



RESTRUCTURING PAPER  
ON A  
PROPOSED PROJECT RESTRUCTURING  
OF  
IMPROVING ACCESS TO SOCIAL SERVICES & EMPLOYMENT OPPORTUNITIES FOR PWD  
APPROVED ON JUNE 28, 2018  
TO  
THE REPUBLIC OF HAITI

SOCIAL PROTECTION & JOBS

LATIN AMERICA AND CARIBBEAN

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**ABBREVIATIONS AND ACRONYMS**

BSEIPH	Haitian Secretariat of State for the Integration of Persons with Disabilities ( <i>Bureau du Secrétaire d’Etat à l’Intégration des Personnes Handicapées</i> )
FM	Financial Management
M&E	Monitoring and Evaluation
PDO	Project Development Objective
PwD	Persons with Disabilities
SIMAST	Information System of the Ministry of Social Affairs and Labor ( <i>Système D’information du Ministère des Affaires Sociales et du Travail</i> )
TF	Trust Fund
USD	United States Dollar

**BASIC DATA**

**Product Information**

Project ID P145468	Financing Instrument Investment Project Financing
Original EA Category Not Required (C)	Current EA Category Not Required (C)
Approval Date 28-Jun-2018	Current Closing Date 30-Jun-2020

**Organizations**

Borrower Ministry of Economy and Finance	Responsible Agency Office of the Secretary of State for the Integration of the Persons with Disabilities
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**Financing (in USD Million)**

**SUMMARY**

<b>Total Project Cost</b>	0
<b>Total Financing</b>	0
<b>Financing Gap</b>	0

**DETAILS**

**Project Development Objective (PDO)**

Original PDO

The development objective is to identify persons with disabilities (PwD) and increase their access to social services and to employment opportunities.

**Summary Status of Financing**

TF	Approval	Signing	Effectiveness	Closing	Net		
					Commitment	Disbursed	Undisbursed
TF-18710	28-Jun-2018	28-Jun-2018	05-Oct-2018	30-Jun-2020	2.29	.26	2.04

**Policy Waiver(s)**

Does this restructuring trigger the need for any policy waiver(s)?

No

**I. PROJECT STATUS AND RATIONALE FOR RESTRUCTURING**

**II.**

**A. Project Status**

- Component 1 “Registration of persons with disabilities” finances (1) the development of a registration system for persons with disabilities (PwD) and (2) the identification and registration of PwD. Under (1) results achieved include**



a survey instrument to capture information on disabilities following the recommendations of the Washington Group<sup>1</sup> and adapted to various types of disabilities has been developed, translated to Creole, tested and adjusted to the local context. This survey instrument is an additional module to the SIMAST<sup>2</sup> survey, which will allow PwD to be included in the social registry. Outstanding activities include the data collection for the survey which remains to be completed, as the methodology had to be adapted to COVID-19 restrictions. Under (2) results achieved include the implementing agency, the Haitian Secretariat of State for the Integration of Persons with Disabilities (BSEIPH) team, contracting a firm (PDG Communication) to develop the communication strategy to identify PwD to be surveyed; outstanding activities are the implementation of the communication strategy remain, to be implemented concurrently with the data collection. Other results include the BSEIPH team also holding discussions with disabled people organizations to identify strategies to reach out to PwD and access existing lists of PwDs that can be included in the survey; the identification of a survey methodology, as well as of a survey firm to collect data.

