

STRENGTHENING PUBLIC MANAGEMENT FOR IMPROVED SERVICE DELIVERY

HA-T1254

CERTIFICATION

I hereby certify that this operation was approved for financing under the **Ordinary Capital Strategic Development Program for Institutions (INS)** through a communication dated April 16, 2018 and signed by Dimas Tejero. Also, I certify that resources from said fund are available for up to **US\$350,000** in order to finance the activities described and budgeted in this document. This certification reserves resource for the referenced project for a period of six (6) calendar months counted from the date of eligibility from the funding source. If the project is not approved by the IDB within that period, the reserve of resources will be cancelled, except in the case a new certification is granted. The commitment and disbursement of these resources shall be made only by the Bank in US dollars. The same currency shall be used to stipulate the remuneration and payments to consultants, except in the case of local consultants working in their own borrowing member country who shall have their remuneration defined and paid in the currency of such country. No resources of the Fund shall be made available to cover amounts greater than the amount certified herein above for the implementation of this operation. Amounts greater than the certified amount may arise from commitments on contracts denominated in a currency other than the Fund currency, resulting in currency exchange rate differences, represent a risk that will not be absorbed by the Fund.

Certified:	<u>Original Signed</u> Sonia M. Rivera Chief Grants and Co-Financing Management Unit ORP/GCM	<u>June 8, 2018</u> Date
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Approved:	<u>Original Signed</u> Carlos Santiso Division Chief Institutional Capacity of State Division IFD/ICS	<u>June 8, 2018</u> Date
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TC Document

I. Basic Project Data

▪ Country/Region:	Haiti
▪ TC Name	Strengthening Public Management for Improved Service Delivery
▪ TC Number	HA-T1254
▪ Team Leader/Members:	Edgardo Mosqueira, Team Leader (IFD/ICS); Alejandro Pareja, Alternate Team Leader (IFD/ICS); Jorge Kaufmann, Evelyn Molina, Giovanna Mahfouz (IFD/ICS); Catherine Alexis (CID/CHA); Louis-François Chrétien (LEG/SGO)
• Operational Support, Client Support, or Research & Dissemination:	Operational Support
• Operation Supported by the TC:	Strengthening Public Management for Improved Service Delivery (HA-L1131) and Strengthening the deconcentrated management model for transactional public service delivery (HA-L1138)
• Date of TC Abstract authorization:	April 3, 2018
• Beneficiary:	Republic of Haiti
• Executing Agency and contact name:	Inter-American Development Bank (IDB) through the Innovation in Citizens Services Division (IFD/ICS)
• IDB Funding Requested:	US\$350,000
• Donors providing funding:	Ordinary Capital Strategic Development Program for Institutions INS
• Local counterpart funding:	N/A
• Disbursement period (which includes execution period):	36 months
• Required start date:	March 15, 2018
• Types of consultants (firm or individual consultants):	Individuals/Firms
• Prepared by Unit:	Innovation in Citizen Services Division (FD/ICS)
• Unit of Disbursement Responsibility:	Innovation in Citizen Services Division (IFD/ICS)
• Included in Country Strategy (y/n):	Yes
• TC included in CPD (y / n):	Yes
• Strategic Alignment:	Institutional capacity and rule of law

II. Description of the associated Operation

- 2.1 The TC will support the following operations: (i) HA-L1131: “Strengthening Public Management for Improved Service Delivery”, and (ii) HA-L1138: “Strengthening the deconcentrated management model for transactional public service delivery”.
- 2.2 The main objective of the HA-L1131 is to contribute to the improvement of a selected set of services in the Ministry of Agriculture, Natural Resources and Rural Development (MARNDR) and Ministry of Public Works, Transport and Communications (MTPTC), for which it will support the modernization of the civil service system in charge of OMRH, the remuneration and budgetary execution systems in charge of the MEF, as well as the strengthening of service providers in the MARNDR and MTCPTC.
- 2.3 The HA-L1131 operation is for US\$55 million and is structured in 4 components: (i) strengthening of the human resources management; (ii) strengthening of budget management and salary payments; (iii) strengthening of the integrated financial management systems (IFMS); and (iv) strengthening of the organization and operative capacity of service provider entities. The expected impact of the project would be the improvement of coverage, quality and timeliness in the delivery of the selected services.
- 2.4 The objective of the HA-L1138 operation is to design and implement a new management model for deconcentrated delivery of transactional services,

encompassing the management of shared infrastructure and shared services. Besides the implementation of this new business model, the project is expected to include the completion and repairing of existing administrative and sociocultural centers (known as CASC¹). This comprises the needed adaptations for them to become service centers conforming to good practices.

- 2.5 The HA-L1138 project has a US\$20 million budget. It is expected that the project will have a positive effect on efficiency across government (as a consequence of better management models put in place,) and on transactional costs for citizens and on citizen satisfaction with government procedures (as a consequence of higher quality of service delivery.)

III. Objective and Justification

- 3.1 The objective of this technical cooperation (TC) is to contribute to the institutional strengthening of selected functions and services of the GoH with the aim of improving public sector performance. For this purpose, the TC will support the preparation of assessments of organizational arrangements, processes, and systems whose compliance is required to perform functions and produce services, as well as the implementation of pilots to remove obstacles, bottlenecks, and malfunctions. The expected improvements will provide the models the GoH would use to expand the improvement of functions and services, specially at the deconcentrated level of government operation.
- 3.2 Evidence of weak government's operation and responsiveness to citizens needs is provided by several assessments. The Government Effectiveness Indicator shows that Haitians have a very poor perception on the quality of services, the civil service performance and its degree of independence from political pressures, the quality of policy formulation and implementation, and the credibility of the government's commitment to such policies. Specifically, in 2006 only 8% of the countries in the world rated worse than Haiti in this indicator; in 2016, the number dropped to only 1%.²
- 3.3 The GoH has been implementing several policy reforms aimed to improve key functions in transversal systems operation (public financial management, civil service, and wage bill management) and agencies' performance (particularly through the preparation of reforms plans in the Agriculture, Infrastructure and Education sectors).³ However, implementation of these policies and plans have been facing constraints. For instance, the implementation of civil service reforms to improve human capital quality is not possible due to lack of data and analytics on the number, composition, and cost of the public workforce.⁴ In terms of the production of services, transplanting or even adapting solutions or good practices that work in other environments prove not to be sufficient to make reforms work. Tools to identify, dissect and address functions and services constraints are needed to enable the implementation of reforms. Several

¹ Complexes Administratifs et Socioculturels.

² Evidence of these government weaknesses is provided by the Government Effectiveness Indicator of the World Bank Governance Indicators.

³ Bank projects are supporting the agriculture sector development as well financing a large portfolio of capital expenditures through the MTPTC

⁴ There is evidence from small early retirement programs implemented in the MARNDR confirming the existence of implementation constraints caused by lack of reliable data on the characteristics of the workforce.

methodologies provide solid evidence of tools aimed to improve government functions and services using problem-driven approaches.⁵

- 3.4 The TC activities are justified not only by the weaknesses of the public sector and the constraints to reform described in 3.2 and 3.3 but also because the selected areas of work present the following characteristics:

Transversal public management systems

- An effective and efficient Civil Service is essential to the successful execution of any government's policies and programs. Currently, Haiti's civil service is characterized by weak incentives, low capability and weak establishment management. Specifically, (i) inability to recruit, retain and motivate civil servants due to low and compressed pay; (ii) lack of structured pay and grading and career advancement systems; (iii) unreliable data on employment numbers (civil servants and contracted employees) probably concealing "zombie employment"; and (iv) complex and opaque remuneration "non"- system (allowances).
- A solid management of the budgetary system is a pre-condition to align workforce skills to the need of policy reform implementation. In Haiti the budget execution does not foresee the timely availability of resources to produce the services, because its regulator (the MEF) and the line and sectoral executors lack effective processes and systems that guarantee these transfers and its timely execution.

Delivery of sector services

- *The Agriculture sector* accounts for 47% of total employment and 75% of employment in low-income households, and has an important impact in food security, demographic pressure and income inequality. The MARNDR services are poor; for instance, the sanitary services are among the weakest in the region with 1,58 over 5 sanitary performance rates,⁶ and 43% of farmers claim lack of government agricultural extension services.⁷ Addressing MARNDR development constraints require improvements in its management capacities to implement its policies and services to farmers, all aspects prioritized in the Country Strategy 2012-2021.⁸
- *The MTPTC* executes 43% of the public capital spending which efficiency (based in an efficiency frontier analysis) is significantly lower than the average for the LAC region and LICs. Haiti's "Partial Free Disposal Hull" (PFDH) -metric to measure the frontier analysis- score (at 0.5 on 0.5–1.2 range) is among the lowest in the world.⁹ The country's score in the World Bank Logistics Performance was 1.72, in 2016 (where 1=worst, and 5=best), inferior to the Latin American average of 2.57. The roads' inadequate quality and reduced coverage undermines both the provision of basic services to the rural population and the competitiveness of

⁵ Harvard University Building State Capability (BSC) program with the Problem-Driven Iterative Adaptation (PDIA) methodology (<https://www.cgdev.org/publication/escaping-capability-traps-through-problem-driven-iterative-adaptation-pdia-working-paper>) and the World Bank with Rapid Assessments and Action Plans (RAAPs) (<http://www.globaldeliveryinitiative.org/library/tools/rapid-assessments-and-action-plans-raap>) are two examples of these type of methodologies.

⁶ World Organization for Animal Health (OIE) and Inter-American Institute for Cooperation in Agriculture (IICA).

⁷ Haiti CDC 2017.

⁸ The diagnoses and lessons learned attribute the current inefficiency of the MARNDR to cross-cutting weaknesses, such as: difficulties in establishing priorities through firm sector policies; weak planning, programming and budgeting capacities, which affect the relevance of the allocation of resources by the Treasury and donors; and lack of a culture based on results, accountability mechanisms and monitoring and evaluation capacities. Haiti CDC 2017.

⁹ IMF Country Report No. 15/158.

Haitian exports. This situation is underpinned by MTPTC poor governance and weak technical capacity to execute the large portfolio in the transport sector.

Deconcentrated service delivery based on the CASC network

- Regarding deconcentration of services the Bank has supported through operation HA-L1002 the construction of CASC at each Department's capital city. An administrative center is an office building, a workplace for civil servants. The sociocultural aspect involves spaces for community and cultural activities. The project succeeded in building some of the planned complexes which are currently being used, some partly. Although they were not designed as service centers (i.e. as a place where citizens go to request services or comply with some regulation requirement) the buildings are partially being used as such. On the other hand, infrastructures lack a management model. This entails inefficiencies and low quality of service. A team mission identified in all operative buildings significant weaknesses that render them highly dysfunctional.
- The described situation implies that buildings may need adaptations and new management models should be implemented. The government has also identified the need to construct and implement new administrative and service centers in new locations, to be managed under the same management model. This implies the need of standards to be applied to all new buildings. All these requirements are expected to be satisfied through a new operation, HA-L1138, whose preparation process is about to start. The business and management models for the national service delivery system that will encompass all CASCs, old and new, and other service delivery initiatives¹⁰, require a previous information gathering process aimed at determining the detailed scope thereof. Existing and new CASC will be managed by the Ministry of Planning (MPCE) following guidelines from a steering committee composed by MPCE, OMRH¹¹, MEF, and Ministry of the Interior (MICT).
- The models should encompass service delivery best practices (a citizen-centered model) and shared services and shared infrastructures management. The citizen-centered service delivery model encompasses the following dimensions: processes, human resources, information technologies and service centers design standards and location. The models should have a reasonable level of sustainability. Participation of the private sector is an alternative to be considered.

