

Document of  
**The World Bank**

**FOR OFFICIAL USE ONLY**

Report No: PAD2231

INTERNATIONAL DEVELOPMENT ASSOCIATION

PROJECT APPRAISAL DOCUMENT

ON A

PROPOSED GRANT

IN THE AMOUNT OF SDR 3.8 MILLION

(US\$5 MILLION EQUIVALENT)

TO THE

REPUBLIC OF HAITI

FOR A

STATISTICAL CAPACITY BUILDING PROJECT

March 1, 2017

Macro Economics and Fiscal Management  
LATIN AMERICA AND CARIBBEAN

This document is being made publicly available prior to Board consideration. This does not imply a presumed outcome. This document may be updated following Board consideration and the updated document will be made publicly available in accordance with the Bank's policy on Access to Information.

## CURRENCY EQUIVALENTS

(Exchange Rate Effective December 31, 2016)

Currency Unit =	Haitian Gourdes (HTG)
HTG 0.74386497 =	US\$1
1.34433 US\$ =	SDR 1

## FISCAL YEAR

October 1 – September 30

## ABBREVIATIONS AND ACRONYMS

CPF	Country Partnership Framework
EA	Enumeration Area
ECVMAS	<i>Enquête sur les Conditions de Vie des Ménages Après le Séisme</i> (Household Survey)
FM	Financial Management
FMFA	Financial Management Framework Agreement
GPHC	General Population and Housing Census
GRS	Grievance Redress Service
IDA	International Development Association
IDB	Inter-American Development Bank
IHSI	<i>Institut Haïtien de Statistique et d'Informatique</i> (Haiti's Statistical Institute)
IT	Information Technology
LAC	Latin America and Caribbean region
MCFDF	Ministry of Women's Affairs
MEF	Ministry of Economy and Finance
NGO	Non-Governmental Organization
PDO	Program Development Objective
PES	Post-Enumeration Survey
SCD	Systematic Country Diagnostic
SCI	Statistical Capacity Indicator
SNDS	<i>Stratégie Nationale de Développement de la Statistique</i> (National Strategy for the Development of Statistics)
TASC	Tool for Assessing Statistical Capacity
TTL	Task Team Leader
UNFPA	United Nations Population Fund
UN	United Nations

Regional Vice President: Jorge Familiar

Country Director: Mary A. Barton-Dock

Senior Global Practice Director: Carlos Felipe Jaramillo

Practice Manager: Miria A. Pigato

Task Team Leader(s): Mamadou Lamarane Deme, Raju Singh



**BASIC INFORMATION**

Is this a regionally tagged project? No	Country(ies)	Lending Instrument Investment Project Financing
--	--------------	--

- Situations of Urgent Need of Assistance or Capacity Constraints
- Financial Intermediaries
- Series of Projects

Approval Date 24-Mar-2017	Closing Date 31-Dec-2021	Environmental Assessment Category C - Not Required
------------------------------	-----------------------------	---

Bank/IFC Collaboration No
------------------------------

**Proposed Development Objective(s)**

The objective of the project is to (i) assist in the production, analyses and dissemination of the findings of the Fifth Population and Housing Census and (ii) strengthen the human and technological capacities of the IHSI.

**Components**

Component Name	Cost (US\$, millions)
Human Resources and Technology	2.30
Data Production, Dissemination and Use of Statistics	2.50
Project Management	0.20

**Organizations**

Borrower : MINISTRY OF ECONOMY AND FINANCE



Implementing Agency : INSTITUT HAITIEN DE STATISTIQUE ET DE L'INFORMATIQUE

Safeguards Deferral

Will the review of safeguards be deferred?

[ ] Yes [x] No

PROJECT FINANCING DATA (IN USD MILLION)

<input checked="" type="checkbox"/> Counterpart Funding	<input type="checkbox"/> IBRD	<input type="checkbox"/> IDA Credit <input type="checkbox"/> Crisis Response Window <input type="checkbox"/> Regional Projects Window	<input checked="" type="checkbox"/> IDA Grant <input type="checkbox"/> Crisis Response Window <input type="checkbox"/> Regional Projects Window	<input type="checkbox"/> Trust Funds	<input checked="" type="checkbox"/> Parallel Financing
Total Project Cost: 25.50	Total Financing: 25.50		Financing Gap: 0.00		
	Of Which Bank Financing (IBRD/IDA): 5.00				

Financing (in US\$, millions)

Financing Source	Amount
Borrower	6.40
CANADA, Govt. of	6.10
Inter-American Development Bank	8.00
IDA Grant	5.00
<b>Total</b>	<b>25.50</b>



**Expected Disbursements (in US\$, millions)**

Fiscal Year	2017	2018	2019	2020	2021	2022
Annual	2.50	2.50	0.00	0.00	0.00	0.00
Cumulative	2.50	5.00	5.00	5.00	5.00	5.00

**INSTITUTIONAL DATA**

**Practice Area (Lead)**

Macro Economics & Fiscal Management

**Contributing Practice Areas**

Governance

Poverty and Equity

**Climate Change and Disaster Screening**

This operation has been screened for short and long-term climate change and disaster risks

**Gender Tag**

Does the project plan to undertake any of the following?

a. Analysis to identify Project-relevant gaps between males and females, especially in light of country gaps identified through SCD and CPF

Yes

b. Specific action(s) to address the gender gaps identified in (a) and/or to improve women or men's empowerment

No

c. Include Indicators in results framework to monitor outcomes from actions identified in (b)

No

**SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)**

Risk Category	Rating
1. Political and Governance	● Substantial



2. Macroeconomic	● Substantial
3. Sector Strategies and Policies	● Substantial
4. Technical Design of Project or Program	● Moderate
5. Institutional Capacity for Implementation and Sustainability	● High
6. Fiduciary	● High
7. Environment and Social	● Low
8. Stakeholders	● Substantial
9. Other	● High
10. Overall	● Substantial

**COMPLIANCE**

**Policy**

Does the project depart from the CPF in content or in other significant respects?

Yes  No

Does the project require any waivers of Bank policies?

Yes  No

**Safeguard Policies Triggered by the Project**

Yes No

Safeguard Policies Triggered by the Project	Yes	No
Environmental Assessment OP/BP 4.01		✓
Natural Habitats OP/BP 4.04		✓
Forests OP/BP 4.36		✓
Pest Management OP 4.09		✓
Physical Cultural Resources OP/BP 4.11		✓
Indigenous Peoples OP/BP 4.10		✓
Involuntary Resettlement OP/BP 4.12		✓
Safety of Dams OP/BP 4.37		✓
Projects on International Waterways OP/BP 7.50		✓
Projects in Disputed Areas OP/BP 7.60		✓



### Legal Covenants

#### Sections and Description

The Recipient shall operate and maintain, throughout Project implementation, a Project Implementation Unit (the PIU) within IHSI, with qualified and experienced staff in sufficient numbers, as well as with adequate funds, facilities, services and other resources, and responsible for the procurement, financial management, and monitoring and evaluation aspects of the Project, all acceptable to the Association (FA, Schedule 2, section I A).

#### Sections and Description

The Recipient, through IHSI, shall carry out, and/or cause to be carried out, the Project in accordance with the Operational Manual, which consists of different schedules setting forth, respectively, rules, methods, guidelines, specific development plans, standard documents and procedures for the carrying out of the Project (FA, Schedule 2, section I B).

### Conditions

#### Type

Effectiveness

#### Description

(a) the Agreement for the Provision of Technical Assistance has been signed between the Recipient and UNFPA in form and substance satisfactory to the Association; and  
(b) the Operational Manual has been adopted by the Recipient in form and substance satisfactory to the Association.

### PROJECT TEAM

#### Bank Staff

Name	Role	Specialization	Unit
Mamadou Lamarane Deme	Team Leader(ADM Responsible)		LCRRF
Raju Singh	Team Leader		LCC8C
Rose Caline Desruisseaux-Cadet	Procurement Specialist(ADM Responsible)	Procurement	GGO04
Fabienne Mroczka	Financial Management Specialist	Fiduciary	GGO22
Aissatou Maisha Dicko	Team Member	Operations	LCC8C
Asli Gurkan	Safeguards Specialist	Social Safeguards	GSU04





Emilie Bernadette Perge	Team Member	Poverty	GPV04
Faly Diallo	Team Member	Finance	WFALA
Ingrid Sandra Milord	Team Member	Administrative Support	LCC8C
Isabella Micali Drossos	Counsel	Legal	LEGLE
Kassia Belo da Silva Antoine	Team Member	Economist	GMF09
Lydie Madjou	Team Member	Fiduciary	GGO22
Nellie Sew Kwan Kan	Team Member	Administrative Support	LCC8C
Nicolas Kotschoubey	Safeguards Specialist	Environment Safeguards	GEN04
<b>Extended Team</b>			
<b>Name</b>	<b>Title</b>	<b>Organization</b>	<b>Location</b>