2. **Component 2 “Piloting and promoting a model to increase labor market access for PwD”:** Results to date include the BSEIPH job placement service team’s capacity increased with the hiring of a placement officer, as well as of a database manager. The latter was trained in using the SIMAST to allow BSEIPH to quickly identify potential job applicants. The BSEIPH also conducted a study of employment opportunities for PwDs and identified training opportunities for PwDs as well as a provider for the training. BSEIPH also designed a communication strategy to promote the employment of PwDs among employers, which will be implemented concurrently with the training activity. Outstanding activities include training activities for the PwD.
3. **Component 3 “Project Management, monitoring & evaluation, and knowledge dissemination”:** A part-time procurement specialist and FM specialist were hired to support the BSEIPH and trained to perform their fiduciary duties. A communication training and strategy for BSEIPH and its staff to raise awareness of disability among the general population was designed.
4. **The last ISR rating for the PDO (March 2020) and Implementation Progress is Moderately Unsatisfactory.** While progress has been made in recruiting project staff, as well as the planning of activities (in particular, identifying partners to implement the registration and training of PwD and the communication campaign), significant delays have been accrued due to repeated social unrest and lags in the procurement processes due to delays in the signatures of contracts through the Project Coordination Bureau of the Ministry of Interior. Thus, despite implementation having recently picked up, the overall delays still warranted a Moderately Unsatisfactory for the PDO progress and implementation under the current implementation schedule and closing date. Data collection for the social registry (SIMAST) surveys has been suspended due to the COVID-19 restrictions but will resume when necessary adjustments to the data collection methodology are available (including protection gear for field staff and social distancing rules).
5. **A mid-term review will be undertaken in December 2020.**
6. **The disbursement rate thus far has been 11.4%.** Large sum contracts are ready to be signed upon approval of the project extension. The team is therefore confident disbursement targets can be met within the extension period.

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<sup>1</sup> The Washington Group on Disability Statistics (WG) is a UN city group established under the United Nations Statistical Commission. The WG was constituted to address the urgent need for cross-nationally comparable population-based measures of disability. Its mandate is the promotion and co-ordination of international co-operation in the area of health statistics focusing on disability data collection tools suitable for censuses and national surveys.

<sup>2</sup> Information System of the Ministry of Social Affairs and Labor (Système d’Information du Ministère des Affaires Sociales et du Travail)



Increased Bank supervision as well as reinforced Project implementation team, including a procurement and FM specialist, will mitigate delays incurred in the past.

## **B. Rationale for Restructuring**

7. **The restructuring is required to make five adjustments to the project:** (1) extend the project closing date to June 30<sup>th</sup>, 2021; (2) revise the PDO and project title to align with revised time frame and constraints imposed by the COVID-19 pandemic; (3) Revise the Results Framework; (4) revise the component allocation; and (5) revise the disbursement category allocation.
8. **The extension of the project closing date to June 30<sup>th</sup>, 2021** is necessary to allow for the completion of activities despite delays incurred due to repeated political unrest, procurement process delays, and the COVID-19 crisis (including social distancing and work constraints). Delays in the procurement process are being mitigated by strengthened staff at BSEIPH, including hiring procurement and FM specialists in December 2019. It is unclear to what extent social unrest may continue in the future. COVID-19 social distancing rules are likely to persist during the extension period but will be mitigated with adjusted registration and training measures, including use of online and phone-based methods and limiting group sizes for in-person activities.
9. **The revision of the PDO and project title** is necessary to align with the revised time frame and context. Social services in particular are not available to PwDs, as no programs are currently targeting, or being planned to target, PwDs in near future as was originally anticipated during appraisal. There is therefore a need to drop “access to social services” given the current lack of availability of social services for PwDs and to include employment “services” rather than “opportunities,” as the project is only providing access to employment services, but cannot in itself ensure PwDs will access jobs, without a parallel demand-side intervention. While employers will be sensitized to the potential of hiring PwDs and the job placement service at BSEIPH will offer guidance and intermediation services, incentives such as wage subsidies cannot be provided to increase job availability. The proposed changes would thus focus on the identification of PwDs in the registry – via the survey and inclusion in the social registry - and access to employment services – via training, communication and job placement services. The PDO will be achievable with adjustments included in this restructuring and implementation performance will likely improve.
10. **The results framework, as well as component and disbursement category allocations,** have to be revised to reflect constraints in the implementation timeline, even with a one-year extension, as well as the current context (difficulty organizing group activities requires reductions in targets), the initial underestimation of costs associated with the development of the survey module for such a difficult-to-reach population, and given the lack of information available on their location.
11. **Without these adjustments, including the closing date extension, revised PDO, results framework as well as the reallocation of resources, BSEIPH’s would not be able to meet the project objectives.** In a context of extreme vulnerability of PwDs and emphasis on extending the SIMAST as a foundation of the social protection system, including this vulnerable group is particularly relevant and would ensure they are not excluded from social and employment services in the future.
12. **Alternative implementation of the activities to respect COVID-19 social distancing rules have been identified, including:** (i) delivering training in small groups with distancing measures; (ii) virtual training options; (iii) adapting



survey methodology for identification of PwD to avoid crowds at kiosks; and (iv) relying in the initial stages on using existing lists from organisations working with PwD to carry out identification and thereafter focus on a survey roll-out in line with COVID-19 rules. Job fairs will be rescheduled to be organized when conditions permit, and can be implemented as small group meetings instead if necessary.