3.5 The support of transversal systems and sectors reforms selected in this TC are highlighted by the Country Development Challenges (CDC) for Haiti document as key areas where the Bank should support reforms. This is reflected among the strategic priorities included in the IDB Country Strategy 2017-2021 for Haiti¹². The TC outcomes will be used as model reforms and will also be supported and extended by operations HA-L1131 and HA-L1138. The eligible activities of the Fund this TC will finance are: (i) improvements to service delivery and policy implementation; and (ii) institutional strengthening activities. Likewise, this TC is aligned operation with the Updated Institutional Strategy (AB-3008) (Institutional Capacity and Rule of Law) and with the objectives and expected results of the Ordinary Capital Strategic Development Program for Institutions (GN-2819-1).

¹⁰ An initiative of service centers is being rolled out by the current administration. It's called CRLDI (Centres de Réception et Livraison de Documents d'Identité). Some of its service centers are inside CASCs.

¹¹ Government body in charge of the human resources management and the human talent creation.

¹² Namely: increase in the agriculture productivity and improve the transport infrastructure.

3.6 For the preparation of all the diagnosis and studies to be financed with this TC will be taken into consideration the diagnosis and specific studies have been already conducted in OMRH, MARNDR and MTPTC¹³ and thus avoiding duplications and increasing knowledge on the basis of existing knowledge about these matters. Likewise, the implementation of the TC (and later, of the programs) will be coordinated with the support provided by other donors, specially the World Bank and the European Union, in order to avoid duplications.¹⁴ Among the many lessons learned that deserve to be cited are those related to the importance of preparing a solid monitoring and evaluation framework during the design stage of the project (HA-L1003) and the importance of collaboration and alignment among donors (HA-L1042).

IV. Description of activities and outputs

4.1 **Component 1: Supporting transversal public management systems.** The objective of this component is to strengthen public management systems in civil service and the budget. The main activities supported by this component will be:

a) *Human resources and wage bill:*

- Design of the methodology for a civil service census and registration program, aimed to implement a biometric identification system for public workers (for salaries management purposes), its implementation will be financed by the operation HA-L1131.¹⁵
- Wage Bill Analysis to propose measures aimed to improve the salaries grid composition.
- A set of civil service reform proposals to improve recruitment, selection, evaluation and promotion of public employees, including policies to strengthen women access to the public sector.
- Design of a voluntary early retirement program, and its feasibility analysis in one of the pilot services.
- Design and carry out a training program on the voluntary early retirement and recruitment models.

b) *Budget system:*

- Budget Execution Processes Review to identify the actual administrative steps, time and administrative offices participating in the execution of selected budget processes, which will be used to deliver, and test streamlined and transparent payment processes. Testing of the proposed processes will be completed in one of the pilot services.
- A Political Economy Analysis of the public budget process to identify the main drivers affecting budget predictability and credibility, which will deliver strategies to overcome these constraints.

¹³ For example: OMRH/UNDP (Feb. 2013) "Réforme Administrative et Décentralisation Oct.2012-Sep.2017. Programme-Cadere de Réforme de l'Etat"; Pousse, E y Bonnet J. (2013) "Appui a la preparation du plan de réforme institutionnelle du MARNDR 2013-18" and Pigrau Abraham, F. (Aug. 2015) "Diagnostic et Alignement des Solutions". Ministère des Travaux Publics Transports et Communications (MTPTC).

¹⁴ For example, the donors' table on Modernization of the State led by OMRH and USAID; and the group of donors on Public Finance Reform led by the European Union.

¹⁵ The 2014 census did not implement, in parallel, a biometric identification system. However, its information is currently in the Human Resources Management System (SIGRH) which is poorly used. An assessment of the quality of this information is needed.

- A diagnostic of the Information & Technology (IT) needs of MEF and/or OMRH for strengthening budget operation and management of the civil service, respectively.¹⁶
- Issuance of new budgetary procedures and regulations.
- Design and carry out a training program on the new budgetary procedures and regulations

4.2 **Component 2: Supporting the improvement of sectors' functions and services.**

The objective of this component is to design and implement pilots to support the implementation of functions and services reforms in the MARNDR and MTPTC. The pilots will be later incorporated in the operation HA-L1131 as part of the operation's design to expand functions and services reforms to other sectors. The main activities supported by this component¹⁷ will be:

- a) Updating of the MARNDR Functional Review, Operational Review and Personnel Composition Assessment to use them as a roadmap for MARNDR reform plans to be supported by the operation HA-L1131.¹⁸
- b) Elaboration and implementation of Action Plans to improve selected services. This will comprise the assessment of functions and service delivery in two pilot services: the MARNDR Sanitary Protection Sub-Program and the MTPTC Planning and Road Maintenance Division. The methodology to be used will be based in a problem-driven and iterative approach (PDIA) to implement measures to adjust the organization, processes operation, resources allocation, human resources composition and front office arrangements required to improve the selected services.
- c) Elaboration of a study for the Studies and Evaluation Unit (UEP) of the MARNDR for the monitoring function strengthening, regarding (i) public policy M&E tools; and (ii) specifications for an information system to monitor public investments.
- d) Updating and finalization of the MARNDR's programmatic plan that is in charge of the UEP.

4.3 **Component 3: Design of a new management model to improve the deconcentrated service delivery based on the CASC network.**

The main objective of this component is to improve citizens access to services through the design of a comprehensive service delivery model. The main activities financed by this component are:

- a) Current situation assessment and definition of design standards for centers encompassing both administrative and service functions.
- b) Design of a Business (services to be provided, demand assessment, etc.) and Management (operational) Model to improve the operation of CASC and their integration with the other contact channels (phone and web) and other service delivery initiatives. The design will include a general shared services and shared infrastructures model under a general public assets management model. It will also include the identification of the adaptations needed in each CASC for

¹⁶ This diagnostic would include modules of the Système Intégré de Gestion des Finances Publiques (SIGFIP) of the MEF and systems of the OMRH.

¹⁷ Regarding the three first points, this includes the preparation, or review and update of them. In the case of the MARNDR the most recent Functional Review was elaborated in Sep-2013, the Operational Review in May-2014 and the Personnel Composition Assessment in May-2014.

¹⁸ Functional Review was elaborated in Sep-2013, the Operational Review in May-2014 and the Personnel Composition Assessment in May-2014.

implementing the new models and an assessment of the sustainability of these new models once implemented.

- 4.4 It is planned the dissemination of some of the expected outputs, especially those of more general interest. These will be posted in an appropriate place within the Bank’s website. In addition, two technical meetings will be scheduled, one with the government and another one with the donor community.
- 4.5 **Expected results.** They are: (a) Increased knowledge about the weaknesses of the analyzed entities (OMRH, MEF, MARNDR and MTPTC) and recommendations for their strengthening; and (b) a first unified vision of the status of transactional services delivery in Haiti and the models produced by this TC adopted or marked for adoption by the Government. The details of the main outcome and the products of this TC (Indicative Results Matrix) are shown in Annex III.

V. Budget

- 5.1 The total funding of this TC is for US\$350,000 financed by the Ordinary Capital Strategic Development Program for Institutions INS. There is no local contribution and the budget details are in the following table:

Component	IDB/Fund Funding	Total Funding
Component 1: Supporting transversal public management systems	120,000	120,000
Component 2: Supporting the improvement of sectors’ functions and services	130,000	130,000
Component 3: Design of a new management model to improve the deconcentrated service delivery based on the CASC network	100,000	100,000
Total	US\$350,000	US\$350,000

- 5.2 **Procurement.** The Bank will contract individual consultants, consulting firms and non-consulting services in accordance with Bank’s current procurement policies and procedures (GN-2765-1; GN-2303-20; AM-650).

VI. Executing agency and execution structure

- 6.1 The executing agency will be the Bank, through the Division of Innovation in Citizen Services (IFD/ICS) since there are several government entities involved, which makes the execution more complex. All administrative and technical oversight procedures will be the responsibility of IFD/ICS in coordination with the teams designated by the Haitian government. The IFD/ICS team will coordinate with Bank’s relevant sector divisions (CSD/RND and INE/TSP), and contract the consultants, organize the activities and supervise the developed products. Coordination with the Haitian authorities will be carried out through technical and administrative coordination meetings (with at least the participation of OMRH and MEF) and joint review of terms of reference and evaluations of technical reports.
- 6.2 For component 3 execution will be carried out together with a government committee, coordinated by a focal point from the Office of the Prime Minister and integrated by the Ministry of the Economy (MEF, in charge of budget), the Ministry of the Interior (MICT, in charge of deconcentration), OMRH (in charge of quality of public services policies),

the Primature and possibly other ministries. One important reason for execution by the Bank of this component is that currently CASCs have no management and no institution effectively in charge. The management model to be designed will contribute to fill that vacuum. In order to contribute to ownership by the government, it will be required that the focal point or a delegate participate in all information gathering activities as well as in the review and approval of the model.

VII. Project Risks and issues

7.1 The following risk and mitigation measures have been identified.

Risks	Mitigation
Some of the activities are delayed due to lack of coordination between main actors.	Bank executes the TC and takes contact with GoH agencies and donors. First, GoH agencies and individuals responsible for coordination of activities required for the execution of the analysis are identified. Thus, weekly meetings will be held with OMRH and MEF, and if it is necessary also with MARNDR and MTPTC for technical and administrative coordination (para. 5.1) and for component 3 execution will be carried out together with a government committee (para. 5.2). Coordination mechanisms that will be implemented in the operations HA-L1131 and HA-L1138 will reinforce these risk mitigation measures.
Lack of GoH ownership of and commitment with the reforms.	The TC was requested by the GoH as a priority. The Office of the Prime Minister jointly with the MEF have held meetings with the team ratifying their interest in the proposed studied and their importance for project preparation purposes.

VIII. Environmental and Social Classification

8.1 This TC will not finance any civil structure. There are no environmental or social risks associated with the activities outlined in this operation; therefore, its environmental classification is "C", according to the Environment and Safeguard Compliance Policy (OP-703). (See [Safeguard Policy Filter Report](#) and [Safeguard Screening Form](#)).

Required Annexes:

ANNEX I: [Letter of the Government](#)

ANNEX II: [Terms of Reference](#)

ANNEX III: [Results Matrix](#)

ANNEX IV: [Procurement Plan](#)



RÉPUBLIQUE D'HAÏTI

**MINISTÈRE
DE L'ÉCONOMIE ET DES FINANCES**

Le Ministre

No.DEE/BM/BID/377-juil17

Port-au-Prince, le.....**11 JUL. 2017**

Monsieur Koldo **ECHEBARRIA**
Représentant Résident
Banque Interaméricaine de Développement (BID)
En ses Bureaux.-

Objet : requête de financement pour un programme d'appui à la modernisation de l'Etat et une coopération technique devant en faciliter la préparation

Monsieur le Représentant Résident,

Suite à la rencontre de haut niveau tenue le 3 juin dernier en la Résidence de son Excellence le Premier Ministre, j'ai l'honneur, en tant que Gouverneur pour Haïti de la Banque Interaméricaine de Développement, de solliciter la mobilisation d'un montant de soixante-cinq millions de dollars américains (65,000,000.00 USD) de la Facilité de Don pour Haïti en vue d'assurer le financement d'un Programme d'appui à la Modernisation de l'Etat. Ce programme devra être préparé dès cette année et approuvé par le Conseil d'Administration de la Banque au plus tard lors du premier semestre 2018.