HAITI  
STATISTICAL CAPACITY BUILDING PROJECT

**TABLE OF CONTENTS**

<b>I. STRATEGIC CONTEXT .....</b>	<b>9</b>
A. Country Context .....	9
B. Sectoral and Institutional Context .....	9
C. Higher Level Objectives to which the Project Contributes .....	11
<b>II. PROJECT DEVELOPMENT OBJECTIVES.....</b>	<b>11</b>
A. PDO.....	11
B. Project Beneficiaries.....	12
C. PDO-Level Results Indicators.....	12
<b>III. PROJECT DESCRIPTION.....</b>	<b>13</b>
A. Project Components.....	13
B. Project Cost and Financing.....	16
C. Lessons Learned and Reflected in the Project Design .....	17
<b>IV. IMPLEMENTATION.....</b>	<b>18</b>
A. Institutional and Implementation Arrangements.....	18
B. Results Monitoring and Evaluation .....	18
C. Sustainability .....	19
<b>V. KEY RISKS .....</b>	<b>19</b>
A. Overall Risk Rating and Explanation of Key Risks.....	19
<b>VI. APPRAISAL SUMMARY.....</b>	<b>21</b>
A. Economic and Financial (if applicable) Analysis.....	21
B. Technical.....	22
C. Financial Management.....	22
D. Procurement .....	22
E. Social (including Safeguards).....	23
H. World Bank Grievance Redress.....	23
<b>VII. RESULTS FRAMEWORK AND MONITORING .....</b>	<b>25</b>
<b>ANNEX 1: DETAILED PROJECT DESCRIPTION .....</b>	<b>32</b>



<b>ANNEX 2: IMPLEMENTATION ARRANGEMENTS.....</b>	<b>42</b>
<b>ANNEX 3: IMPLEMENTATION SUPPORT PLAN .....</b>	<b>46</b>



## I. STRATEGIC CONTEXT

### A. Country Context

1. **Haiti's growth performance in the last four decades has been disappointing and poverty remains endemic.** Haiti has a vision to become an emerging economy by 2030. It has comparative advantages, including its proximity and access to major markets; a young labor force and a dynamic diaspora; and substantial geographic, historical, and cultural assets. As mentioned in the 2015 World Bank Group Systematic Country Diagnostic (SCD), a history of vested interests, political instability, and natural disasters, as well as poor governance, inadequate infrastructure, and limited skills, have prevented the country to realize up to now its aspirations, trapping it in a low equilibrium.<sup>1</sup> From 1971 to 2015, GDP growth averaged 1.4 percent a year, much lower than the average of the Latin American and Caribbean (LAC) Region (3.3 percent) and the average of economies at the same level of development (3.2 percent). As a result, Haiti is the poorest country in the LAC Region and among the poorest in the world. The overall poverty headcount amounts to about 59 percent and extreme poverty to 24 percent in 2012. Almost 6.3 million Haitians cannot meet their basic needs and 2.5 million cannot cover their food needs. Furthermore, with a Gini coefficient of 0.6, Haiti has the highest income inequality in the region and one of the highest in the world.

### B. Sectoral and Institutional Context

2. **The SCD pointed out the lack of quality and timely economic and social data among the binding constraints to faster growth and reduced inequality.** The SCD consultations made it clear that there was limited evidence to inform planning and targeting of programs and policies. Haiti is still characterized by a dearth of data and reliable statistics. More reliable and timely statistics, particularly demographics, would help better reach the poor in terms of geography (outside of Port-au-Prince), as well as improving the sustainability and effectiveness of service and infrastructure delivery. The aftermath of Hurricane Matthew has underscored the need for better knowledge about Haiti's population for evidence-based planning and better targeting of policies. Targeting appropriate relief was hampered by the limited information about the affected population. The heavy damage was partly the result of people building and residing in vulnerable areas. If rehabilitation and reconstruction following this disaster are to be taken as an opportunity, better planning would be needed.

3. **Greater evidence – especially a population census – is therefore needed.** A population census is a key source of information for economic and social development planning, research, administrative purposes, and commercial or other uses (Box 1). The most recent demographics and housing census in Haiti, however, dates back to 2003. A new census has been in the making since 2013, but it has been delayed because of a lack of financing and limited capacity.<sup>2</sup> A census has only been carried out four times in Haiti (1950, 1971, 1982, and 2003) and the information from demographic projections probably

---

<sup>1</sup> Barton-Dock, M. and R.J. Singh (2015) "Haiti: Toward a New Narrative", Strategic Country Diagnostic, WB Report # 99448, World Bank.

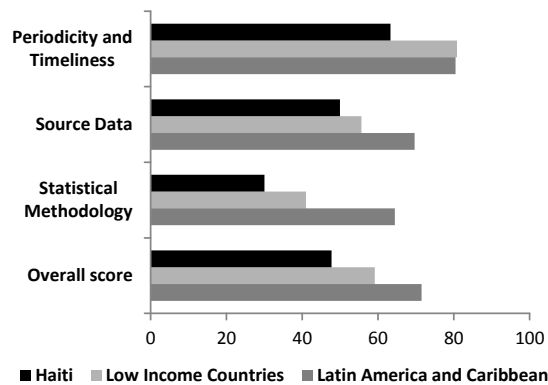
<sup>2</sup> Adverse weather events, such as Hurricane Matthew, have also contributed to the delay. Following Hurricane Matthew, the mapping of the south had to be revisited.



no longer reflect the social and demographic reality of the country. Haiti has been through a number of shocks over the past decade, ranging from political crises to natural disasters such as the 2010 earthquake or most recently Hurricane Matthew. These events have altered the living conditions of the population, as well as changed its demographic structure and its spatial distribution.

4. **Carrying out the census provides Haiti with an opportunity to improve its national statistical capacity.** According to a comprehensive diagnostic, the physical infrastructure and technology of Haiti’s National Institute for Statistics (*Institut Haïtien de Statistique et d’Informatique*, IHSI) are inadequate.<sup>3</sup> Human resources are limited both in number and in skills, requiring the support of external expertise. More generally, Haiti’s statistical system is far from meeting the needs of users in terms of statistical data and its overall capacity is weak. According to the Statistical Capacity Indicator, a composite index calculated annually by the World Bank considering statistical methodology, source data, and periodicity, Haiti ranks below comparator countries (Figure 1). In an effort to address these shortcomings, a National Strategy for the Development of Statistics (*Stratégie Nationale de Développement de la Statistique*, SNDS) is being prepared with the support of the European Union.<sup>4</sup> Against this backdrop, a new Population and Housing Census would help the IHSI upgrade its skills and technology, while providing evidence on which to base future policies.

Figure 1. Statistical Capacity Indicator, 2015 (0 = Lowest, 100 = Highest)



Source: World Bank data

<sup>3</sup> Cassion, H. (2015) *État des Lieux du Système Statistique Haïtien - Projet de Rapport Final, Étude financée par l’Union Européenne dans le cadre du Programme Statistique Minimum (PSM)*, IHSI.

<sup>4</sup> Cassion, H. (2015) *Vision et Orientations Stratégiques - Document de Synthèse, Projet d’énoncé de vision du SSN et objectifs stratégiques de la SNDS*, IHSI and ONPES.



**Box 1. What does a Census do?**

A census satisfies two main objectives: (i) provides the full picture of the population in one country at a point in time; and (ii) provides information – a statistical backbone – to realize future surveys. The biggest advantage of a census is its universality: it covers everyone in one country. While surveys are conducted by trained professional surveyors who can elicit better answers from respondents, a census is undertaken by nonprofessional and local enumerators, and questions need to remain fairly general and avoid sensitive topics.

**Planning:** Census data provide rich information on the number of individuals in one country to help planning at the national, regional, and local levels. Information can be disaggregated by age categories and educational status at very granular levels (*section communale*) to have an understanding of where needs are in terms of school facilities, for instance. The fifth census in Haiti will provide a first set of information on handicapped individuals, the types of handicaps, and where they reside. With this information, policy makers can plan on building and adapting existing infrastructure.

**Analyses:** Census data provide multiple information on gender differences, for instance, that can be used at a disaggregated level for gender analysis. This allows policy makers to have a complete view of the composition of the Haitian population within different areas and for different age groups. One can then look at spatial distribution of men and women within a country. Owing to the data collected in a census, one can estimate fertility levels as being the childbearing performance of women. These gender data can then also be used as denominators to compute more complex indicators through in-depth studies.

**Surveys:** Census data can be used to calibrate surveys and in-depth studies because they provide initial information on the population of interest such as number and location. Survey data provide detailed information on a subset of people and on specific topics. To provide nationally representative information, samples for this survey need to cover a certain number of households that presumably are representative of the entire population. Census data are then used to compute population weights that are applied to surveyed households.

**C. Higher Level Objectives to which the Project Contributes**

5. **The proposed project is fully aligned with the priorities identified in the World Bank Group’s Haiti Country Partnership Framework FY2016–FY2019 (CPF), discussed by the Executive Directors on August 27, 2015 (Report #98132) and the SCD.** The project falls under the CPF’s cross-cutting theme of Governance: Transparency, Accountability, and Sustainability and is aligned with its Objective 11: Improve Capacity for Sustainable Basic Service Delivery by, among others, helping develop the data and analytical tools and strengthening the institutional capacity necessary to underpin sector strategies. Further, it would help address two of the SCD’s priorities: (a) strengthening government capacity and institutions in the long term and (b) improving data and analytics as foundation for a better prioritization of public policy or development programs and a more effective and efficient delivery of such programs.

**II. PROJECT DEVELOPMENT OBJECTIVES**

**A. PDO**

6. **The Objectives of the project are to** (i) assist in the production, analyses and dissemination of the findings of the Fifth General Population and Housing Census and (ii) strengthen the human and



technological capacities of the IHSI.