13. **The main risk to continued implementation and achievement of the PDO is a continued State of Emergency due to the COVID-19 outbreak with limitations on travel.** While adjustments can be made to the survey methodology and implementation of training activities (small groups), travel restrictions would hinder the implementation of the activities given that the survey and training would require travel for enumerators and trainers from Port-au-Prince to other areas. If limitations on gatherings are maintained the job fairs would could be implemented as virtual meetings.

## V. DESCRIPTION OF PROPOSED CHANGES

### PDO and Project Title

14. **It is proposed to change the original PDO from “to identify persons with disabilities (PwD) and increase their access to social services and to employment opportunities” to “to identify persons with disabilities (PwD) and increase their access to employment services.”**
15. **To better reflect the new PDO, it is proposed to change the project title from *Improving Access to Social Services & Employment Opportunities for PWDs to Promoting Inclusion of PwDs in Social Protection and Employment Programs*.** This new title will better reflect the project activities to include PwDs in SIMAST and to provide them access to the various services provided by employment programs.

### Components and Cost

16. **The proposed changes to the costs of the components reflect the initially underestimated cost for the survey to be implemented.** In particular, the emphasis on following a format that allows PwDs to be included in the social registry SIMAST requires fielding the SIMAST module on top of the disability survey. Given that the SIMAST survey alone costs between 15 and 20 USD per registered household and that the additional disability module would imply an additional cost both due to increased survey time, the initial cost of 7 USD per PwD included in the survey was greatly underestimated. Additionally, the survey methodology is inherently challenging as it targets a population that is hard to reach, faces stigmatization and potentially has difficulties participating in the survey due to disabilities. This requires enumerators to be able to collect information via sign language (the CNSA already has trained enumerators) and undergo specific training on disability issues, additionally raising the cost.
17. Component 1 (Registration of persons with disabilities) from 709,000 USD to 1,244,320 USD, for Component 2 (Piloting and promoting a model to increase labor market access for PwD) from 1,138,700 USD to 600,000 USD, and for Component 3 (Project Management, M&E and knowledge dissemination): from 446,620 to 450,000

### Results Framework

18. **PDO Indicators:** the proposed changes include deletion of the indicator “BSEIPH offices that receive capacity-building in the registry” move it to an IRI, as it is an intermediate step to making the registry operational. In addition, it is proposed to move the IRI “Number of PwD who participate in the job placement service” to a PDO level indicator (with a



supplementary indicator “Percentage of PwD who participate in the job placement service who are female”) to better measure the employment services component of the project. The target for “Number of PwD who participate in the job placement service” has been revised from 1,000 to 500 due to the very limited labor market opportunities in the current crisis. An additional PDO level indicator is proposed, “Number of PwDs who participate in training and obtain certification”, to capture the training activities included in Component 2, as another employment service being offered to PwD. The target for “PwD documented in the national registry” was decreased from 100,000 to 50,000 to reflect adjustments to the SIMAST survey methodology to register hard-to-reach populations and to accommodate limitations in the possibilities to implement surveys under COVID constraints.

19. Intermediate Results Indicators: proposed changes include

- a. “Human resources trained to identify persons with disabilities” to be rephrased as “Human resources trained on employment opportunities for persons with disabilities” to reflect the objectives of employment services rather than identification through human resources. The target has been revised to decrease from 1,000 to 30 reflecting the number of HR departments that can be reached given the current economic crisis, very high levels of unemployment and decreased lack of employment opportunities for PwDs.
- b. “Number of PwD who participate in the job placement service” and “PwD who participate in the job placement service who are female” are to be deleted to be included as PDO indicators instead
- c. The target for “Employers included in the job placement service database” has been revised from 100 to 30 to reflect the labor market limitations in the current crisis.
- d. “Awareness raising events implemented” has been revised to decrease the target from 5 to 3 reflecting the constraints due to social distancing and the ban on group gatherings. These job fairs can be implemented as virtual meetings if limitations on group gatherings are maintained.