Par ailleurs, en vue d'assurer une préparation de qualité du dit programme, je sollicite également de la BID la mobilisation d'une assistance technique non remboursable pour un montant d'environ cinq cent mille dollars (US \$ 500,000.00). Cette coopération devra être mobilisée dans les meilleurs délais ; elle pourra être exécutée directement par la Banque, afin de valoriser de manière efficiente son expérience en la matière, mais cette exécution devra être étroitement coordonnée avec l'Office de Management et des Ressources Humaines (OMRH) et le Ministère de l'Economie et des Finances, qui seront les contreparties officielles de votre équipe sur ce dossier.

Le Ministère de l'Économie et des Finances saisit l'occasion voue prie d'agréer, **Monsieur le Représentant Résident**, l'expression de sa considération distinguée.

Jude Alix Patrick **SALOMON**

Cc : Monsieur Jack Guy **LAFONTANT**, Premier Ministre
Monsieur Josué **PIERRE-LOUIS**, Coordonnateur Général de l'OMRH

Terms of Reference #1 (output 1.1)

IFD/ICS

HAITI - Methodology for a civil service census and registration program - Products and External Services Contractual (PEC)

Background

The management of the civil service -human resource planning policies, recruitment and selection, professional development, and the incentives for professionalization, among other- are critical conditioning factors when it comes to attracting, retaining, and motivating suitable staff to carry out strategic public policies and delivery of services provided by any State. Moreover, managing the State's human resources is also important due to the sheer volume of resources that taxpayers invest to finance this workforce.

Despite its importance, this issue has yet to become a priority of the public-sector reform agenda. This is due to both the technical and the political complexity implied by modifying the status quo in civil service management and to the perception that the benefits will be seen only over the long term, whereas the costs will be felt immediately.

In the case of Haiti, poor governance and institutions' weaknesses are major impediments to Haiti's sustainable development. The country's underperforming institutions create disincentives to economic activity and vulnerability to shocks, giving way to erratic economic activity and modest projections for growth rates. In several governance and institutional indicators Haiti is considered among the weakest countries, for example in the ranking of most fragile states, the nation ranks 11 among 178 countries. Haiti has only modestly improved in three aggregate governance indicators published by the World Bank between 1998 and 2015, and decreased in the remaining three, having a steady fall in the indicator of Government Effectiveness, where it is placed in the worst position in the world, only surpassed by South Sudan and Somalia.

Among Haiti's institutional weaknesses, one that is critical, is current situation of the Civil Service, with gaps in capacities, low salaries, and poorly distributed staff within their respective agencies and throughout the country.¹ In addition, Haiti's civil service is characterized by low capability and weak establishment management. Specifically, (i) inability to recruit, retain and motivate civil servants due to low and compressed pay; (ii) lack of structured pay and grading and career advancement systems; (iii) unreliable data on employment numbers (civil servants and contracted employees) probably concealing "zombie employment"; and (iv) complex and opaque remuneration "non"- system (allowances).

Consultancy objective(s)

Design of the methodology for a civil service census and registration program, aimed to implement a biometric identification system for public workers.

Main activities

The selected candidate will perform the following activities:

¹ Tommaso, Giulio (2017) "The State of the Haitian Public Administration: A Preliminary Assessment". Consultancy study prepared at the request of the Inter-American Development Bank.

- i. Desk review based in relevant documents from the Government of Haiti (GoH), international organizations (IMF, WB, IDB), donors, NGOs and other stakeholders, about the civil service and the system of payment of salaries to public officials in Haiti. Likewise, it will have to hold meetings, exchanges of information and a close relationship of collaboration with the Office of Management of Human Resources (OMRH) and the Ministry of Finance (MEF);
- ii. Elaborate a draft report on the design of the methodology for a civil service census and registration program, aimed to implement a biometric identification system for public workers (for salaries management purposes), its implementation will be financed by the operation HA-L1131;²
- iii. Elaborate the final report of the final report of the methodology.

Reports / Deliverables

The deliverables are the following:

1. Work plan: two weeks after signing the contract.
2. Draft report on the design of the methodology for a civil service census and registration program, aimed to implement a biometric identification system for public workers.
3. Final report.

Payment Schedule

- 15% upon signature and delivery of product 1, acceptable to the IDB
- 35% upon delivery of product 2, acceptable to the IDB
- 50% upon delivery of product 3, acceptable to the IDB

Qualifications

- *Academic Degree / Level & Years of Professional Work Experience:* Masters level degree and at least 15 years of experience in public management and human resources management.
- *Languages:* Spanish or English mandatory. French desirable.
- *Areas of Expertise:* Human Resources Management and Pay Policy; Public Sector Reform.
- *Skills:* Excellent oral and written communication skills, team work, results-oriented professional.

Characteristics of the Consultancy

- Consultancy category and modality: Products and External Services Contractual, Lump Sum
- Contract duration: 6 months, with an equivalent of 20 days of work (including one week-trip to Haiti).
- Place(s) of work: External consultancy
- Responsible person (supervisor): Edgardo Mosqueira (IFD/ICS) edgardomo@iadb.org.

² The 2014 census did not implement, in parallel, a biometric identification system. However, its information is currently in the Human Resources Management System (SIGRH) which is poorly used. An assessment of the quality of this information is needed.

Terms of Reference #2 (outputs 1.2, 1.3, 1.4 and 1.5)

IFD/ICS

HAITI - Civil Service study of specific issues for Ministry of Agriculture, and Ministry of Public Works, Transportation, and Communications - Products and External Services Contractual (PEC)

Background

The management of the civil service -human resource planning policies, recruitment and selection, professional development, and the incentives for professionalization, among other- are critical conditioning factors when it comes to attracting, retaining, and motivating suitable staff to carry out strategic public policies and delivery of services provided by any State. Moreover, managing the State's human resources is also important due to the sheer volume of resources that taxpayers invest to finance this workforce. Despite its importance, this issue has yet to become a priority of the public-sector reform agenda. This is due to both the technical and the political complexity implied by modifying the status quo in civil service management and to the perception that the benefits will be seen only over the long term, whereas the costs will be felt immediately.

In the case of Haiti, poor governance and institutions' weaknesses are major impediments to Haiti's sustainable development. The country's underperforming institutions create disincentives to economic activity and vulnerability to shocks, giving way to erratic economic activity and modest projections for growth rates. In several governance and institutional indicators Haiti is considered among the weakest countries, for example in the ranking of most fragile states, the nation ranks 11 among 178 countries. Haiti has only modestly improved in three aggregate governance indicators published by the World Bank between 1998 and 2015, and decreased in the remaining three, having a steady fall in the indicator of Government Effectiveness, where it is placed in the worst position in the world, only surpassed by South Sudan and Somalia. **Among Haiti's institutional weaknesses, one that is critical, is current situation of the Civil Service, with gaps in capacities, low salaries, and poorly distributed staff within their respective agencies and throughout the country.**³

Consultancy objective(s)

Study some issues of the civil service in Haiti. Mainly a wage bill analysis in the public sector, analyzing in more detail the civil servants of the Ministry of Agriculture (MINAG) and Ministry of Public Works, Transportation, and Communications (MTPTC).

Main activities

The selected candidate will elaborate the following analysis regarding the **civil service**:

- (i) **Wage Bill Analysis** (including skills, ages and gender of employees), analyzing in more detail MINAG and MTPTC, to propose measures aimed to improve the salaries grid composition.
- (ii) **A set of Civil Service reform proposals** to improve recruitment, selection, evaluation and promotion of public employees, including policies to strengthen women access to the public sector.

³ Tommaso, Giulio (2017) "The State of the Haitian Public Administration: A Preliminary Assessment". Consultancy study prepared at the request of the Inter-American Development Bank.

- (iii) **Design of a voluntary early retirement program, focused on MINAG and MTPTC.** This will be part of an analysis of the current salary scale of the public sector (indicating if there are special salary scales for MINAG and MTPTC), and the preparation of a new scale proposal. This new scale will be based on a wage bill simulation model. The building of the model would include but is not limited to (a) review of relevant laws and regulations on civil service compensation and allowances, (b) data collection, merging of data bases, data cleaning, (c) customization of the wage bill model ready, and (d) the mentioned proposal for an early voluntary retirement program for MINAG and MTPTC.
- (iv) **Design and carry out a training program on the voluntary early retirement and recruitment models.**

Reports / Deliverables

The deliverables are the following:

4. Work plan: two weeks after signing the contract
5. Draft report
6. Final report
7. Presentation summarizing findings

Payment Schedule

- 15% upon signature and delivery of product 1, acceptable to the IDB
- 30% upon delivery of product 2, acceptable to the IDB
- 45% upon delivery of product 3, acceptable to the IDB
- 10% upon delivery of product 4, acceptable to the IDB

Qualifications

- **Academic Degree / Level & Years of Professional Work Experience:** Masters level degree and at least 15 years of experience in public management and human resources management.
- **Languages:** French mandatory; and English or Spanish mandatory too.
- **Areas of Expertise:** Human Resources Management and Pay Policy; Public Sector Reform.
- **Skills:** Excellent oral and written communication skills, team work, results-oriented professional.

Characteristics of the Consultancy

- Consultancy category and modality: Products and External Services Contractual, Lump Sum
- Contract duration: 6 months, with an equivalent of 20 days of work (including one week-trip to Haiti).
- Place(s) of work: External consultancy
- Responsible person (supervisor): Edgardo Mosqueira (IFD/ICS) edgardomo@iadb.org.

Terms of Reference #3 (product 1.6)

IFD/ICS

HAITI – Budget Execution Processes Review - Products and External Services Contractual (PEC)

Background

Haiti has made some economic progress although sustainable growth remains to be a significant challenge. Haiti's rate of economic growth has been 2.1% annually on average between 2006 and 2015. Despite been low, the rate is higher than previous decades, when greater economic and political instability hampered economic activity. In this period, several economic and social indicators have improved. Notably, extreme poverty dropped by 7 percentage points from 31% in 2001 to 24% in 2012. Other indicators show also improvements; for instance, on access to education: net primary enrollment grew from 50-60% in the early 2000 to 90% in 2015. Health indicators have also improved: the mortality rate for children under 5 years decreased from 105‰ in 2000 to 69‰ in 2015.

Haiti faces deep rooted social and economic challenges. Low productivity growth and high variability of GDP growth remain. Haiti's per capita GDP has decreased in the last decades, rooted in negative growth of productivity. This fact reflects little investment in human and physical capital, in the context of an economy characterized for the predominance of "extractive" institutions.

Poor governance and institutions' weaknesses are major impediments to Haiti's sustainable development. The country's underperforming institutions create disincentives to economic activity and vulnerability to shocks, giving way to erratic economic activity and modest projections for growth rates. In several governance and institutional indicators Haiti is considered among the weakest countries, for example in the ranking of most fragile states, the nation ranks 11 among 178 countries. Haiti has only modestly improved in three aggregate governance indicators published by the World Bank between 1998 and 2015, and decreased in the remaining three, having a steady fall in the indicator of Government Effectiveness, where it is placed in the worst position in the world, only surpassed by South Sudan and Somalia. Among its institutional weaknesses, one that is critical, is the allocation of public resources via the budget.