## B. Project Beneficiaries

7. **The beneficiaries will be the citizens at large and more particularly users of statistics in Haiti.** The population at large will benefit from improved and more targeted policy design and implementation, made possible by the availability of more accurate and timely data. Government ministries and agencies, researchers and academia, civil society, businesses, media, and the international community, as well as interested and engaged citizens, will all benefit from better access to information. The project will strengthen user-producer dialogue and improve the delivery of statistical service providers.
8. **The immediate direct beneficiaries of the project will be official statistics producers in Haiti (IHSI).** The IHSI will benefit from investments in skills and equipment, training and technical assistance, and financial support for statistical operations with the aim of building the capacity of statistics producers to produce, analyze, and disseminate official statistics.

## C. PDO-Level Results Indicators

9. **The overall success of the project will be assessed on the basis of a number of different outcomes related to the overall PDO.** The production and the dissemination of the census findings by the IHSI will be the main outcome. Other proposed indicators will measure the degree of accuracy of the data collected and demonstrate the skills and the technology being acquired by the IHSI in the process. These indicators include:
- (a) The production of the final census results, including gender-disaggregated data;
  - (b) The completion of a post-enumeration survey (PES);
  - (c) The posting of the data and reports related to the census on the IHSI website;<sup>5</sup> and
  - (d) The strengthening of competencies at the IHSI.<sup>6</sup>
10. **At the intermediate level, progress and accomplishments will be measured in the areas of (a) improvement in human resources and technology and (b) data production, dissemination, and use of statistics.** Intermediate indicators include:
- (a) Human resources and technology:
    - (i) The IHSI staff produces an evaluation of the process and the results of the pilot census, and identifies the needed adjustments;

---

<sup>5</sup> Following international best practices, agreed-upon aggregated numbers, as well as the anonymous micro-files (at the individual level), will be made publicly available.

<sup>6</sup> This indicator capturing human capital building will be based on selected questions from the Tool for Assessing Statistical Capacity (TASC) developed by the U.S. Census.



- (ii) Data from the pilot census are uploaded on the central information technology (IT) system;
  - (iii) The IHSI staff monitors the progress of full data collection and provides technical support to enumerators;
  - (iv) Equipment (tablets) are effectively used for collecting census data;
  - (v) The IHSI staff produces preliminary reports on the results of the census; and
  - (vi) Data from the census are uploaded on the central IT system.
- (b) Data production, dissemination, and use of statistics:
- (i) Dissemination strategy designed by the IHSI and approved by its management;
  - (ii) Census preliminary results published by the IHSI; and
  - (iii) Vulnerability clusters for all the enumeration units produced by the IHSI and published at the communal section level.<sup>7</sup>

### III. PROJECT DESCRIPTION

#### A. Project Components

11. **Conducting the census will provide the process to strengthen the country's statistical capacity.** The review of previous statistical capacity strengthening projects has shown that strengthening capabilities is best achieved through the support of a specific exercise, such as a census, providing hands-on training, rather than supporting the implementation of a capacity-building strategy through seminars, workshops, or office space.<sup>8</sup> Along with parallel financing provided by the Inter-American Development Bank (IDB), Canada, and the Government of Haiti, the proposed project will support the IHSI (the entity responsible for the census) in carrying out strategic activities related to the preparation, execution, analysis, and dissemination of the next General Demographics and Housing Census (*Vème Recensement Général de la Population et de l'Habitat*).

12. **Haiti started the planning and preparation of a new census in 2012.** At that time, it had hoped to undertake the census in 2013, ten years after the latest one, in line with international standards. It was decided that to improve data accuracy and timeliness of dissemination and in spite of the additional cost and technological challenges, Haiti would carry out for the first time a fully computerized census,

---

<sup>7</sup> Key questions to assess the vulnerability of households have been included in the census questionnaire. This information will allow the calculation of a vulnerability index at the level of the enumeration unit (about 150 households) and a better targeting of social policies.

<sup>8</sup> Morrison, T. K., ed. (2005) *Statistical Capacity Building - Case Studies and Lessons Learned*. International Monetary Fund. While most of the training will be on the job, regular workshops will nevertheless take place to gather IHSI staff and take stock of their learning.





with questionnaires and data entry on electronic devices, daily uploading to regional data centers through newly available or substantially upgraded internet access, computer-based analysis and aggregation of data in district and regional centers, and final uploading to the IHSI headquarters for analysis and dissemination. Haiti had successfully used personal digital assistants for data collection during the 2012 household survey (*Enquête sur les Conditions de Vie des Ménages Après le Séisme, ECVMAS*). A fully computerized census implies higher costs but would also allow for better monitoring and a timelier completion of the census.

13. **Activities for the fifth census are grouped in three phases:** (a) planning and preparation; (b) enumeration; and (c) data processing, analysis, and dissemination. The planning and preparation phase can take one to several years and often accounts for more than half the cost of the total census. During this phase, structures and systems (human, organizational, and IT) are established; mapping and other census-related technical activities are carried out; and field agents are trained. A pilot will be undertaken to test the census material as well as the technology. The enumeration phase (data collection) is shorter but is almost as expensive as the preparation phase because of the large-scale deployment of field agents throughout the country. The phase covering data processing, analysis, and dissemination usually lasts a few months but will be extended in this case with activities ensuring that the data collected are actually used. The proposed project will support all three phases to ensure not only a sound preparation and the production of a quality product but also that the data collected are publicly available and used. It will include three components.

14. **Component 1. Human Resources and Technology.** The cost of this component is estimated at about US\$6 million, of which the proposed project will finance US\$2.3 million. This component will support implementation of activities linked to the census to strengthen the technical and managerial capacity of the IHSI through (a) the appointment of long-term and punctual expertise to support the IHSI in managing the census operation; (b) the recruitment of technical staff (statisticians and ICT specialists) who will work on census-related activities; (c) on-the-job training for existing and new IHSI technical staff with a focus on learning-by-doing; and (d) upgrading of information and communication technology systems, data management and archiving systems, and other equipment to meet the immediate needs of the census and for future surveys.

15. **Component 2. Data Production, Dissemination, and Use of Statistics.** The total budget of this component is estimated at about US\$17 million, of which the project will finance US\$2.5 million. This component will implement activities designed to improve the quality, timeliness, and usefulness of census data. While the data collection phase requires a lot of temporary staff, the project will focus on engaging citizens, training permanent IHSI staff, purchasing equipment that will remain at the IHSI, and disseminating and using census data.

- **Subcomponent 2.1: Preparation of Census** will include
  - Carrying out the pilot census in four departments;
  - Designing a national communications campaign promoting the census and its impacts; and



- Carrying out an awareness campaign to inform the population of the timetable for the implementation of the census and explain its contents.
- **Subcomponent 2.2: Execution of the Census and Data Collection** will include<sup>9</sup>
  - Technical support and assistance with the management and monitoring of the collection of household data.
- **Subcomponent 2.3: Analysis, Dissemination, and Use of Census Data** will include
  - Post-census data collection to assess reliability and quality of collected data;
  - Production and public dissemination, in the press and on the census web portal, of the preliminary report (aggregate data and maps);
  - Detailed analysis of census data and production of detailed reports;
  - Production and public dissemination, in the press and on the census web portal, of the final report;
  - Calculation by the IHSI of vulnerability clusters for all enumeration areas (EAs) and publication of the clusters at the communal section level;
  - Carrying out an audit of the census; and
  - Activities to foster the sustainability of the skills, tools, and competencies that the IHSI has acquired by, for instance, training government agencies on how best to use census data, producing a master sample for household surveys, and updating the countrywide population projections.

---

<sup>9</sup> It is not the first *de jure* census in Haiti. Conducting a *de facto* census (i.e. in one day wherever people happen to be) avoids double counting, but Haiti like most other low-income countries has limited capacity and has run its surveys *de jure* (over a longer period, interviewing people at their point of residence).



16. **Component 3: Project Management.** The estimated budget amounts to US\$2 million of which the project will finance US\$0.2 million. This component will support the IHSI in its day-to-day project management functions: coordination; implementation; and management (including fiduciary aspects, monitoring and evaluation, carrying out of audits, and reporting as required or needed) of project activities and results.

**Table 1. Project Cost by Components**

	Total cost (US\$, millions)	of which IDA (US\$, millions)	of which IDA (in %)
<b>Component 1: Human Resources and Technology</b>	<b>6.1</b>	<b>2.3</b>	<b>37.0</b>
Technology			
International Experts			
International TA			
<b>Component 2: Data Production, Dissemination, and Use of Statistics</b>	<b>17.4</b>	<b>2.5</b>	<b>14.4</b>
<b>Sub-Component 2.1</b>	<b>2.8</b>	<b>1.2</b>	<b>43.3</b>
Communication			
Pilot Survey			
Training			
<b>Sub-Component 2.2</b>	<b>13.8</b>	<b>1.0</b>	<b>7.2</b>
Data collection			
Supplies and equipment			
<b>Sub-Component 2.3</b>	<b>0.8</b>	<b>0.3</b>	<b>35.6</b>
Post enumeration surveys			
Data Verification			
Analysis and Dissemination			
Post-Census activities			
<b>Component 3: Project Management</b>	<b>2.0</b>	<b>0.2</b>	<b>12.1</b>
IHSI and other entities in Haiti			
UNFPA total			
<b>Total</b>	<b>25.5</b>	<b>5.0</b>	<b>19.6</b>

## B. Project Cost and Financing

17. **The budget for the overall census is estimated at US\$30.5 million and is expected to be fully funded.** Under the proposed Project (US\$25.5 million), the Government of Haiti has committed US\$3 million for the census in the current budget from its own resources and has agreed to commit at least US\$3.4 million in the next fiscal year. In addition, the proposed Project would provide an amount of US\$5 million and the remainder is expected to be financed by the IDB (US\$8 million) and Canada (US\$6.1 million). The IDB and Canada have been closely involved in the preparation of the project and have been working in parallel on their contribution for the financing of the census. Their contributions are expected to be reviewed by their Board and by their management, respectively, in the first quarter of 2017. Pooling all the sources of financing on the United Nations Population Fund (UNFPA) account mitigates risks of possible delays in the availability of funds (see section on implementation below and



Annex 2 for further details). Finally, the Government has requested to reallocate US\$5 million from the ongoing World Bank-financed Improving Maternal and Child Health through Integrated Social Services Project (P123706; IDA Grant H864-0-HT) to cover the financing gap, and move the preparation of the census and field test the production of vulnerability clusters to target better public interventions.