20. The proposed changes in indicators are thus as follows:

Original Indicator	Status	Revised Indicator	Change	Justification
PwD documented in the national registry	Revised	Same	Revised target: from 100,000 to 50,000	Survey methodology adapted to hard-to-reach population and COVID-19
None	Added	Number of PwD who participate in training and obtain certification	New indicators, target: 200	Need to reflect results of training activities
Number of PwD who participate in the job placement service	Revised	Same	Revised from IRI to PDOI. Revised target: from 1,000 to 500	Not an IRI Indicator but rather PDOI, very limited labor market opportunities in the current crisis
Percentage of PwD who participate in the job placement service who are female	Revised	Same	Revised from IRI to PDOI.	Not an IRI but rather PDOI.



BSEIPH offices that receive capacity-building in the registry	Deleted as PDOI, included as IRI	BSEIPH offices that receive capacity-building in the registry (IRI)		Not a PDO Indicator but rather IRI.
Human resources trained to identify persons with disabilities	Revised	Human resources trained on employment opportunities for persons with disabilities	Revised target from 1,000 to 30	Formulation did not capture activity appropriately
Employers included in the job placement service database	Revised	Same	Revised target from 100 to 30	labor market limitations in the current crisis
Awareness raising events implemented	Revised	Same	Revised target, from 5 to 3	Restriction on crowd sizes due to COVID-19

**Financing**

21. The proposed reallocation across disbursement categories reflects the need for higher disbursements for Consulting Services (for the survey) and lower disbursement for Training and Workshops and Goods, reflecting the higher cost of the survey and lower needs for investments in equipment, as synergies with the social registry SIMAST system allowed the BSEIPH to access equipment without support from this grant, while maintaining the training activities.

22. The proposed changes across disbursement categories are thus as follows:

Disbursement Category	Previously	Proposed
Consulting services	470,320	1,448,541
Training and workshops	1,070,500	445,779
Goods	540,000	150,000
Operating costs	213,500	250,000

23. Estimates for disbursements during the extension are as follows:

Disbursement Category	Proposed	Disbursed	Remaining	Q1	Q2	Q3	Q4
Consulting services	1,448,541	30,000	1,418,541	600,000	450,541	350,000	18,000



Training and workshops	445,779	65,847.61	379,931.39	190,000	125,000	41,000	23,931
Goods	150,000	106,693.64	43,306.36	24,000	11,000	7,000	1,306
Operating costs	250,000	52,458.75	197,541.25	52,250	52,250	52,250	40,791
Total	2,294,320	255,000	2,039,320	866,250	638,791	450,250	84,029

**VI. SUMMARY OF CHANGES**

	Changed	Not Changed
Project's Development Objectives	✓	
Results Framework	✓	
Components and Cost	✓	
Loan Closing Date(s)	✓	
Reallocation between Disbursement Categories	✓	
Disbursement Estimates	✓	
Implementation Schedule	✓	
Other Change(s)	✓	
Implementing Agency		✓
Cancellations Proposed		✓
Additional Financing Proposed		✓
Disbursements Arrangements		✓
Change in Overall Risk Rating		✓
Safeguard Policies Triggered		✓
EA category		✓
Legal Covenants		✓
Institutional Arrangements		✓
Financial Management		✓
Procurement		✓
Economic and Financial Analysis		✓



Technical Analysis		✓
Social Analysis		✓
Environmental Analysis		✓

**IV. DETAILED CHANGE(S)**

**PROJECT DEVELOPMENT OBJECTIVE**

**Current PDO**

The development objective is to identify persons with disabilities (PwD) and increase their access to social services and to employment opportunities.