In relation to the budget, the evidence with which it is stated indicates that a budget process in practice is not followed in Haiti, as it is established in the last Public Expenditure Review (World Bank, 2016). The annual budget cycle for investments is seldom followed. The process for the preparation and the execution of the operating budget and the investment budget are established by decree, according to a set schedule. However, these two budgets are prepared in parallel through separate processes managed by the Ministry of Economy and Finance (MEF) and the Ministry of Planning and External Cooperation (MPCE), respectively. In addition, the set

schedule is seldom followed, and important delays have been observed. Furthermore, the current budget cycle does not allow appropriate ministry participation, particularly when it comes to project selection, which is performed by the MPCE without reference to the sponsoring ministry.

The Public Expenditure Management and Financial Accountability Review - PEMFAR - (World Bank, 2008) provides a diagnosis of existing systems and capacity in public expenditure management and financial accountability as well as the intersectoral and intra-sectoral allocation of expenditures for key priority sectors. Regarding the budget process, it is observed: First, the budget allocation of expenditures is highly centralized and regressive. Only 28 percent of the FY2006–07 budget was granted to the ten departments. Moreover, the distribution of resources between departments seems not to reflect the poverty incidence as the poorest departments were granted less resources in FY2007 budget than the richest ones. Second, planning the execution of the investment budget has become very difficult. This is by the structure of Haiti's public spending, in particular the investment budget, which is mainly determined by foreign aid flows, which are volatile. Other features of the budget process are the following: (i) The links between sectoral policies and priorities and the budget are weak. The budget is only based on projections of activity during the previous year and is not rooted in a medium-term expenditure framework; (ii) There are many off-budget operations. The profusion of off-budget accounts and activities severely constrains MEF's ability to control resource allocation and public spending. A large part of public spending is channeled through ministries' "own resources" collected by the Ministry Departments and agencies (MDAs), and special accounts of the Treasury; (iii) Budget execution is inefficient. It is affected mainly by the lack of cash flow planning and monitoring and the weak capacity of the line ministries. The budget execution process is also lacking a manual, as the existing one is outdated and does not reflect updates in the Public Financial Management (PFM) system. Also, budget allocations approved for regional departments are made available with significant delays resulting in slow implementation of activities at that level; and (iv) Lack of planning – budget articulation weakens also expenditure control and monitoring.

Consultancy objective(s)

The general objective of the consultancy is to analyze the Public Budget Process in Haiti.

Main activities

- iv. Desk review based in relevant documents from the Government of Haiti (GoH), international organizations (IMF, WB, IDB), donors, NGOs and other stakeholders, of the budgetary process in Haiti;
- v. Complement the desk review with a field work in Haiti to hold interviews and collect additional data if it is required;
- vi. Prepare a document analyzing the Public Budget Process in Haiti.

Report / Deliverables

1. Elaborate a working plan, and a preliminary annotated outline of the analysis of the Public Budget Process in Haiti.

2. Based on activity “i”, prepare a draft analysis of the Public Budget Process in Haiti.
3. Based on activity “ii”, prepare a final analysis of the Public Budget Process in Haiti.

Payment Schedule

15% upon signing the contract and delivery of product 1
35% upon delivery of product 2
50% upon delivery of product 3

Qualifications

Education:

- Studies in Political Science, Economics or Public Administration

Professional Experience

- At least 10 years in developing countries

Language:

- Proficiency in English is required. Ability to read in French is desirable.

Characteristics of the Consultancy

- Consultancy category and modality: Products and External Services Contractual, Lump Sum
- Contract duration: 6 months, with an equivalent of 20 days of work (including one week-trip to Haiti).
- Place(s) of work: External consultancy
- Responsible person (supervisor): Edgardo Mosqueira (IFD/ICS) edgardomo@iadb.org.

Terms of Reference #4 (product 1.7)

IFD/ICS

HAITI – A Political Economy Analysis of the Public Budget process - Products and External Services Contractual (PEC)

Background

Haiti has made some economic progress although sustainable growth remains to be a significant challenge. Haiti's rate of economic growth has been 2.1% annually on average between 2006 and 2015. Despite been low, the rate is higher than previous decades, when greater economic and political instability hampered economic activity. In this period, several economic and social indicators have improved. Notably, extreme poverty dropped by 7 percentage points from 31% in 2001 to 24% in 2012. Other indicators show also improvements; for instance, on access to education: net primary enrollment grew from 50-60% in the early 2000 to 90% in 2015. Health indicators have also improved: the mortality rate for children under 5 years decreased from 105‰ in 2000 to 69‰ in 2015.

Haiti faces deep rooted social and economic challenges. Low productivity growth and high variability of GDP growth remain. Haiti's per capita GDP has decreased in the last decades, rooted in negative growth of productivity. This fact reflects little investment in human and physical capital, in the context of an economy characterized for the predominance of "extractive" institutions.

Poor governance and institutions' weaknesses are major impediments to Haiti's sustainable development. The country's underperforming institutions create disincentives to economic activity and vulnerability to shocks, giving way to erratic economic activity and modest projections for growth rates. In several governance and institutional indicators Haiti is considered among the weakest countries, for example in the ranking of most fragile states, the nation ranks 11 among 178 countries. Haiti has only modestly improved in three aggregate governance indicators published by the World Bank between 1998 and 2015, and decreased in the remaining three, having a steady fall in the indicator of Government Effectiveness, where it is placed in the worst position in the world, only surpassed by South Sudan and Somalia. Among its institutional weaknesses, one that is critical, is the allocation of public resources via the budget.

In relation to the budget, the evidence with which it is stated indicates that **a formal budget process in practice is not followed in Haiti**, as it is established in the last Public Expenditure Review (World Bank, 2016). The annual budget cycle for investments is seldom followed. The process for the preparation and the execution of the operating budget and the investment budget are established by decree, according to a set schedule. However, these two budgets are prepared in parallel through separate processes managed by the Ministry of Economy and Finance (MEF) and the Ministry of Planning and External Cooperation (MPCE), respectively. In

addition, the set schedule is seldom followed, and important delays have been observed. Furthermore, the current budget cycle does not allow appropriate ministry participation, particularly when it comes to project selection, which is performed by the MPCE without reference to the sponsoring ministry. Other main weaknesses identified on the investment planning-budgeting process are the following: (a) a multi-year planning is still lacking; (b) strategic coordination among ministries for multi-sectoral projects is limited; and (c) project classification used in the budget and in the project reference (PIP) is unreliable. The same PIP can be used for more than one project; it is assigned to some projects different codes from one year to another; and can be assigned identical codes to different projects.

The Public Expenditure Management and Financial Accountability Review - PEMFAR - (World Bank, 2008) provides a diagnosis of existing systems and capacity in public expenditure management and financial accountability as well as the intersectoral and intra-sectoral allocation of expenditures for key priority sectors. Regarding the budget process, it is observed: First, the **budget allocation of expenditures is highly centralized and regressive**. Only 28 percent of the FY2006–07 budget was granted to the ten departments. Moreover, the distribution of resources between departments seems not to reflect the poverty incidence as the poorest departments were granted less resources in FY2007 budget than the richest ones. Second, **planning the execution of the investment budget has become very difficult**. This is by the structure of Haiti's public spending, in particular the investment budget, which is mainly determined by foreign aid flows, which are volatile. Other features of the budget process are the following: (i) **the links between sectoral policies and priorities and the budget are weak**; (ii) **there are many off-budget operations**; (iii) **budget execution is inefficient**; and (iv) **Lack of planning – budget articulation weakens also expenditure control and monitoring**. Formal coordination mechanism to link aid policies, project and programs to the country's priorities and budget needs is not established. A large part of externally financed expenditures is executed outside the budget, with donors using their own implementation arrangements. This results in poor information flow between the spending ministries and the MEF and the MPCE, poor coordination between the development partners and the Government, the lack of a clear framework for the execution of those expenditures and the lack of database related to project-based assistance.

Lack of compliance of the formal budget process and the weaknesses of the actual process may respond to several causes including their poor design, weak human resources as well as incentives preventing its compliance and promoting informal practices. The IDB plans to implement a business processes analysis to map the trajectory of the budget preparation and execution processes through administrative steps and public instances, to better understand the way formal and informal practices operate. Jointly with this analysis, the IDB will prepare an analysis of the budget process' stakeholders and incentives, as well as their operation, to better understand how formal regulations, informal practices and corporate culture influence the management of the budget.

In summary, the general diagnosis suggest three characteristics of the budget process: (i) fiscal resources are assigned through a political process (Congress approval) but their final control

(allocation) is highly centralized in the Central Government; (ii) donors resources -the main source of public sector financing- are controlled by Central Government ministries through direct negotiation with international cooperation agencies; and (iii) information on resources availability and execution is poor.

Consultancy objective(s)

The general objective of the consultancy is to assess the functioning of the budget institutions in Haiti to distill conclusions regarding: (i) performance failures on the expected outcomes of the budget processes, and (ii) potential reform recommendations based in a solid assessment of political realities and constraints of reforms. Using empirical data, the assessment will identify official's behavior and motives in the compliance -or lack of- the budget rules, as well as how the latter set incentives that influence the former. It is expected that the assessment will show how the structure of budget institutions and the behavior of political actors drive the operation of the budget and its final -weak- outcomes, explaining how political factors and incentives model the budget process practices and outcomes.

Some of the hypothesis to be assessed are described as follows:

- There are no incentives for politicians at Congress to increase revenue collection as they do not have control over expenditures.
- Lack of strong political parties weakened accountability, as congressmen do not find incentives in exert formal control on the use of resources as this could imply lack of access to informal negotiation processes used to allocate resources to specific projects or rents.
- The presidency is in hands of clientelist webs controlled or organized across sector budgets and projects. The Presidency cannot control sectors or freely assigned resources to projects because its own political stability requires support from clientelist webs.
- Planning is poor because its enforcement is difficult. The presidency cannot enforce plans at sector level (ministries) because expenditure allocation and execution are captured by sectoral clientelist webs.
- As horizontal accountability does not work (Congress and presidency do not control ministries expenditures), public expenditure is defined by ministries based on incentives set by clientelist webs which in turn open opportunities for corruption.
- Vertical accountability is also blocked by clientelist webs which prevent the allocation of resources based on priorities set by a social contract. Subsidies to vulnerable groups could be influenced by clientelist webs instead of being allocated on neutral and objective criteria, which could be overcome through universal subsidies in combination with effective and equalizing tax policies.
- Incentives for public servants' performance are influenced by the existence of clientelist webs and the lack of accountability reflected on poor monitoring of programs and public employee performance.

Main activities

- i. In coordination with experts in charge of the preparation of a process mapping of the budget cycle (which will include procedures related to the stages of budget planning, formulation, approval, and execution), identify the following institutional settings: key stakeholders of the budget process, organizational design features, formal regulations, informal practices and bureaucracy culture aspects which influence-cause budget performance failures.
- ii. Assess how the above described institutional settings set incentives driving political actors and officials' behavior affecting negatively the budget process outcomes. The criteria to assess budget effectiveness will be proposed by the consultants. Criteria to be considered should include: comprehensiveness, reliability, alignment of budget and policies and other factors contributing to a transparent process/sustainable budget that respond to priorities reflecting broad consensus and political agreements.
- iii. Based on the findings of paragraph ii propose a set of reform recommendations that best fit the institutional reality of Haiti, aimed to put in place incentives and institutional arrangements that would promote better budget process outcomes.
- iv. Design the analytical methodologies to be used for the assessments included in paragraph i, ii and iii. The implementation of large data collection surveys or specific experiments will be discussed as part of the Working Plan as well as their cost and financing. Their implementation will depend on the availability of funds.
- v. Lead the field work in Haiti to collect the information required for the analysis, and supervise the consultant who will be in charge of the conduction of interviews, surveys, data analysis and the implementation of experiments.