**Table 2. Expected Financing (US\$, millions)**

Government of Haiti	6.4
World Bank	5.0
Inter-American Bank for Development	8.0
Government of Canada	6.1
<b>TOTAL FINANCING</b>	<b>25.5</b>

### C. Lessons Learned and Reflected in the Project Design

18. **Previous World Bank-financed operations in Haiti have demonstrated the importance of providing appropriate technical assistance and closely supervising the activities.** Limited technical capacity, a lack of financial resources, and weak ownership of activities by the various governmental agencies involved in the census could hinder progress toward achieving the project outcomes. By placing, early on in the operation, a team of resident technical advisers at the IHSI, the proposed project aims to strengthen the technical capacity of the agency. Scheduling quarterly implementation support missions is expected to provide appropriately close supervision. The census would also be guided by a National Census Committee (*Comité National du Recensement*) comprising a high-level representative from each of the sector ministries and institutions users of census data, strengthening communication among and ownership of the main agencies involved in the census.

19. **The proposed Project design has also benefitted from the experience of previous statistical capacity strengthening projects more generally.**<sup>10</sup> Reviews of previous statistical capacity-strengthening projects have shown, for instance, that strengthening capacity is best achieved through the support of a specific exercise providing hands-on training, such as a census. These reviews also stress the importance of harmonizing funding, because this has proved particularly problematic in countries where several donors provided earmarked funds for the same activity but had different accounting and disbursement schedules, delaying the statistical production process and increasing transaction costs. Through the contracting of UNFPA, the proposed project aims at establishing mechanisms that will pool all sources of financing for the census (Government, Canada, IDB, and the World Bank); harmonize processes; and provide a predictable funding flow (see section on implementation below and Annex 2 for further details).

20. **Finally, user consultations have shown the importance of raising the profile of statistics by fostering demand for statistics and making products more relevant.** Beyond the collection of the

<sup>10</sup> Morrison, T. K., ed. (2005) *Statistical Capacity Building - Case Studies and Lessons Learned*. International Monetary Fund; Open Data Watch (2015) *Partnerships and Financing for Statistics: Lessons Learned from Recent Evaluations*; Oxford Policy Management (2009) *Evaluation of the Implementation of the Paris Declaration: Thematic Study - Support to Statistical Capacity Building, Synthesis Report*.



census data, the project also supports the effective use of census results and activities to foster more broadly an enabling environment for the creation, dissemination, and use of data. In this regard, the proposed project pays particular attention to outreach and dissemination efforts and is accompanied by parallel efforts to promote access and use of open data. For instance, the Haiti Trade Information Portal, the first in the Caribbean, was launched in July 2016. It aims at facilitating trade through greater transparency about the rules and regulations, limiting regulatory uncertainties, and improving governance. The BOOST portal became live in August 2016, also the first in the Caribbean, providing publicly accessible fiscal data. The World Bank-administered Trust Fund for Statistical Capacity Building has also provided financing to carry out an Open Data Readiness Assessment at the request of the Prime Minister's Office.<sup>11</sup>

## IV. IMPLEMENTATION

### A. Institutional and Implementation Arrangements

21. **The IHSI, a unit of the Ministry of Economy and Finance (MEF), will be responsible for the implementation of the proposed activities, with the assistance of UNFPA.** The capacity of the IHSI is quite limited and managing both multi-donor and Government funds would be highly complex and challenging. Therefore, to assist in the implementation of the activities related to the census, the Government will contract UNFPA. Given the ongoing technical cooperation between the IHSI and UNFPA, the Government will enter into a single source agreement with UNFPA using a modified Standard Form of Agreement between the World Bank and UNFPA.<sup>12</sup> Under the proposed agreement, UNFPA will provide technical assistance and management services to the IHSI for producing the various deliverables related to the census as spelled out in the proposed agreement. This joint and consolidated approach would be consistent with recent findings on optimal mechanisms to deliver multi-partner assistance.<sup>13</sup>

22. **World Bank funds under the proposed project will be disbursed in two tranches directly into UNFPA's bank account.** Once the agreement between UNFPA and the Government is effective, the IHSI will submit to the World Bank a United Nations (UN) Commitment Application for the total cost of the contract. When the Commitment Application is processed by the World Bank and notified, UNFPA will request the first payment, through the IHSI, as indicated in the proposed agreement. The payment will then be transferred directly by the World Bank into the UNFPA-specified bank account. The subsequent payment will also be made directly by the World Bank into the UNFPA account upon satisfactory delivery of the activities specified in the agreement.

### B. Results Monitoring and Evaluation

---

<sup>11</sup> This assessment aims at evaluating the opportunities and challenges of publishing available data in an unconditional and reusable format as well as to assess the potential demand for open data from within the government, civil society, nongovernmental organizations (NGOs), and the private sector.

<sup>12</sup> Standard Form of Agreement adopted in 2014 between the World Bank and UNFPA. It was revised by UNFPA, IDB, and World Bank to adapt to the project situation and needs. Canada will sign its own agreement with UNFPA.

<sup>13</sup> Open Data Watch (2015) *Partnerships and Financing for Statistics: Lessons Learned from Recent Evaluations*



23. **Progress toward the project results will be monitored quarterly.** The agreement between the Government and UNFPA requires that UNFPA reports quarterly to the IHSI and the donors on the progress toward a specified set of indicators. Twice a year, these progress reports will be accompanied by a detailed report on the use of funds (implementation reports). These progress reports will provide all of the data and information needed to track the Results Framework indicators. As mentioned earlier, satisfactory progress toward these indicators will be the basis to justify disbursement requests in favor of UNFPA.

### C. Sustainability

24. **The expected outcomes should last beyond the closing date of the proposed Project.** The commitment is for the census data to be publicly available and research using them fostered. Their relevance and use beyond the project should thus be assured. Moreover, the data will be used to update the household sampling framework as part of the project, serving as a basis for all future household surveys. The equipment purchased for the project, as well as the skills and competencies, should remain at the IHSI because the training would have focused on permanent staff. This upgrade in skills and technology should place the IHSI in a better position to carry out future surveys that in turn will encourage the use and maintenance of these skills and equipment.

25. **More generally, the Government will continue an active dialogue with the World Bank and other development partners.** Government funding of statistical institutions and activities is insufficient in Haiti. This is the result of: (i) limited political commitment to the production and dissemination of reliable and timely statistics; (ii) uncertain availability of funds which, although identified in the budget, are dependent on adequate treasury resources; and (iii) cumbersome administrative processes which often limits procurement and disbursement. The country, therefore, relies heavily on funding from external donors for large-scale surveys, contributing in part to their delay. To ensure a reliable and sustainable availability of funding for statistical work after the end of the project, efforts will be deployed to (i) ensure appropriate Government funding for statistical operations through the national budget and (ii) discuss continued support from other donors, including private foundations. In parallel, the World Bank will assist the authorities to identify actions that will provide more adequate treasury resources, such as mobilizing more fiscal revenues and simplifying the cumbersome administrative processes hampering public spending in general.

## V. KEY RISKS

### A. Overall Risk Rating and Explanation of Key Risks

26. **The overall risk of the proposed project is Substantial, stemming from high institutional capacity, fiduciary, stakeholders, and severe weather conditions risks.** There is a growing appreciation of the economic benefits from improved statistics to support more targeted policies. Furthermore, the aftermath of Hurricane Matthew has underscored the need for better knowledge about Haiti's population for better planning and better targeting of policies. Key issues remain, nevertheless, in national institutions, especially at the IHSI: inadequate institutional capacity that could hamper the implementation of the various activities and threaten the achievements of the expected development outcomes and weak fiduciary capacity that could undermine the use of financial resources. The Haitian



population may also be reluctant to participate in the census and respond candidly. Finally, severe weather conditions might hamper access to some areas, causing some activities to be delayed or disrupted. In addition, political, macroeconomic, and sector risks are substantial, stemming from a limited ownership by the Government in the past, possible political concerns about publishing the results of the census, and tighter public resources for a sector too often perceived as a non-priority.

