and budget.** The financial programming, planning and monitoring of budget execution of the IHSI will be done through Excel. Annually, IHSI will provide annually an operation plan (AOP) and a twelve-month financial plan. The financial plan will coincide with the Haitian fiscal year.
- 5.2 **Accounting, financial reporting and financial management system.** Given the execution mechanism of the operation, direct payments will be made to the unique supplier of technical assistance, UNFPA. ISHI shall prepare and submit

³ Office rent, automobile rent to perform supervision tasks, public service expenses and communication, translations, bank charges, office supplies, advertisement, photocopies mail, etc.

- financial reports for the project covering pertinent calendar semester. The financial report should be received not later than forty-five days (45) after the end of each semester.
- 5.3 **Disbursements and cash flow.** Project financial management may be guided by OP-273-6. The IHSI will prepare an annual planning of the project cash flow needs. No advance will be provided for this operation. Only direct payments, as requested by the Executing Agency (EA), will be processed by the Bank. Payments will be made based on the schedule agreed by donors and the technical progress reports.
- 5.4 **Financial control and reporting.** The audit of the program, which relates to the contract between the IHSI and UNFPA, will be performed in accordance with Bank's Guidelines for Financial Reports and External Audits as described in Section IV. Financial audit cost will be financed by IDB grant and are estimated at US\$20,000. The program financial statements will correspond to the fiscal year. The audit firm will carry out an audit of the program based on specific terms of reference to be agreed between IHSI and the Bank. Note: As per UNFPA's rules and regulations, external auditors hired by IHSI will not have access to UNFPA internal files. Throughout program execution UNFPA will provide the Government of Haiti and the donors with a copy of its audited accounts and the External Auditors' Report.
- 5.5 **Financial supervision plan.** Fiduciary staff of the Bank will perform periodic inspection visits to the IHSI, which are aimed at reviewing the implementation of activities and the execution of financial plan.
- 5.6 **Execution mechanism.** The IHSI will maintain proper archiving systems of all technical and financial reports as well as all disbursement requests submitted to the bank. An AOP and a 12-month financial plan will be submitted to the Bank and will highlight cash flow needs for the execution of project's activities stemming from the AOP.

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

PROPOSED RESOLUTION DE-___/17

Haiti. Nonreimbursable Financing ___/GR-HA to the Republic of Haiti
Institutional Strengthening of the Haitian Statistical and Informatics
Institute (IHSI) and Support for the Fifth Population
and Housing Census

The Board of Executive Directors

RESOLVES:

That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, as Administrator of the IDB Grant Facility (hereinafter referred to as the "Account"), to enter into such contract or contracts as may be necessary with the Republic of Haiti, as Beneficiary, for the purpose of granting it a nonreimbursable financing to cooperate in the execution of the project "Institutional Strengthening of the Haitian Statistical and Informatics Institute (IHSI) and Support for the Fifth Population and Housing Census." Such nonreimbursable financing will be for an amount of up to US\$8,000,000, which form part of the Account, and will be subject to the Terms and Financial Conditions and the Special Contractual Conditions in the Project Summary of the Grant Proposal.

(Adopted on __ _____ 2017)