Reports / Deliverables

1. Working plan to implement the activities included in previous paragraphs.
2. Preliminary annotated outline of the assessment, including a brief explanation about the analytical methodologies to be used in the assessment.
3. Paper on the political economy of the budget process operation in Haiti. This paper should include at least: a description of the current operation of the budget process, a mapping of actors and identification of their interests, a description of how they operate and influence the budget, analysis of the lack of alignment between budget and government priorities (planning), and incentives that could be adversely affecting better results in budget execution. Special attention should be paid to the investment budget.

Payment schedule

20% upon signing the contract

15% upon the delivery of working plan (product 1)

25% upon the delivery of preliminary annotated outline of the assessment (product 2)

40% upon delivery of the paper on the political economy of the budget process operation in Haiti to IDB's agreement, including Bank's comments to an early version (product 3)

Qualifications

Education:

- PhD in Political Science, Economics or Public Administration

Professional Experience

- At least 15 or more years on development issues in developing countries
- Ability to give talks to broad audiences. Teaching experience will be considered a plus.

Publications

- It is expected the consultant has a relevant list of research papers published in refereed and non-referred Journals, and ideally author or co-author of books of his/her specialty.

Language:

- Proficiency in English is required. Ability to read in French or Spanish is desirable.

Characteristics of the Consultancy

- Consultancy category and modality: Products and External Services Contractual, Lump Sum
- Contract duration: 6 months, with an equivalent of 20 days of work (including one week-trip to Haiti).
- Place(s) of work: External consultancy
- Responsible person (supervisor): Edgardo Mosqueira (IFD/ICS) edgardomo@iadb.org.

Terms of Reference #5 (product 1.8)

IFD/ICS

HAITI - Diagnostic of the Information & Technology (IT) needs of MEF and/or OMRH for strengthening budgetary and civil service systems - Products and External Services Contractual (PEC)

Background

In the case of Haiti, poor governance and institutions' weaknesses are major impediments to Haiti's sustainable development. The country's underperforming institutions create disincentives to economic activity and vulnerability to shocks, giving way to erratic economic activity and modest projections for growth rates. In several governance and institutional indicators Haiti is considered among the weakest countries, for example in the ranking of most fragile states, the nation ranks 11 among 178 countries. Haiti has only modestly improved in three aggregate governance indicators published by the World Bank between 1998 and 2015, and decreased in the remaining three, having a steady fall in the indicator of Government Effectiveness, where it is placed in the worst position in the world, only surpassed by South Sudan and Somalia. Among Haiti's institutional weaknesses, one that is critical, is current situation of the **Civil Service, with gaps in capacities, low salaries, and poorly distributed staff within their respective agencies and throughout the country⁴, and a governing body, the Office of management of Human Resource (OMRH), with institutional weaknesses and lack of systems.** Regarding the budgetary system, the annual budget cycle for investments is seldom followed. The process for the preparation and the execution of the operating budget and the investment budget are established by decree, according to a set schedule. However, these two budgets are prepared in parallel through separate processes managed by the Ministry of Economy and Finance (MEF) and the Ministry of Planning and External Cooperation (MPCE), respectively. In addition, the set schedule is seldom followed, and important delays have been observed. Likewise, the **budget execution does not foresee the timely availability of resources to produce the services, because its regulator (the MEF) and the line ministries lack effective processes and systems that guarantee this transfer and timely execution.**

Consultancy objective(s)

Elaborate a diagnostic of the Information & Technology (IT) needs of MEF and/or OMRH for strengthening budget operation and management of the civil service, respectively.

Main activities

The selected candidate will perform the following activities:

- i. Desk review based in relevant documents from the Government of Haiti (GoH), international organizations (IMF, WB, IDB), donors, NGOs and other stakeholders, about current available systems and the needs of the Office of Management of Human Resources (OMRH) and the Ministry of Finance (MEF). Likewise, it will have to hold meetings, exchanges of information and a close relationship of collaboration with the OMRH and the MEF. In addition, in coordination with the supervisor of the consultancy,

⁴ Tommaso, Giulio (2017) "The State of the Haitian Public Administration: A Preliminary Assessment". Consultancy study prepared at the request of the Inter-American Development Bank.

- the consultant should take contact with the World Bank team in charge of implementation of a new *Système Intégré de Gestion des Finances Publiques* (SIGFIP);
- ii. Elaborate a draft report on the diagnostic of the Information & Technology (IT) needs of MEF and/or OMRH for strengthening budget operation and management of the civil service, respectively;⁵
 - iii. Elaborate the final report of the final report of the methodology.

Reports / Deliverables

The deliverables are the following:

1. Work plan: two weeks after signing the contract.
2. Draft report on the diagnostic of the Information & Technology (IT) needs of MEF and/or OMRH for strengthening budget operation and management of the civil service.
3. Final report.

Payment Schedule

- 15% upon signature and delivery of product 1, acceptable to the IDB
- 35% upon delivery of product 2, acceptable to the IDB
- 50% upon delivery of product 3, acceptable to the IDB

Qualifications

- *Academic Degree / Level & Years of Professional Work Experience:* Masters level degree and at least 15 years of experience in public management and human resources management.
- *Languages:* Spanish or English mandatory. French desirable.
- *Areas of Expertise:* Human Resources Management and Pay Policy; Public Sector Reform.
- *Skills:* Excellent oral and written communication skills, team work, results-oriented professional.

Characteristics of the Consultancy

- Consultancy category and modality: Products and External Services Contractual, Lump Sum
- Contract duration: 6 months, with an equivalent of 20 days of work (including one week-trip to Haiti).
- Place(s) of work: External consultancy
- Responsible person (supervisor): Edgardo Mosqueira (IFD/ICS) edgardomo@iadb.org.

⁵ This diagnostic would include modules of the SIGFIP of the MEF and systems of the OMRH.

Terms of Reference #6 (products 1.9 and 1.10)

IFD/ICS

HAITI – New budgetary procedures and regulations - Products and External Services Contractual (PEC)

Background

Haiti has made some economic progress although sustainable growth remains to be a significant challenge. Haiti's rate of economic growth has been 2.1% annually on average between 2006 and 2015. Despite been low, the rate is higher than previous decades, when greater economic and political instability hampered economic activity. In this period, several economic and social indicators have improved. Notably, extreme poverty dropped by 7 percentage points from 31% in 2001 to 24% in 2012. Other indicators show also improvements; for instance, on access to education: net primary enrollment grew from 50-60% in the early 2000 to 90% in 2015. Health indicators have also improved: the mortality rate for children under 5 years decreased from 105‰ in 2000 to 69‰ in 2015.

Haiti faces deep rooted social and economic challenges. Low productivity growth and high variability of GDP growth remain. Haiti's per capita GDP has decreased in the last decades, rooted in negative growth of productivity. This fact reflects little investment in human and physical capital, in the context of an economy characterized for the predominance of "extractive" institutions.

Poor governance and institutions' weaknesses are major impediments to Haiti's sustainable development. The country's underperforming institutions create disincentives to economic activity and vulnerability to shocks, giving way to erratic economic activity and modest projections for growth rates. In several governance and institutional indicators Haiti is considered among the weakest countries, for example in the ranking of most fragile states, the nation ranks 11 among 178 countries. Haiti has only modestly improved in three aggregate governance indicators published by the World Bank between 1998 and 2015, and decreased in the remaining three, having a steady fall in the indicator of Government Effectiveness, where it is placed in the worst position in the world, only surpassed by South Sudan and Somalia. Among its institutional weaknesses, one that is critical, is the allocation of public resources via the budget.

In relation to the budget, the evidence with which it is stated indicates that a budget process in practice is not followed in Haiti, as it is established in the last Public Expenditure Review (World Bank, 2016). The annual budget cycle for investments is seldom followed. The process for the preparation and the execution of the operating budget and the investment budget are established by decree, according to a set schedule. However, these two budgets are prepared in parallel through separate processes managed by the Ministry of Economy and Finance (MEF) and the Ministry of Planning and External Cooperation (MPCE), respectively. In addition, the set

schedule is seldom followed, and important delays have been observed. Furthermore, the current budget cycle does not allow appropriate ministry participation, particularly when it comes to project selection, which is performed by the MPCE without reference to the sponsoring ministry.

The Public Expenditure Management and Financial Accountability Review - PEMFAR - (World Bank, 2008) provides a diagnosis of existing systems and capacity in public expenditure management and financial accountability as well as the intersectoral and intrasectoral allocation of expenditures for key priority sectors. Regarding the budget process, it is observed: First, the budget allocation of expenditures is highly centralized and regressive. Only 28 percent of the FY2006–07 budget was granted to the ten departments. Moreover, the distribution of resources between departments seems not to reflect the poverty incidence as the poorest departments were granted less resources in FY2007 budget than the richest ones. Second, planning the execution of the investment budget has become very difficult. This is by the structure of Haiti's public spending, in particular the investment budget, which is mainly determined by foreign aid flows, which are volatile. Other features of the budget process are the following: (i) The links between sectoral policies and priorities and the budget are weak. The budget is only based on projections of activity during the previous year and is not rooted in a medium-term expenditure framework; (ii) There are many off-budget operations. The profusion of off-budget accounts and activities severely constrains MEF's ability to control resource allocation and public spending. A large part of public spending is channeled through ministries' "own resources" collected by the Ministry Departments and agencies (MDAs), and special accounts of the Treasury; (iii) Budget execution is inefficient. It is affected mainly by the lack of cash flow planning and monitoring and the weak capacity of the line ministries. The budget execution process is also lacking a manual, as the existing one is outdated and does not reflect updates in the Public Financial Management (PFM) system. Also, budget allocations approved for regional departments are made available with significant delays resulting in slow implementation of activities at that level; and (iv) Lack of planning – budget articulation weakens also expenditure control and monitoring.

Consultancy objective(s)

The general objective of the consultancy is to propose new budgetary procedures and regulations.

Main activities

- i. Desk review based in relevant documents from the Government of Haiti (GoH), international organizations (IMF, WB, IDB), donors, NGOs and other stakeholders, of the budgetary process in Haiti;
- ii. Issuance of new budgetary procedures and regulations;
- iii. Design and carry out a training program on the new budgetary procedures and regulations.

Report / Deliverables

1. Elaborate a working plan, and a preliminary annotated outline of the main activities of the consultancy.

2. Based on activity “i”, prepare a document with a proposal of new budgetary procedures and regulations.
3. Based on activity “ii”, prepare a report of the implementation of a training program on the new budgetary procedures and regulations.

Payment Schedule

15% upon signing the contract and delivery of product 1
35% upon delivery of product 2
50% upon delivery of product 3

Qualifications

Education:

- Studies in Political Science, Economics or Public Administration

Professional Experience

- At least 10 years in developing countries

Language:

- Proficiency in English is required. Ability to read in French is desirable.

Characteristics of the Consultancy

- Consultancy category and modality: Products and External Services Contractual, Lump Sum
- Contract duration: 6 months, with an equivalent of 20 days of work (including one week-trip to Haiti).
- Place(s) of work: External consultancy
- Responsible person (supervisor): Edgardo Mosqueira (IFD/ICS) edgardomo@iadb.org.