**27. The key risks and corresponding risk management measures are listed below:**

- **The institutional capacity risk** would be managed by strengthening the preparation and implementation capacity at the IHSI by embedding at least one full-time resident technical expert as soon as possible and by supporting closely the implementation of the proposed Project through regular exchanges with the IHSI and its UNFPA advisors, as well as quarterly implementation support missions;
- **The fiduciary risk** would be managed by channeling all financial resources through a bank account held by UNFPA, using UNFPA procurement rules and regulations to ensure the best value for money, and UNFPA financial reporting to account appropriately and regularly for their use;
- **The political risk** would be managed by continuing to convey at the policy level the importance of strengthening statistics, especially the census, for more targeted policies; including in the National Census Committee a high-level representative from each of the sector ministries and institutions users of census data, strengthening thereby communication between and ownership of the main agencies involved in the census; and by engaging early in the process a communication strategy announcing the publication of the census results, thereby building expectations and fostering pressure to make them public;
- **The macroeconomic and sector risks** would be managed by committing the authorities and donors to finance their share by signing a multiyear agreement with UNFPA, actively engaging in coordination with the donors to secure financing and disbursements, and being ready to mobilize additional financing if needed;
- **The stakeholder risk** would be managed by informing the population on the importance of participating in the census (see section on citizen engagement below for more details) and ensuring enumerators are not being influenced, by providing a dedicated hotline to which they could report any suspect behavior and conducting regular phone surveys; and
- **The severe weather risk** would be managed by scheduling the census data collection at the most appropriate time (i.e. avoiding the rainy season).





## VI. APPRAISAL SUMMARY

### A. Economic and Financial (if applicable) Analysis

28. **More and better information is the basis for sound decision making.** The overarching objective of this project is to expand the information and knowledge base in Haiti to enable decision makers at all levels to make better decisions. Because it is difficult to assign a specific value to the ability to make better decisions, a traditional cost-benefit analysis has not been attempted here. Every country needs a basic set of commonly accepted stylized facts about its people, economy, society, and environment, which can be used in the public discourse and to make informed decisions. The IHSI, with the support of this proposed Project, will create that informational foundation, leading to improved targeting of public spending and a greater development impact. UNFPA has been closely involved in the design of the proposed Project to ensure that it is cost-efficient. The cost per capita of the fifth census is estimated at about US\$3.00, in line with the average cost of censuses carried out in the LAC region (between US\$ 3.00 and US\$3.20 per capita).

29. **Furthermore, the census will provide a statistical backbone for further surveys.** Although alternative data collection methods are currently being examined (e.g. phone interviews or cellular digital records), statistics are still essentially obtained through households and enterprises surveys. The most cost effective way to do that is to maintain adequate sampling frames from which to draw appropriately sized samples and administer questionnaires to a representative subset of the population. The improved capacity, which will be built by this proposed Project, to create and maintain adequate sampling frames and draw efficient samples, will save resources and improve data reliability over time.

30. **A national census must be carried out by a public entity to ensure that it covers the whole country and its citizens.** The availability of reliable and timely data will strengthen the decision making, definition of activities, and funding in many developmental areas such as education, health, urban development, infrastructure, social protection, poverty alleviation, and gender. While the private sector can and does collect specific statistics, it cannot be as comprehensive as a Government-managed census. The sensitivity of the information gathered on individuals also favors carrying out the census by a public entity.

31. **The World Bank will provide added value in this project through its technical expertise, convening power, and financing.** The World Bank has experience in statistical capacity strengthening in countries comparable to Haiti.<sup>14</sup> The World Bank will bring technical rigor and integrity to the preparation of statistical activities and to the collection, analysis, and dissemination of data. In addition, the World Bank is providing relevant South-South experience to Haiti by including in its team one of the managers of the Senegal 2013 Census (which was also a fully computerized census). The World Bank is also playing an important coordination role with the Government and among donors and multilateral agencies, a critical element for the success of the proposed project because no single partner will be able to fund fully the census. Finally, the World Bank is continuing to convey, at the political level, the importance of strengthening statistics, especially the census, making sure the national budget contribution is made in a timely manner and advocating the appropriate inclusion in the budget of

---

<sup>14</sup> More recently, Kenya, the Democratic Republic of Congo, South Sudan, and the Republic of Congo.





future statistical activities to ensure the sustainability of the progress achieved under the proposed project.

## B. Technical

32. **The technical design of the proposed Project builds on international and national best practices.** The project has been designed, based on several reviews of previous statistical capacity strengthening projects, showing that strengthening capacity is best achieved through hands-on training by carrying out a specific exercise, such as a census. The design of the project has been guided by UNFPA to include activities that are technically sound and follow best international practices. The focus on strengthening human resources and technological capacities is appropriate, based on a thorough diagnostic of the national statistics system, and promises to deliver the highest potential impact.

33. **Appropriate quality controls have been included.** In accordance with international practice, a pilot census will be conducted at least six months before the full enumeration, to test comprehensively all census procedures. This exercise will provide important information on all the important aspects of the census such as the adequacy of the field organization, training programs, the extent of the burden placed on the households being interviewed, and the data processing plan. A PES will also be conducted to assess errors related to omissions or to double counting, which are the most important sources of quantitative errors in censuses. This operation is carried out independently and aims at calculating the level of reliability of the data collected through the full enumeration. Finally, an international technical advisory board will be established, including experts in the field of demography, statistics, and related disciplines, who will provide independent quality control and ensure that the census in Haiti is conducted according to international standards.

## C. Financial Management

34. **The proposed project qualifies for streamlined financial management (FM) arrangements.** Because the IHSI will not directly manage project funds and UNFPA is a signatory to the Financial Management Framework Agreement (FMFA) with the World Bank, the project qualifies for streamlined FM arrangements, implying that the World Bank's audit requirements will be met through the normal audit function of the UN Agency's own External Auditor. Separate audited financial statements are therefore, not required to be produced for the purpose of the proposed project. UNFPA, as is customary and detailed in the proposed agreement, will nevertheless maintain a separate ledger to record the transactions pertaining to the census and prepare twice a year an implementation report, which will include information on the activities implemented under the census and financial information. The obligation to maintain a satisfactory system that allows for adequate oversight and administration of the agreement with UNFPA is the responsibility of the IHSI, which needs to ensure that information received from UNFPA is recorded in its accounting systems, included in its financial reports, and is subject to audit by the Government's own auditor.

## D. Procurement

35. **Most activities under the proposed project will be delivered under a single-source agreement between the Government and UNFPA.** UNFPA was selected by the Government to assist the IHSI to



complete the fifth general census, given its unique experience in census operations. Assisting countries in the collection, analysis, and dissemination of census data is an essential component of its mandate.<sup>15</sup> UNFPA plays a key role in the coordination of technical and financial assistance for censuses. This support may include resource mobilization, the provision of technical advisers, communication training and technical awareness, implementation of advertising campaigns, and development of census budget as well as of enumeration mapping and census instruments such as questionnaires and training manuals. The IHSI and UNFPA have developed a long-term partnership dating back to 1996. UNFPA provided support to the IHSI during the fourth census. For the fifth census, UNFPA has been working closely with the IHSI since the beginning of the preparation, participating and supervising most of the work, including the review of all technical and financial plans and resource mobilization.

#### E. Social and Environment (including Safeguards)

36. **The project has no adverse environmental impact and is not associated with any social safeguards issues.** The anticipated social impacts are expected to be positive because the capacity to produce, collect, and disseminate disaggregated data based on socioeconomic status will be increased to inform key policy decisions, and awareness and knowledge of citizens on these issues will be enhanced. Appropriate considerations to their own health and safety will, nevertheless, be included in the training of census field staff.

37. **Gender.** The census will be made as gender informed as possible so that its results can truly reflect the position of men and women in the Haitian society. It will therefore collect, analyze, and disseminate data on various aspects of women's life such as education, health, or work status and present all data disaggregated by gender. Furthermore, efforts will be made to avoid gender biases by, for instance, including groups and NGOs dealing with gender issues in the census committees; recruiting female enumerators to ensure gender balance among census staff and appropriate responses from female interviewees; training census staff on gender issues and how best to handle gender-sensitive questions; and launching media campaigns to emphasize the gender aspects of the census.

38. **Citizen engagement:** A special communication effort will be developed with the media to inform people well in advance about the census, answer any questions or concerns, and detect early any issues that could hamper participation. For the census to succeed, the entire population needs to cooperate and participate willingly. It should own the process and not perceive the operation as a bureaucratic exercise conducted by the authorities with unclear objectives. For this purpose, a communication and advocacy campaign will be conducted to explain to the general public the importance of the census not only as a national development effort but also for them individually. Appropriate representation of the various segments of the population will also be ensured in the National Advisory Committee.

#### F. World Bank Grievance Redress

39. Communities and individuals who believe that they are adversely affected by a World Bank (WB)

---

<sup>15</sup> There are very few censuses in developing countries in recent years, where UNFPA was not, in one way or another associated. Myanmar is the most recent case where UNFPA provided census technical support in a very complex political context.



supported project may submit complaints to existing project-level grievance redress mechanisms or the WB's Grievance Redress Service (GRS). The GRS ensures that complaints received are promptly reviewed in order to address project-related concerns. Project affected communities and individuals may submit their complaint to the WB's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of WB non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate Grievance Redress Service (GRS), please visit <http://www.worldbank.org/en/projects-operations/products-and-services/grievance-redress-service>. For information on how to submit complaints to the World Bank Inspection Panel, please visit [www.inspectionpanel.org](http://www.inspectionpanel.org).