**Proposed New PDO**

The development objective is to identify persons with disabilities (PwD) and increase their access to employment services

**RESULTS FRAMEWORK**

**Project Development Objective Indicators**

PwD documented in the national registry Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	50000.00	Revised
Date	05-Oct-2018	11-Mar-2020	30-Jun-2021	
Number of PwD who participate in training and obtain certification Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	200.00	New
Date	05-May-2020	05-May-2020	30-Jun-2021	
Number of PwD who participate in the job placement service Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action



Value	0.00	350.00	500.00	New
Date	05-Oct-2018	11-Mar-2020	30-Jun-2021	

Percentage of PwD who participate in the job placement service who are female

Unit of Measure: Percentage

Indicator Type: Custom Supplement

	Baseline	Actual (Current)	End Target	Action
Value	0.00		50.00	New

BSEIPH offices that receive capacity-building in the registry

Unit of Measure: Number

Indicator Type: Custom

	Baseline	Actual (Current)	End Target	Action
Value	0.00	1.00	5.00	Marked for Deletion
Date	05-Oct-2018	11-Mar-2020	30-Jun-2020	

**Intermediate Indicators**

Human resources trained on employment opportunities for persons with disabilities

Unit of Measure: Number

Indicator Type: Custom

	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	30.00	Revised
Date	05-Oct-2018	11-Mar-2020	30-Jun-2021	

PwD who participate in the job placement service

Unit of Measure: Number

Indicator Type: Custom

	Baseline	Actual (Current)	End Target	Action
Value	0.00	350.00	1000.00	Marked for Deletion
Date	05-Oct-2018	11-Mar-2020	30-Jun-2020	

PwD who participate in the job placement service who are female

Unit of Measure: Percentage



Indicator Type: Custom Supplement				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	50.00	Marked for Deletion
Employers included in the job placement service database Unit of Measure: Amount(USD) Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	11.00	30.00	Revised
Date	05-Oct-2018	11-Mar-2020	30-Jun-2021	
Number of BSEIPH staff and consultants receiving communication training Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	10.00	No Change
Date	05-Oct-2018	11-Mar-2020	30-Jun-2020	
Awareness raising events implemented Unit of Measure: Number Indicator Type: Custom				
	Baseline	Actual (Current)	End Target	Action
Value	0.00	0.00	3.00	Revised
Date	05-Oct-2018	11-Mar-2020	30-Jun-2021	

**COMPONENTS**

Current Component Name	Current Cost (US\$M)	Action	Proposed Component Name	Proposed Cost (US\$M)
Registration of persons with disabilities	0.70	Revised	Registration of persons with disabilities	1.24
Piloting and promoting a model to increase labor market access for PwD	1.14	Revised	Piloting and promoting a model to increase labor market access for PwD	0.60



Project Management M&E and knowledge dissemination	0.45	No Change	Project Management M&E and knowledge dissemination	0.45
<b>TOTAL</b>	<b>2.29</b>			<b>2.29</b>

**LOAN CLOSING DATE(S)**

TF	Status	Original Closing	Revised Closing(s)	Proposed Closing	Proposed Deadline for Withdrawal Applications
TF-18710	Effective	30-Jun-2020		30-Jun-2021	30-Oct-2021

**REALLOCATION BETWEEN DISBURSEMENT CATEGORIES**

	Current Allocation	Actuals + Committed	Proposed Allocation	Financing % (Type Total)	
				Current	Proposed
TF-18710-001   Currency: USD					
iLap Category Sequence No: 1		Current Expenditure Category: CS (INCL AUDIT)			
	470,320.00	0.00	1,448,541.00	100.00	100.00
iLap Category Sequence No: 2		Current Expenditure Category: TR and WORKSHOP			
	1,070,500.00	6,227.27	445,779.00	100.00	100.00
iLap Category Sequence No: 3		Current Expenditure Category: GOODS			
	540,000.00	31,693.64	150,000.00	100.00	100.00
iLap Category Sequence No: 4		Current Expenditure Category: OPERATING COSTS			
	213,500.00	17,458.75	250,000.00	100.00	100.00
<b>Total</b>	<b>2,294,320.00</b>	<b>146,649.90</b>	<b>2,294,320.00</b>		



**DISBURSEMENT ESTIMATES**

Change in Disbursement Estimates

Yes

**Expected Disbursements (In US\$)**

<b>Fiscal Year</b>	<b>Annual</b>	<b>Cumulative</b>
2015	0.00	0.00
2016	0.00	0.00
2017	0.00	0.00
2018	0.00	0.00
2019	510,154.75	510,154.75
2020	1,779,845.25	2,290,000.00