Terms of Reference #7 (product 2.1)

IFD/ICS

HAITI - Update of the MARNDR Personnel reviews and assessments - Products and External Services Contractual (PEC)

Background

In the case of Haiti, poor governance and institutions' weaknesses are major impediments to Haiti's sustainable development. The country's underperforming institutions create disincentives to economic activity and vulnerability to shocks, giving way to erratic economic activity and modest projections for growth rates. In several governance and institutional indicators Haiti is considered among the weakest countries, for example in the ranking of most fragile states, the nation ranks 11 among 178 countries. Haiti has only modestly improved in three aggregate governance indicators published by the World Bank between 1998 and 2015, and decreased in the remaining three, having a steady fall in the indicator of Government Effectiveness, where it is placed in the worst position in the world, only surpassed by South Sudan and Somalia. Among Haiti's institutional weaknesses, one that is critical, is current situation of the **Civil Service, with gaps in capacities, low salaries, and poorly distributed staff within their respective agencies and throughout the country⁶, and a governing body, the Office of management of Human Resource (OMRH), with institutional weaknesses and lack of systems.**

The Agriculture sector accounts for 47% of total employment and 75% of employment in low-income households, and has an important impact in food security, demographic pressure and income inequality. **The Ministry of Agriculture, Natural Resources and Rural Development (MARNDR) services are poor;** for instance, the sanitary services are among the weakest in the region with 1,58 over 5 sanitary performance rates, and 43% of farmers claim lack of government agricultural extension services. Addressing MARNDR development constraints require improvements in its management capacities to implement its policies and services to farmers, all aspects prioritized in the Country Strategy 2012-2021.

Consultancy objective(s)

The general objective of the consultancy is support the building of a roadmap for MARNDR reform plans based on a series of reviews and assessments.

Main activities

- i. Desk review based in relevant documents from the Government of Haiti (GoH), international organizations (IMF, WB, IDB), donors, NGOs and other stakeholders, of the MARNDR;
- ii. Elaborate a draft proposal on Updating of the MARNDR Functional Review, Operational Review and Personnel Composition Assessment to use them as a roadmap for MARNDR reform plans to be supported by the operation HA-L1131;
- iii. Elaborate a final report, based on the collected comments and feedbacks.

⁶ Tommaso, Giulio (2017) "The State of the Haitian Public Administration: A Preliminary Assessment". Consultancy study prepared at the request of the Inter-American Development Bank.

Report / Deliverables

1. Elaborate a working plan, and a preliminary annotated outline of the main activities of the consultancy.
2. Based on activity “i”, prepare a document with a proposal of updating of the MARNDR Functional Review, Operational Review and Personnel Composition Assessment.
3. Based on activity “ii”, prepare a final report.

Payment Schedule

15% upon signing the contract and delivery of product 1

35% upon delivery of product 2

50% upon delivery of product 3

Qualifications

Education:

- Studies in Political Science, Economics or Public Administration

Professional Experience

- At least 10 years in developing countries. Knowledge of institutional aspects of the Agriculture sector.

Language:

- Proficiency in English is required. Ability to read in French is desirable.

Characteristics of the Consultancy

- Consultancy category and modality: Products and External Services Contractual, Lump Sum
- Contract duration: 6 months, with an equivalent of 20 days of work (including one week-trip to Haiti).
- Place(s) of work: External consultancy
- Responsible person (supervisor): Edgardo Mosqueira (IFD/ICS) edgardomo@iadb.org.

Terms of Reference #8 (product 2.2)

IFD/ICS

HAITI - Action Plans to improve selected services in the Ministries of Agriculture and Public Works - Products and External Services Contractual (PEC)

Background

In the case of Haiti, poor governance and institutions' weaknesses are major impediments to Haiti's sustainable development. The country's underperforming institutions create disincentives to economic activity and vulnerability to shocks, giving way to erratic economic activity and modest projections for growth rates. In several governance and institutional indicators Haiti is considered among the weakest countries, for example in the ranking of most fragile states, the nation ranks 11 among 178 countries. Haiti has only modestly improved in three aggregate governance indicators published by the World Bank between 1998 and 2015, and decreased in the remaining three, having a steady fall in the indicator of Government Effectiveness, where it is placed in the worst position in the world, only surpassed by South Sudan and Somalia. Among Haiti's institutional weaknesses, one that is critical, is current situation of the **Civil Service, with gaps in capacities, low salaries, and poorly distributed staff within their respective agencies and throughout the country⁷, and a governing body, the Office of management of Human Resource (OMRH), with institutional weaknesses and lack of systems.**

The Agriculture sector accounts for 47% of total employment and 75% of employment in low-income households, and has an important impact in food security, demographic pressure and income inequality. **The Ministry of Agriculture, Natural Resources and Rural Development (MARNDR) services are poor;** for instance, the sanitary services are among the weakest in the region with 1,58 over 5 sanitary performance rates, and 43% of farmers claim lack of government agricultural extension services. Addressing MARNDR development constraints require improvements in its management capacities to implement its policies and services to farmers, all aspects prioritized in the Country Strategy 2012-2021.

The Ministry of Public Works, Transport and Communications (MTPTC) executes 43% of the public capital spending which efficiency (based in an efficiency frontier analysis) is significantly lower than the average for the LAC region and LICs. Haiti's "Partial Free Disposal Hull" (PFDH) -metric to measure the frontier analysis- score (at 0.5 on 0.5–1.2 range) is among the lowest in the world. The country's score in the World Bank Logistics Performance was 1.72, in 2016 (where 1=worst, and 5=best), inferior to the Latin American average of 2.57. **The roads' inadequate quality and reduced coverage undermines both the provision of basic services to the rural population and the competitiveness of Haitian exports. This situation is underpinned by MTPTC poor governance and weak technical capacity to execute the large portfolio in the transport sector.**

Consultancy objective(s)

The general objective of the consultancy is support the elaboration and implementation of Action Plans to improve selected services in the MARNDR and MTPTC.

⁷ Tommaso, Giulio (2017) "The State of the Haitian Public Administration: A Preliminary Assessment". Consultancy study prepared at the request of the Inter-American Development Bank.

Main activities

- i. Desk review based in relevant documents from the Government of Haiti (GoH), international organizations (IMF, WB, IDB), donors, NGOs and other stakeholders, of the MARNDR and MTPTC;
- ii. Elaborate Action Plans to improve selected services. This will comprise the assessment of functions and service delivery in two pilot services: the MARNDR Sanitary Protection Sub-Program and the MTPTC Planning and Road Maintenance Division;
- iii. Elaborate a final report, based on the collected comments and feedbacks.

Report / Deliverables

1. Elaborate a working plan, and a preliminary annotated outline of the main activities of the consultancy.
2. Based on activity “i”, prepare a draft report with the Action Plans to improve the two pilot services: the MARNDR Sanitary Protection Sub-Program and the MTPTC Planning and Road Maintenance Division.
3. Based on activity “ii”, prepare a final report.

Payment Schedule

15% upon signing the contract and delivery of product 1

35% upon delivery of product 2

50% upon delivery of product 3

Qualifications

Education:

- Studies in Political Science, Economics or Public Administration

Professional Experience

- At least 10 years in developing countries. Knowledge of institutional aspects of the Agriculture and Infrastructure sectors.

Language:

- Proficiency in English is required. Ability to read in French is desirable.

Characteristics of the Consultancy

- Consultancy category and modality: Products and External Services Contractual, Lump Sum
- Contract duration: 6 months, with an equivalent of 20 days of work (including one week-trip to Haiti).
- Place(s) of work: External consultancy
- Responsible person (supervisor): Edgardo Mosqueira (IFD/ICS) edgardomo@iadb.org.

Terms of Reference #9 (products 2.3 and 2.4)

IFD/ICS

HAITI - Recruitment of a contractor in support of Studies and Evaluation Unit (UEP) coordination for programming and monitoring and evaluation of sectoral policy and sub-sectoral policies - Products and External Services Contractual (PEC)

HAITI - Recrutement d'un contractuel en appui à la coordination de l'Unité d'Études et de Programmation (UEP) pour la programmation et le suivi-évaluation de la politique sectorielle et des politiques sous sectorielles - Contractuel de Produits et Services Externes (PEC)

Contexte

Fondée en 1959, la Banque interaméricaine de développement (« BID » ou « la Banque ») est la principale source de financement pour le développement économique, social et institutionnel en Amérique latine et dans les Caraïbes. Elle fournit des prêts, des subventions, des garanties, des conseils stratégiques et assistance technique pour les secteurs public et privé de ses pays emprunteurs.

Depuis l'année 2011, le Ministère de l'Agriculture, des Ressources Naturelles et du Développement Rural (MARNDR) s'est engagé dans une démarche de réformes institutionnelles, juridiques et politiques du secteur agricole haïtien. Ces réformes visent, entre autres, l'amélioration de sa performance dans la gestion du cycle des politiques publiques agricoles.

Dans ce contexte, le MARNDR s'est résolument engagé dans l'adoption de la gestion axée sur les résultats à travers, notamment, l'élaboration et la mise en place d'un système intégré de programmation et de suivi-évaluation. Dans ce cadre la BID et le MARNDR se sont mis d'accord pour appuyer le Ministère dans ce processus, et plus particulièrement son Unité d'Études et de Programmation (UEP).

- L'UEP du MARNDR

L'UEP est instituée dans les Ministères, sous l'autorité du Directeur Général, par le décret du 17 mai 2005, portant Organisation de l'Administration Centrale de l'État et a pour mission la formulation, l'accompagnement et l'évaluation des Politiques publiques (Art. 63).

L'UEP est une entité transversale dans les Ministères, inscrite dans une démarche de renforcement du cadre global de planification ainsi que le système de gestion des investissements publics ; une telle démarche supportée par la Commission de Réforme des Finances Publiques et de Gouvernance Economique (CRFP-GE).

Au niveau du Ministère de l'Agriculture, des Ressources Naturelles et du Développement Rural (MARNDR), l'UEP a été instituée officiellement par la Circulaire M-A/DG/(C-17)03-08 : 0599, datée du 25 mars 2008. Les autorités qui se sont succédé au MARNDR, selon leur marge de manœuvre, ont essayé de dégager les voies et moyens pour une structure fonctionnelle de l'UEP adaptée au secteur et capable de remplir sa mission.

Le Ministère de la Planification et de la Coopération Externe (MPCE) s'est engagé dans l'appui et le renforcement des UEP. Il a déjà réalisé 5 fora des Coordonnateurs des UEP, la dernière en date s'est tenue au Mois de Juillet 2016. Il a diffusé le manuel de procédures sur la gestion de l'investissement public.

Le plan de réforme institutionnelle générale dudit Ministère, financé en 2013 par la BID contient le projet de réforme de l'UEP, lequel est en attente de mise œuvre.

En lien avec les efforts de structuration déjà engagés, il s'avère nécessaire de renforcer en parallèle les capacités opérationnelles de l'UEP du MARNDR.

Objectif(s) de la consultation

L'objectif général de la consultation est d'appuyer le MARNDR, à travers la coordination de l'UEP, dans ses fonctions de programmation et de suivi-évaluation des politiques et investissements sectoriels et sous sectoriels.