**VII. RESULTS FRAMEWORK AND MONITORING**

**Results Framework**  
**COUNTRY : Haiti**  
**Statistical Capacity Building Project**

**Project Development Objectives**

The objective of the project is to (i) assist in the production, analyses and dissemination of the findings of the Fifth Population and Housing Census and (ii) strengthen the human and technological capacities of the IHSI.

**Project Development Objective Indicators**

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
<b>Name:</b> Final census results, including gender disaggregated data, are produced		Yes/No	N	Y	Quarterly	Project data	IHSI
<i>Description:</i> The data collected will be presented in the tabulations recommended for population and housing censuses by the United Nations Statistical Division - Revision 2.							
<b>Name:</b> A post-enumeration survey is conducted		Yes/No	N	Y	Quarterly	Project data	IHSI



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
----------------	------	-----------------	----------	------------	-----------	-------------------------	------------------------------------

**Description:** A post-enumeration survey is conducted independently under conditions as ideal as possible. Its objective is to assess the degree of precision of the collected data under the full census. This survey will assess the errors related to omissions or to double counting, the most important sources of quantitative errors in censuses.

<b>Name:</b> Data and reports related to the census are posted on the IHSI website		Yes/No	N	Y	Quarterly	Project data	IHSI
--	--	--------	---	---	-----------	--------------	------

**Description:** The results will be made available on line on the IHSI website in the tabulations recommended for population and housing censuses by the United Nations Statistical Division - Revision 2, as well as 100 percent of the micro-files and at least four thematic reports (demography, education, economic activity, and disabilities).

<b>Name:</b> Strengthen competencies at IHSI		Number	1.80	2.50	Annually	Project data	IHSI
--	--	--------	------	------	----------	--------------	------

**Description:** Capacity building at the IHSI will be measured by taking the simple average of the answers to the following questions from the Tool for Assessing Statistical Capacity (TASC) developed by the U.S. Census: questions 2.1, 3.1, 4.1, 5.1, 7.3, 8.1, and 9.2.

**Intermediate Results Indicators**

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
----------------	------	-----------------	----------	------------	-----------	-------------------------	------------------------------------

<b>Name:</b> Pilot census process and results are evaluated by IHSI staff to identify and make needed adjustments		Yes/No	N	Y	Quarterly	Project data	IHSI
---	--	--------	---	---	-----------	--------------	------



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
<p><b>Description:</b> IHSI staff has prepared a report discussing the difficulties encountered while running the pilot census as well as the lessons to be drawn and adjustments to be made.</p>							
<b>Name:</b> Data from the pilot census uploaded on the central IT system		Yes/No	N	Y	Quarterly	Project data	IHSI
<p><b>Description:</b> The data collected by the enumerators during the pilot census are loaded on their supervisor's computer and then uploaded to the central server.</p>							
<b>Name:</b> Progress of full data collection is monitored by IHSI staff who also provide technical support to enumerators		Yes/No	N	Y	Quarterly	Project data	IHSI
<p><b>Description:</b> As the data collected are uploaded to the central server, staff at IHSI can monitor the progress in data collection. Through field trips, they will provide support to the teams.</p>							
<b>Name:</b> Equipment (tablets) effectively used for collecting census data		Yes/No	N	Y	Quarterly	Project data	IHSI
<p><b>Description:</b> Tablets are used for most of the data collection, with paper support only used for specific cases such as the homeless.</p>							
<b>Name:</b> Preliminary report on the results of the census is		Yes/No	N	Y	Quarterly	Project data	IHSI



Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
produced and published by IHSI staff							
Description: The staff at IHSI produces a report presenting the global results by department and by gender, as well as the number of buildings and households.							
<b>Name:</b> Data from the census uploaded on the central IT system		Yes/No	N	Y	Quarterly	Project data	IHSI
Description: The data collected by the enumerators are downloaded on their supervisor's computer and then uploaded on to the central server at IHSI.							
<b>Name:</b> Dissemination strategy designed by IHSI and approved by its management		Yes/No	N	Y	Quarterly	Project data	IHSI
Description: A strategy describing how various media will be used to disseminate the results of the census (e.g. TV, press, radio, posters).							
<b>Name:</b> Census preliminary results published by IHSI		Yes/No	N	Y	Quarterly	Project data	IHSI
Description: The global results by department and by gender, as well as the number of buildings and households, are available online on the website of the IHSI.							
<b>Name:</b> Vulnerability indicators at the enumeration section level		Yes/No	N	Y	Quarterly	Project data	IHSI



---

Indicator Name	Core	Unit of Measure	Baseline	End Target	Frequency	Data Source/Methodology	Responsibility for Data Collection
calculated by IHSI for the entire national territory and published at the communal section level							
<p><b>Description:</b> The IHSI will calculate vulnerability indices at the level of enumeration units for the entire national territory on the basis of a methodology agreed with the World Bank and tested during the pilot census. The results at the level of the communal sections will be made available online on the website of the IHSI.</p>							





**Target Values**

**Project Development Objective Indicators**

<b>Indicator Name</b>	<b>Baseline</b>	<b>End Target</b>
Final census results, including gender disaggregated data, are produced	N	Y
A post-enumeration survey is conducted	N	Y
Data and reports related to the census are posted on the IHSI website	N	Y
Strengthen competencies at IHSI	1.80	2.50

**Intermediate Results Indicators**

<b>Indicator Name</b>	<b>Baseline</b>	<b>End Target</b>
Pilot census process and results are evaluated by IHSI staff to identify and make needed adjustments	N	Y
Data from the pilot census uploaded on the central IT system	N	Y
Progress of full data collection is monitored by IHSI staff who also provide technical support to enumerators	N	Y
Equipment (tablets) effectively used for collecting census data	N	Y
Preliminary report on the results of the census is produced and published by IHSI staff	N	Y



---

Indicator Name	Baseline	End Target
Data from the census uploaded on the central IT system	N	Y
Dissemination strategy designed by IHSI and approved by its management	N	Y
Census preliminary results published by IHSI	N	Y
Vulnerability indicators at the enumeration section level calculated by IHSI for the entire national territory and published at the communal section level	N	Y

---



## ANNEX 1: DETAILED PROJECT DESCRIPTION

### COUNTRY: Haiti

#### Statistical Capacity Building Project

#### Population Census Activities - Detailed Description<sup>16</sup>

1. A population census is the total process of collecting, compiling, evaluating, analyzing, publishing, and disseminating demographic, economic, and social data pertaining, at a specified time, to all people in a country. The essential features of a population census are individual enumeration, universality within a defined territory, simultaneity, and defined periodicity.<sup>17</sup> As indicated earlier, the population census is the largest data collection undertaking in a country by a government. Not only does it cover the whole country, but it also provides information on every person, from new-born babies to the oldest person in the country and includes both nationals and non-nationals.

2. The goals of a census are to provide basic statistics on population and housing conditions in one territory and to create a comprehensive source of statistical information. A census provides the country with (a) the full picture of its entire population and (b) information to realize future surveys in many policy areas (e.g. labor force surveys, fertility, and migration patterns).<sup>18</sup> A census is a key source of information for economic and social development planning, research, administrative purposes, and commercial or other uses. The biggest advantage of a census is its universality; it covers everyone in a country. While the lack of details is one of the main drawbacks, a census could be supplemented by in-depth studies.

3. Census activities are grouped in three phases: (a) planning and preparation; (b) enumeration; and (c) data processing, analysis, and dissemination. The planning and preparation phase can take one to several years and often accounts for more than half the cost of the total census. This is the period when structures and systems (human, organizational, and IT) are put in place; mapping and other census-related technical activities are carried out; and field agents are trained. The enumeration phase (data collection) is short (a few weeks at most) and is almost as expensive as the preparation phase because of the large-scale deployment of field agents throughout the country. The phase covering data processing, analysis, and dissemination lasts a few months and cost a fraction of the cost of the other two previous phases. The project will support all three of them to ensure not only a sound preparation and the production of a quality product but also that the data collected are publicly available and used.

#### Planning and Preparation

##### *Strengthening the IHSI Capacities*

4. Adequate human resources is critical to the success of the census. In its present form, the IHSI

<sup>16</sup> For the full description of the project, see: IHSI (2016) *Project Document: 2016 Population and Housing Census - Haiti*, published by IHSI with the support of the UNFPA Haiti Country Office.

<sup>17</sup> Definition based on: United Nations (2009) "Principles and Recommendations Related to Population and Housing Censuses." New York.

<sup>18</sup> The United Nations (2008) explains that the "main features of a population and housing census are individual enumeration, universality (i.e. all individuals are enumerated) within a defined territory, simultaneity and defined periodicity."



has capacities in the areas of statistics, IT, demography, and population studies. It also has experience in conducting censuses. Expertise needs, nevertheless, to be deepened for the implementation of the fifth census. Therefore, the department's regular staff need to undergo training in the latest methods of census cartography, enumeration, data processing, analysis, and dissemination. It is not recommended, however, that this capacity building take the form of formal training. A preferred alternative is on-the-job training. Hence, a major activity of the UNFPA advisers in the different fields will be to provide on-the-job training to the selected IHSI staff.