Les objectifs spécifiques de la consultation visent à :

- Assurer l'appropriation et l'utilisation et la dissémination par les cadres de l'UEP et les ressources humaines concernées par les sous-secteurs des **méthodes et outils de planification, de suivi et d'évaluation**.
- Appuyer le MARNDR dans l'**adoption d'un système de suivi basé sur les résultats** et l'évaluation des impacts socioéconomique et environnementaux des initiatives dudit Ministère et des acteurs intervenants dans le secteur agricole.
- Appuyer le MARNDR dans la consolidation, la **systématisation et l'automatisation de son Système de programmation et de Suivi des Investissements Publics dans le Secteur Agricole (SSIPSA)**.

Activités principales

Le candidat sélectionné devra :

- Appuyer l'UEP et les Directions techniques concernées dans la mise à jour des plans programmatiques existants (UEP, Irrigation, Bassins Versants, Innovation, UPS, UFAPAL), en s'assurant de leur utilisation et de leur appropriation ;
- Réaliser une formation sur les objectifs, l'élaboration et le suivi d'un plan programmatique ;
- Appuyer l'UEP dans la réalisation d'au moins deux nouveaux plans programmatiques pour les sous-secteurs pêche et aquaculture, production végétale, production animale ;
- Appuyer l'UEP dans la conduite des activités de planification annuelle et de préparation du budget pour le secteur ;
- Appuyer l'UEP dans l'automatisation, l'harmonisation et la systématisation des outils de suivi des investissements publics à travers la préparation d'un cahier des charges détaillé pour la conception et la mise en place d'un système d'information qui soit articulé et en harmonie avec les outils existants du Ministère de l'Economie et des Finances (MEF) et du Ministère de la Planification et de la Coopération Externe (MPCE), le SYSDEP, le SYSCOD, la PGA et les autres outils dont a besoin le MARNDR afin de favoriser la reddition des comptes ;

- Appuyer l'UEP et les Directions Techniques concernées dans le processus de préparation des rapports semestriels de suivi basés sur les résultats et leur inclusion dans le système d'information ;
- Appuyer l'UEP dans l'élaboration et la mise en place d'outils de suivi et évaluation des politiques publiques :
 - À l'échelle des projets spécifiques : Base de données des évaluations d'impact mise en œuvre et des résultats obtenus ;
 - À l'échelle du secteur : Mesures de l'appui public au secteur agricole à travers des outils tels que l'Estimation du Soutien à la Production (outil OCDE/Agrimonitor), la Matrice d'Analyse de Politiques...etc.

Qualifications

- *Titre/Niveau universitaire & années d'expérience professionnelle* : Avoir au minimum un diplôme de niveau master 5 spécialisé en économie du développement, économie agricole, administration publique, ou autre science sociale pertinente.
- *Langues* : Capable de communiquer et écrire en français. La connaissance de la langue créole serait un atout.
- *Spécialisation(s)* : Posséder une expérience éprouvée d'au moins 3 ans en matière de conception et de mise en place de systèmes de suivi-évaluation axés sur les résultats pour des projets et/ou des programmes, et dans la conception de systèmes d'information de suivi des investissements publics ; Avoir une connaissance des processus de réformes de l'Etat en générale (appui budgétaire, gestion de la performance...).
- Avoir une bonne connaissance en gestion des finances publiques, des outils de programmation et de suivi-évaluation associés, et des méthodologies rigoureuses d'évaluation d'impact.
- Expérience de travail dans l'administration publique Haïtienne serait un atout.
- *Compétences* : Maitrise les logiciels de base Word, Excel et PowerPoint.

Description de la consultation

- *Catégorie et modalité de la consultation*: contractuel de produits et services externes (PEC)
- Durée du contrat : 6 mois à temps-plein
- Lieu de prestation des services : MARDNR, Haïti
- Le contractuel devra être autonome en termes logistiques (véhicule, transport, logement, ordinateur, etc.).
- Personne responsable (superviseur): Edgardo Mosqueira (IFD/ICS)
edgardomo@iadb.org à travers le Rural Dev. Spécialiste de RND/CHA - CDH/CHA.

Terms of Reference #10 (products 3.1, 3.2 and 3.3)

IFD/ICS

HAITI - Design of a new management model to improve the deconcentrated service delivery based on the CASCs network- Products and External Services Contractual (PEC)

Background

The Inter-American Development Bank (IDB or “Bank”) was established in December of 1959 to help accelerate economic and social development in Latin America and the Caribbean. Today, the Bank is a major catalyst in mobilizing resources for the region. The Bank provides loans, technical assistance and policy guidance to further its goals of poverty reduction and sustainable development in the Latin American and Caribbean regions.

Haiti is politically organized into ten departments. With the support of the Bank and starting in 2005, a project was carried out with the objective of constructing an administrative and socio-cultural center (CASC⁸) in each department’s capital except for the Ouest department (Port-au-Prince). The original purpose of these buildings was to host all government deconcentrated offices, in some cases incorporating those of local governments, and to provide a place for cultural activities. The functionality of a service center was not part of the original design.

The project was partially successful. The status at the beginning of 2018 is that some buildings are finished and currently occupied. All of them present certain issues regarding engineering systems (for example, unconnected to the electricity or water and sanitation networks.) Some may have structural issues (for example, low seismic resistance.) The buildings are being used both as administrative and service centers. This means, on the one hand, that they serve as workplace for civil servants and, on the other, that some transactional services are being delivered in them to citizens. There are also buildings that are far from finished and, consequently, they are not being used.

None of these infrastructures has a management model and service delivery is performed without national quality standards or any kind of coordination. This entails inefficiencies and low quality of service. All operative buildings present significant weaknesses that render them highly dysfunctional for service delivery. For this reason, buildings may need adaptations and a new management model. This model should comply with service delivery best practices (a citizen-centered approach) and encompass shared services and shared infrastructures management. Citizen-centered means that the service providers must adapt to the client’s needs (in this case the citizen) and not the other way around. The service delivery model comprises the following dimensions: budgeting, business processes, human resources, information technologies, design standards and location criteria for service centers, territorial development, and corporate image and communications. **The model should have a realistic level of sustainability.**

Independently but related with the CASCs project, the Government of Haiti (GOH) has recently launched the initiative Centers of Reception and Delivery of Identity Documents (CRLDI). Its objective is to open service centers all around the country focused on four specific procedures: identity documents, passport, vital records and fiscal license. The status at the beginning of 2018 is that 20 CRLDIs are in place, a network that is being complemented by a call-center.

⁸ Complexes Administratifs et Socioculturels

Some CRLDI are located inside a CASC. The network is facing some management issues but still growing.

To address this situation, the GOH and the Bank are currently designing the operation HA-L1138 “Strengthening the deconcentrated management model for transactional public service delivery.” Its objective is, precisely, to design and implement the needed new management model for deconcentrated delivery of transactional services, encompassing the management of shared infrastructure and shared services. Besides the implementation of this new business model, the project is expected to include the completion and repairing of existing CASCs. This comprises the needed adaptations for them to become service centers conforming to good practices. In addition, new administrative and service centers may be built under this project.

The preparation process of operation HA-L1138 requires both qualitative and quantitative information for precisely defining the problem to be addressed, the scope of the solution to implement, and the products and results indicators of the project.

The government institutions involved in this project are: the Ministry of the Economy and Finances (**MEF**, in charge of the budget), the **Office of the Prime Minister** (in charge of coordinating policies implementation), the Ministry of the Interior and Territorial Communities (**MICT**, in charge of deconcentration), the Office of Management and Human Resources (**OMRH**, in charge of setting quality of public services policies), and all the agencies and departments that are currently or will be developing missional activities in any administrative and service center.

Consultancy objective(s)

The objective of this consultancy is to design a business model for deconcentrated delivery of transactional public services. The model to be obtained will be later implemented as part of the HA-L1138 project.

Main activities

1. Proposal of a **project plan for this consultancy** to be validated by IDB. The plan will include all the visits, studies and meetings that will be required to gather the information needed.
2. The design will require **an assessment of the situation “as is”**. It will comprise not only the CASCs but also the institutional environment involved on transactional service delivery in general in Haiti. It will require a visit to each center and the review of technical design documents thereof. It will include the assessment of concurrent initiatives like CRLDI. The following perspectives must be considered:
 - Stakeholders’ analysis: assessment of culture, interests, values, concerns, power, influence, level of ownership, etc., identification of champions and anchor institutions.
 - Business model: services being offered, level of quality, and demand sizing (number of daily transactions); potential demand for services that are not being offered.
 - Management model: how are CASCs organized.
 - Architecture (infrastructure): habitability and logistics aspects, available or missing building systems (when no utilities connections are in place it must be identified why,) percentage of office space not being used.
 - Maintenance model: how are CASCs being maintained and financed.
 - Perception on CASCs’ usefulness by the population in the area of influence. It will identify potential need of an awareness campaign for the new project.
 - Identification of **gender** issues associated with transactional service delivery.

- Identification of possible synergies with the private sector (as tenants, as partners, managing outsourced services, etc.)
3. Based on the “as is” assessment, the needs of key stakeholders and intended beneficiaries, and the sector good practices, **the consultancy will develop a “to be” management model to improve the deconcentrated service delivery.** This model will take into consideration the following aspects:
- It will include the description of the **space adaptations needed** for each CASC to become a service center conforming to good practices. The recommendation could be that exists a better alternative than a specific CASC for deploying the service center in the same city.
 - It will include the set of **architectural quality standards** that each new CASC should comply with.
 - **The general deconcentrated service delivery model** will be aimed at reducing operational costs for government and transactional costs for citizens and businesses. At the same time, it will pursue the improvement of quality of service.
 - **The model** will comprise all key dimensions:
 - **General policy for service delivery:** a short document describing the most important aspects of the recommended policy. It will include, if applicable, the gender issue.
 - **Institutional arrangement (governance):** a proposal of key institutions with their high-level roles and responsibilities and the coordination processes between them;
 - **Budget and financing:** size and changes required to the budget process; in the case that participation of the private sector is recommended, identification of budget implications.
 - **Operational model:** business processes, standards, roles and responsibility for each institution, human resources (positions and skills required and training needs), and information technologies recommended. It will consider possible synergies with CRLDI or other government initiatives on transactional services delivery or management of non-financial public assets.
 - **Maintenance plan**
 - **Shared services and infrastructures model:** since several institutions are expected to work under the same roof and a national guiding service delivery policy, a shared services and infrastructures model should be in place. This model should take into consideration implications to the budget process, HR management, information and documents management, etc.
 - **Implementation project plan.** It will include:
 - A **justification for the proposal** (i.e., feasibility should be demonstrated) through the identification of projects that could indicate the feasibility thereof: one similar project on a similar country and one not necessarily similar project in Haiti.
 - An **execution plan** for the implementation of the model (list of assumptions and main activities and schedule, with precedence relations and critical path) and the corresponding procurement plan.
 - An identification of **main risks** and possible mitigation actions.
 - It will include an **awareness and change management plan** both with public servants and the community. The execution of this plan is beyond the scope of this consultancy.
 - A **budget description (activity-based cost estimation)** for the implementation project, and a preliminary **cost-benefit analysis** (quantification of benefits).