5. From a qualitative point of view, the IHSI has well-qualified staff. However, it is important to have an understanding from the Government, and the Ministry of Finance in particular, that the respective staff will be assigned full time to the census when required. In many cases, the most qualified personnel in organizations implementing a census have multiple functions, and they cannot allocate adequate time to the census operations and administration. Conducting a census is a full-time job and the person in charge of the census (in this case the Census Project Director) and his/her deputies (Chief Census Officers) should be completely dedicated to the census, with no other responsibilities. As mentioned, the IHSI professional staff are well qualified but some lack the experience of census implementation. To gain expertise, they have to work closely with the UNFPA advisers.

6. In this regard, the UNFPA advisory team will include, in addition to a Technical Assistance Coordinator, five national consultants (one logistician, one specialist in training design, one translator, one communication expert, and one responsible for procurement). Subsequently, other international experts will complement the team. They will be appointed for short periods, but most of them will be engaged for several periods throughout the census process. It is recommended that external consultants be contracted for the following tasks: data processing, cartography and geographic information system, advocacy and publicity, preparation for the enumeration training phase, logistics, and data analysis.

7. There is also a strong need to build collaboration between and across units within the IHSI (even those not directly involved in the census). The census is not only a technical and logistical operation but also one that requires teamwork. For this reason, the project also envisages at least three team-building sessions for the IHSI staff to facilitate cross-departmental communication, collaboration, and increased self-awareness. Experience and research have proven the benefits of providing teams with the tools and leadership skills necessary to manage complicated programs.

#### *Development of Technical Documents*

8. The activities in this section include developing documents related to the organization manual, questionnaires, instruction manuals, contracting and training plans, logistics plan, data verification and validation procedures manuals, tabulation, analysis, publication and dissemination plans, codification manuals, and data processing plan. Also included are activities related to the validation of all the technical documents and of the manuals and other products. Some of these documents provide information on the different steps of the operation and provide a comprehensive idea of the scope of the planned tasks and of the adopted strategies. Other documents provide instructions to the enumerators with regard to the procedures to follow and the techniques and methods to apply during their interventions. The main objective of preparing these documents is to harmonize the basic understanding of the different steps for the involved personnel, to guarantee the full success of the operation.



### *Tests and Pilot Census*

9. It is critical to carry out some field activities well before the actual field data collection, for this operation to be successful. For this purpose, developed instruments and technical tools will be systematically tested in the field to have a first idea of the questionnaire administration and the difficulties filling the form, as well as the difficulties related to the interpretation of the instruction manuals. The methodology consists in administering the questionnaire or a section of it to potential interviewees from different social strata. This will aim at evaluating the level of understanding of the questionnaire by both the interviewee and the census agent, identifying the poorly worded questions and testing the applicability of the questionnaire, identifying the problems that the census agents may face in the field during the interview, the administration of the questionnaire, and the time taken for filling in the respective form.

10. A pilot census will also be carried out. It is a comprehensive test of all census procedures. Essential features of a pilot census are coverage of one or more sizeable administrative divisions and inclusion of the preparatory, enumeration, and processing stages of a census, by which it thus tests the adequacy of the entire census plan and of the census organization. To best serve this purpose, the conditions in the pilot census should be as close as possible to the conditions that would be present during the actual enumeration. For this reason, the pilot census is often taken exactly one year before the planned census so as to conform to the expected seasonal patterns of climate and activity.<sup>19</sup>

11. EAs located in four departments will be selected, based on the field specificities and difficulties. These selected EAs will be distributed based on the residence environment (urban, suburban or slums, rural). It is planned to include three communes in each of the four departments and in each of them three EAs in urban areas and four in rural areas. The census agents will be assigned to their selected EA and equipped with a tablet. The aim of this will be to test exhaustively not only the questionnaire's content but also the computer applications in the tablets and their potentialities and weaknesses, to ensure a process of calibration and maturation of the applications to guarantee their reliability at the time of the counting. The constraints and difficulties as well as the agents' aptitudes and skills to handle the tablets will also be assessed, considering the workload of the census agents and that of their supervisors. This will also be an opportunity to test the secured data transmission system and the modalities for quality control at the time of the collection.

### *Communication and Advocacy Strategy*

12. For the census exercise to succeed, the entire population has to cooperate and participate willingly. Special attention should be given to sensitization and education of the general public on the importance of the census not only as a national development effort but also for them individually. When an informed public both understands and appreciates the importance of the census and the use of data it generates, people will more readily cooperate with enumerators during the entire exercise. A census communication, publicity, and advocacy strategy will guide all work in this area. A special communication strategy will be developed toward the media to inform them well in advance about the census, answer their questions/concern. Developing a partnership with the media will help having them on board for the census operation, as well as to detect early issues that may hamper the participation of

---

<sup>19</sup> United Nations (2015) "Principles and Recommendations for Population and Housing Census, revision 3." New York, 106.



the population (e.g. confidentiality concerns).

## **Enumeration**

### *Recruitment*

13. Two categories of staff will constitute the personnel for the fifth census: office staff and field staff. To fill the positions required for the management, planning, and execution of the activities related to the fifth census, these two categories of staff will be subdivided into two types:

- The IHSI's permanent personnel, i.e. the civil servants who, based on their skills, will be assigned full time to the fifth census. These civil servants will constitute the main technical core unit for the census.
- The contract personnel, who will complement the permanent personnel, will be assigned for a limited time to the census operation activities. This will include office staff (e.g. national and international consultants, processing and analysis staff, and support staff) and field staff regrouping information and communication technology support agents, department heads, commune heads, district supervisors, census agents, and guides.

14. Staff recruitment will be based on competition or school degree or recommendations from local authorities (e.g. locally elected officials; civil, police, and religious authorities; and local dignitaries), based on the eligibility criteria to be established. The field staff will be recruited on site, i.e. based on the candidate's proximity with the assignment area. Supervisors will be selected among the best candidates at the end of the training. Enumerators will receive a fixed fee and a possible additional amount in case of high workload. Recruitment notices will be published in the media (e.g. radios, televisions, newspapers, and posters) to inform the interested public on the positions to be filled and their profiles.

15. For the 15,000 enumerators and 3,000 supervisors, the IHSI intends to recruit people from the area they will work for several reasons: (a) their knowledge of the area will help them find their way around their EA, (b) they are known by the population which facilitate communication and participation, and (c) it reduces the transportation costs as they live in the same neighborhood they will work. In addition to enumerators, a number of guides will be recruited to facilitate their access to the population in some difficult areas.

16. The identification of the staff of the fifth census is one of the important points of the census operation, particularly the field staff (mapping agents, information and communication technology support agents, census agents, and district supervisors), as the nature of their tasks (intervention in buildings, houses, and with the households) requires that they be clearly identified. Hence, identification badges bearing the logo of the fifth census, duly laminated, sealed, and signed by the responsible heads, will be delivered to all the personnel involved in the project's activities. In addition, a T-shirt with the logo and initials of the IHSI and of the Census Office will be provided to the field agents, as well as a cap, to better identify and locate them on the field.



### *Training*

17. This training will essentially focus on the mastering of the tablet, the administration of the questionnaire, the instruction manuals addressed to the personnel in general, and specifically to those who will participate in the field work, for them to fully understand the methods and tools they will be using. Training of field staff will be organized in cascade: the IHSI staff will train the departmental managers, who then will train the municipal managers, who will in turn train enumerators and supervisors. The cascade scheme is the common practice to train census field staff in light of the large number of people to train. Training is of paramount importance to ensure good quality and homogeneity of the enumeration. A participative training program will therefore be prepared, focusing on the main objectives and instructions, and the acquisition of knowledge will be systematically controlled afterwards.

18. Trainees will not be paid during the training, but they will receive a daily subsistence allowance. After the first week, a diagnosis of competences will be performed to keep only the trainees who are able to follow. At the end of the training, a test will be organized and will be marked using an IT application, and the selection decisions will be taken centrally. The best trainees will be selected as supervisors, then the others as enumerators or reserve enumerators. The content of the training program will be developed with the assistance of a training specialist who will be recruited to refine the manuals and design the training exercises. It is also planned to set up an electronic forum for the trainers to share information and experience.

### *Enumeration*

19. The main tasks of the enumerator are the following:

- Perform, with the help of the supervisor, a recognition of the boundaries of the assigned EA.
- Identify, from the numbers put by the cartography agents on the buildings, all buildings inside the assigned EA.
- Fill in the questionnaire following the instructions.
- Interview the head of household or any other qualified household member able to answer following the instructions.
- Enumerate all resident persons in the dwellings of the assigned EA
- Collect the information on the ground while ensuring data quality.
- Carefully check that all the answers are recorded correctly in the questionnaire.
- Check the questionnaires after each interview.
- Regularly notify the supervisor of the completed questionnaires.



- Prepare a report that should accompany the submission of files of completed questionnaires during a work day to the supervisor.
- Transmit, at the end of the field work, all the latest files of completed and corrected questionnaires, the equipment, and material made available to the supervisor.

20. A specific web application will be developed to ensure monitoring of the progress in the enumeration. This application, linked to the central database, will allow to access the number of questionnaires completed by areas. This application will be accessible to the communal and departmental offices, on their respective areas of responsibility, and to the IHSI headquarters. Standard dashboards will present the progress of the enumeration and compare with the expected numbers collected during the cartographic phase to follow the completion rate. This will allow close monitoring of the progress of the enumeration as well as comparisons across the territory.

21. Observation and monitoring missions are programmed to limit the errors, avoid other problems, and efficiently manage the quality of the data to be collected. These missions will be periodic over the course of the field operations. They will allow not only to supervise, control, and verify the implementation and progress of the collection operation but also to provide technical support to the staff in charge of executing the works, providing proximity and efficient assistance to it.