4. To carry on the previous activities the consultants will meet with all key stakeholders. These include (but are not limited to): government officers, civil servants working on service delivery, communities around the CASC buildings, civil society, and business chambers. The consultancy is responsible of coordinating these meeting with the help of IDB. Meetings will be mainly in person although, when feasible, they could be performed remotely.
5. There will be a **presentation of the consultancy results to the GOH and the Bank**. It will take place in Port-au-Prince.
6. Develop reports

Reports / Deliverables

The consultancy will deliver the following products:

Product	Deadline
1. Project plan for the consultancy	1 week after contract signing
2. Report describing the situation “as is” and the space adaptations needed	4 weeks after contract signing
3. Report describing the architectural standards to be complied with by new service centers	4 weeks after contract signing
4. Report describing the new management model for transactional services delivery	6 weeks after contract signing
5. Implementation project plan	7 weeks after contract signing

Payment Schedule

- 15% upon approval by IDB of product 1.
- 25% upon approval by IDB of products 2 and 3.
- 40% upon approval by IDB of product 4.
- 20% *upon* approval by IDB of product 5.

Qualifications

The consultancy firm will present a team with the following characteristics:

- It will be **led by a public service delivery professional** with proven long experience in multi-channel models and fluent in French and English or Spanish
- The team **must have at least one expert in modernization of public sector or in-service delivery to citizens fluent in Creole**
- The team will encompass knowledge and experience at least in the following areas: HR management in the public sector, delivery of transactional services to citizens and businesses, quality of service and citizen satisfaction, information and documents management, budget, management of public non-financial assets.
- Skills: excellent oral and written communication skills, team work, results-oriented professionals.

Characteristics of the Consultancy

- Consultancy category and modality: Products and External Services Contractual, Lump Sum
- Contract duration: 10 weeks, with an equivalent of 50 days of work (including up to 3 week-trips to Haiti).
- Language: documents should be written in French.
- Place(s) of work: External consultancy.
- Responsible person (supervisor): Edgardo Mosqueira (IFD/ICS) edgardomo@iadb.org through Alejandro Pareja apareja@iadb.org (IFD/ICS)

2.2: Supporting the improvement of sector's functions and services						Physical Progress				Financial Progress				Theme	Fund	Flags			
Outputs	Output Description	Unit of Measure	Baseline	Baseline Year	Means of verification	2018	2019	2020	EOP	2018	2019	2020	EOP						
2.1 Institutional capacity analysis conducted	Update of the MARNDR Personnel assessments developed	Assessments (#)	0	2017	TC execution report	P	0	1	0	1	P				15	Institutional Development	INS		
						P(a)					0	P(a)							
						A													
2.2 Action plans implemented	Action Plans to improve selected services implemented	Action Plans (#)	0	2017	TC Execution report	P	0	1	1	2	P				25	Institutional Development	INS		
						P(a)					0	P(a)							
						A													
2.3 Institutional capacity analysis conducted	Study for the monitoring function strengthening in the MARNDR developed	Assessments (#)	0	2017	TC execution report	P	0	1	0	1	P				50	Institutional Development	INS		
						P(a)					0	P(a)							
						A													
2.4 Institutional development plan designed	MARNDR's programmatic plan designed	Plans (#)	0	2017	TC execution report	P	0	1	0	1	P				40	Institutional Development	INS		
						P(a)					0	P(a)							
						A													
3.3: Design of a new management model to improve the deconcentrated service delivery based on the CAS C network						Physical Progress				Financial Progress									
Outputs	Output Description	Unit of Measure	Baseline	Baseline Year	Means of verification	2018	2019	2020	EOP	2018	2019	2020	EOP	Theme	Fund	Flags			
3.1 Institutional capacity analysis conducted	Current situation assessment and design standards for CASCS	Assessments (#)	0	2017	TC execution report	P	1	0	0	1	P				40	Institutional Development	INS		
						P(a)					0	P(a)							
						A													
3.2 Institutional development plan designed	New business and management model proposal	Plans (#)	0	2017	TC execution report	P	1	0	0	1	P				40	Institutional Development	INS		
						P(a)					0	P(a)							
						A													
3.3 Implementation and Management Plan developed	Project plan for implementing the model	Plans (#)	0	2017	TC execution report	P	1	0	0	1	P				20	Labor Markets	INS		
						P(a)					0	P(a)							
						A													

Other Cost

Total Cost

	2018	2019	2020	Total Cost
P				\$350.00
P(a)				
A				



PROCUREMENT PLAN FOR BANK EXECUTED OPERATIONS														
Country: HAITI							Executing Agency: IDB					UDR:IDB/ICS		
Project number: HA-T1254							Title of Project: Strengthening Public Management for Improved Service Delivery							
Period covered by the Plan: [36 months]							Total Project Amount: \$ 350,000							
Component	Procurement Type (1) (2)	Service type (1) (2)	Description	Estimated contract cost (US\$)	Selection Method (2)	Type of Contract	Source of Financing and Percentage				Estimated date of the procurement notice	Estimated contract start date	Estimated contract length	Comments
							IDB/MIF		Other External Donor					
							Amount	%	Amount	%				
Component 1	A. Consulting services	Individual Consultant (AM-650)	Methodology for a civil service census and registration program. The registration program will probably implement a biometric identification system for public workers. Its implementation will be financed by the operation	\$ 15,000	IICQ	Lump Sum	\$ 15,000	100%	\$ -	0%		15-Jan-19	20 Days	Includes one week trip to Haiti
Component 1	A. Consulting services	Individual Consultant (AM-650)	Wage Bill analysis. This analysis will conclude with proposals to improve the salaries grid composition.	\$ 12,000	IICQ	Lump Sum	\$ 12,000	100%	\$ -	0%		15-Jun-18	20 Days	Includes one week trip to Haiti
Component 1	A. Consulting services	Individual Consultant (AM-650)	Civil service strengthening recommendations. Reform proposals to improve recruitment, selection, evaluation and promotion of public employees, including policies to strengthen women access to the public sector.	\$ 12,000	IICQ	Lump Sum	\$ 12,000	100%	\$ -	0%		1-Jul-18	20 days	Includes one week trip to Haiti
Component 1	A. Consulting services	Individual Consultant (AM-650)	Voluntary early retirement program. Its development will include the testing of the voluntary early retirement program in one of the pilot services.	\$ 12,000	IICQ	Lump Sum	\$ 12,000	100%	\$ -	0%		15-Jul-18	20 Days	Includes one week trip to Haiti
Component 1	A. Consulting services	Individual Consultant (AM-650)	Training program on the voluntary early retirement and recruitment models.	\$ 9,000	IICQ	Lump Sum	\$ 9,000	100%	\$ -	0%		31-Jan-19	20 Days	Includes one week trip to Haiti
Component 1	A. Consulting services	Individual Consultant (AM-650)	Budget Execution Processes Review. To identify the actual administrative steps, time and administrative offices participating in the execution of selected budget processes. Testing of the proposed processes will be completed in one of the pilot	\$ 12,000	IICQ	Lump Sum	\$ 12,000	100%	\$ -	0%		1-Aug-18	20 Days	Includes one week trip to Haiti
Component 1	A. Consulting services	Individual Consultant (AM-650)	Political Economy analysis of the budget. To identify the main drivers affecting budget predictability and credibility, which will deliver strategies to overcome these constraints.	\$ 15,000	IICQ	Lump Sum	\$ 15,000	100%	\$ -	0%		15-Aug-18	20 Days	Includes one week trip to Haiti
Component 1	A. Consulting services	Individual Consultant (AM-650)	Diagnostic of the Information & Technology (IT) needs of MEF and OMRH. strengthening budget operation and management of the civil service, respectively.	\$ 14,000	IICQ	Lump Sum	\$ 14,000	100%	\$ -	0%		1-Jul-18	20 Days	Includes one week trip to Haiti
Component 1	A. Consulting services	Individual Consultant (AM-650)	New budgetary procedures and regulations. Issuance of new budgetary procedures and regulations.	\$ 10,000	IICQ	Lump Sum	\$ 10,000	100%	\$ -	0%		15-Jun-18	20 Days	Includes one week trip to Haiti
Component 1	A. Consulting services	Individual Consultant (AM-650)	Training program on the new budgetary procedures and regulations. Design and carry out a training program on the new budgetary procedures and regulations.	\$ 9,000	IICQ	Lump Sum	\$ 9,000	100%	\$ -	0%		15-Aug-18	20 Days	Includes one week trip to Haiti
Component 2	A. Consulting services	Individual Consultant (AM-650)	Update of the MARNDR Personnel assessments. Updating of the MARNDR Functional Review, Operational Review and Personnel Composition Assessment to use them as a roadmap for MARNDR reform plans to be supported by the operation HA-L1131	\$ 15,000	IICQ	Lump Sum	\$ 15,000	100%	\$ -	0%		15-Jan-19	20 Days	Includes one week trip to Haiti
Component 2	A. Consulting services	Individual Consultant (AM-650)	Action Plans to improve selected services. Elaboration and implementation of Action Plans to improve selected services. This will comprise the assessment of functions and service delivery in two pilot services: the MARNDR Sanitary Protection Sub-Program and the MTPTC Planning Division.	\$ 25,000	IICQ	Lump Sum	\$ 25,000	100%	\$ -	0%		15-Feb-19	20 Days	Includes one week trip to Haiti

Component 2	A. Consulting services	Individual Consultant (AM-650)	Study for the monitoring function strengthening in the MARNDR. Elaboration of a study for the Studies and Evaluation Unit (UEP) of the MARNDR for the monitoring function strengthening, regarding (i) public policy M&E tools; and (ii) specifications for an information system to monitor public investments.	\$ 50,000	IICQ	Lump Sum	\$ 50,000	100%	\$ -	0%		1-Mar-19	6 months	
Component 2	A. Consulting services	Individual Consultant (AM-650)	MARNDR's programmatic plan. Updating and finalization of the MARNDR's programmatic plan that is in charge of the UEP	\$ 40,000	IICQ	Lump Sum	\$ 40,000	100%	\$ -	0%		1-May-19	6 months	Includes one week trip to Haiti
Component 3	A. Consulting services	Individual Consultant (AM-650)	Design of a new management model to improve the deconcentrated service delivery based on the CASCs network	\$ 100,000	SCS	Lump Sum	\$ 100,000	100%	\$ -	0%		25-May-18	50 Days	8 weeks
Prepared by:	Jorge Kaufmann/Alejandro Pareja		TOTALS	\$ 350,000			\$ 350,000	100%	\$ -	0%				

(1) Grouping together of similar procurement is recommended, such as publications, travel, etc. If there are a number of similar individual contracts to be executed at different times, they can be grouped together under a single heading with an explanation in the comments column indicating the average individual amount and the period during which the contract would be executed. For example: an export promotion project that includes travel to participate in fairs would have an item called "airfare for fairs", an estimated total value of US\$5,000, and an explanation in the Comments column: "This is for approximately four different airfares to participate in fairs in the region in years X and X1".

(2) (i) **Individual consultants:** ICQ: Individual Consultant Selection Based on Qualifications; SSS: Single Source Selection. Selection process to be done in accordance with AM-650.

(2) (ii) Consulting firms: Per GN-2765-1, Consulting Firm selection methods for Bank-executed Operations are: Single Source Selection (SSS); Simplified Competitive Selection (<=250K) (SCS); Fully Competitive (>250K) (FCS); and Framework Agreement Task Order (TO). All Consulting Firm selection processes under this policy must use the electronic module in Convergence.

(2) (iii) Goods: Per GN-2765-1, par. A.2.2.c: "The procurement of goods and related services, except when such goods and related services are necessary to achieve the objectives of the Bank-executed Operational Work and are included in the consulting services contract and represent less than ten percent (10%) of the consulting services contract value."