#### *Evaluation of the Enumeration*

22. Collection of the information related to housing and population is currently better controlled, owing to the progress in technology. However, quantitative and qualitative errors are still registered in population census operations. The most important quantitative errors are those linked to coverage. They are omission errors, and this implies that not all the inhabitants have been counted. Other errors could come from eventual duplicates and double counting. All these errors are imputable to problems observed at both the level of the design of the operation and at the implementation of the preparatory phases, particularly during the field work execution.

23. To remedy these problems and make informed decisions, a Post-Enumeration Survey (PES) will be conducted immediately after the enumeration. The PES is an independent operation, planned under optimum conditions, which makes it possible to measure the census's coverage rate. Compared to the census's data, the PES offers the possibility to calculate the level of reliability or the quality of the collected data, using a statistical model. In addition, the results can be used, if necessary, to correct the numbers provided by the general census when the time comes to develop demographic projections.

24. The PES is a sample survey that will cover a limited but representative number of households located in randomly selected EAs on the national territory. The sample will be rigorously pre-stratified taking into account the different geographical and administrative areas of the country. The mapped cartographic base will be used as the sampling frame for the selection. An EA will be selected for the PES, to represent more or less a sampling rate of 2 percent. The field collection techniques will be similar to those of the General Census to guarantee the comparability of the data from the two operations. The PES shall start two weeks after the end of the general counting and last two weeks.





## **Data Processing, Analysis, and Dissemination**

### *Data Processing*

25. The data processing phase covers different components, including the verification, coding, and keying. Emphasis is put on the adopted approaches and techniques to strengthen the quality and reliability of the results. It is, however, important to highlight that the use of the tablets allows shortening of the data processing phase in comparison with paper-based enumeration, meaning that with the data collected on the field, the process will directly start with the data cleaning phase followed by coding of the remaining cases and validation. However, it should be noted that the use of the tablets will not totally exclude the use of printed questionnaires, particularly for the enumeration of homeless persons.

26. Although the data collection application embeds a number of consistency checks and identifies the most prominent errors, the file containing the data after enumeration could still contain some errors or missing values. These errors originate either from the interviewee or the interviewer. From a practical point of view, these errors may be classified under two categories: (a) the more serious ones, those which may stop the verification process, and (b) the less important ones, those which introduce distortions in the results without interrupting the logical sequence of the verification operations. The errors of the first type shall be corrected without any exception, and those of the second type shall be corrected to the extent possible.

27. Coding is the technical procedure for converting verbal information into an item of classification, for example, occupation classification, or educational attainment classification. There are obvious advantages in coding the respondent's answer directly into the questionnaire during the interview because the respondent is still present to provide clarifications if necessary. It is planned to code the most common occupations or industry directly during the interview using the data collection application. The remaining cases will be captured as textual answers and coded at a later stage in the IHSI central office by coding experts.

28. To meet the different needs of both internal and external users and offer them a large variety of census data, it is useful and important to expand the lifetime and duration of use of the data in the database. The constitution of these databases shall facilitate the dissemination and durability of the census results. The data related to the population, households, and housing will be stored (a) in their raw form, as collected, and (b) in their final form, following correction. For their adequate preservation, in addition to being on a server, these databases will be recorded on a reliable back-up device such as a compact disc (CD-ROM) or digital disc (DVD-ROM).

### *Analyses*

29. Once the results are available, analytic studies will be made while following a detailed and coordinated program over several years. This will allow the heads of the public and local administration, the researchers, and other users to take the best possible advantage of the results from the census. Hence, a whole program is planned and recorded in an 'Analysis Plan' document for the analysis of the information of Fifth General Population and Housing Census. This document establishes the application rules for the set of technical provisions or procedures adopted for the numbers to be meaningful and



make them real for the users.

30. The program will include descriptive summaries of the census's results, as well as detailed analytical studies on one or several aspects of the demographic and social condition of the country. In addition to the studies that are part of the global census program, the research entities, universities, and experts will be encouraged to undertake additional analyses on their own initiative.

31. For the drafting of the documents related to the population's dynamics or structure, demography specialists will be contracted. The technicians in charge of this type of analysis will receive technical support. The support may be international, provided by regional training institutions or international organizations.

32. For the detailed analytical studies on other aspects of the demographic and social condition of the country, work will be outsourced, either through a studies and research firm, or through universities. In this specific case, training will be provided for the production of tables to the executives in charge of these analytical works. These training sessions will be conducted by data processing and demographic analysis specialists. The sessions will consist of providing these executives with the needed skills, enabling them to produce themselves the complementary tables defined for the analysis needs.

#### *Dissemination*

33. This is one of the most important phases of the census operation, given that it makes available for the many users a large variety of useful information for decision-making, research, and consultation purposes. Dissemination of the fifth census will take various forms, including launching of the publications by high-level country personalities (e.g. government, elected leaders, civil society organization, and development partners). This also involves organizing dissemination workshops at the national and subnational levels to explain to people the meaning of the vast amount of information generated from the census. Other forms of dissemination would include distribution of printed tabulation reports, maps, posters, flyers, and monographs, as well as electronic publications and placement of information on a webpage. However, it is necessary to emphasize that dissemination needs to be efficient, extensive, and complete, ranging from easy-to-read and understand posters, flyers, and maps to special tabulations, analytical reports, and micro-data files for sophisticated statistical users.

34. The publication of the results will be done in several phases and will include the following types of results:

- **Preliminary results.** These results are published within one to two months following the end of the field operations. They will produce a series of tables developed based on the main variables of the census for the country and its main administrative areas.
- **Final results.** These results will be published not only for the whole country but also for its different geographical departments. Final results will be published as four thematic reports in a four-month period:
  - Demographic characteristics



- Education
- Economic activity
- Disability

35. In addition, the IHSI has planned to develop a dissemination website using the product REDATAM, developed by the Latin American and Caribbean Demographic Centre of the United Nations Economic Commission for Latin America and the Caribbean. REDATAM allows dissemination of tables and offers the user the possibility to choose the variables to cross-tabulate.

#### *Fostering the Use of Data*

36. The use of census data for evidence-based policy making, and more generally by all potential users, is the ultimate goal of the census. It is, therefore, essential to strengthen the national capacity for data use. The definition of the census project shall include support for the effective use of census results. Activities to support an enabling environment for the use of data should be undertaken throughout the census process, including after the dissemination of the census results. Activities will include capacity development for government staff on using data for policy making and for civil society organizations on using data for advocacy.

37. The IHSI will be supported to develop its capacity to identify potential uses for the data they produce, particularly for ministries, local governments, and civil society organizations. This implies that the IHSI should be a data producer and a provider of statistical information, requiring the ability to listen to and understand the needs and topics of interest of data users. Work with civil society organizations and academia will be expanded to promote the use of data by, for example, encouraging the IHSI to allow access to anonymous (to ensure confidentiality) micro-data by researchers.

38. Strategies to engage with civil society and academia include the following:

- Establish partnerships with academia, including research universities, to analyze specific topics using census data.
- Organize advocacy competitions, whereby, given a topic, civil society and/or academia are invited to present an advocacy action or strategy based on census-related data. This type of activity could also serve to assess capacity gaps.

39. The focus on data use to local administrations will be expanded, supporting the creation of demand for data at the local level. This could be done by supporting linkages among academia, civil society organizations, and local administrations through funding calls for proposals or competitions. Academia and civil society will be encouraged to work together with local administrations to propose solutions to local challenges by analyzing and using census-related data. UNFPA will guide this process. For this reason, part of the advocacy for the census project is also to advocate the importance of follow-up in-depth surveys in critical sectors (e.g. health, migration, gender-based violence, disabilities to name a few), as well as for follow-up projects aimed at further dissemination and analysis of data at the departmental and local administrative levels.



40. Finally, further assistance will be provided to the IHSI to consolidate the training and technical support received in the preparation and implementation of the census. These post-census capacity-building activities will focus on solidifying the skills, tools, and competencies of the IHSI staff that will help promote the sustainability of high-quality data production. These activities will include (a) a training program on statistical techniques for the IHSI professional staff; (b) a training program on basic statistical subjects for the nonprofessional IHSI staff; (c) training government agencies on how to use better the data produced by the census to strengthen its impact; (d) production of a master sample for household surveys; (e) updating of countrywide population projections; (f) proposal for the redesign of a national household survey; (g) construction of a data warehouse; and (h) generation of all appropriate metadata for existing statistical projects.

**Table 1.1. Expected Financing (US\$, millions)**

Government of Haiti	6.4
World Bank	5.0
Inter-American Bank for Development	8.0
Government of Canada	6.1
<b>TOTAL FINANCING</b>	<b>25.5</b>

**Table 1.2. Project Costs (US\$, millions)**



<b>Activities of the Census</b>		<b>Project component</b>
<b>1 – Administration and Management</b>	<b>2.50</b>	
International Experts	1.86	Component 1
IHSI and other entities in Haiti	0.64	Component 3
<b>2 - Preparation</b>	<b>4.93</b>	
Technology	3.82	Component 1
Communication	0.58	Sub-Component 2.1
Pilot Survey	0.10	Sub-Component 2.1
International TA	0.44	Component 1
<b>3 – Data Collection</b>	<b>15.91</b>	
Training	2.09	Sub-Component 2.1
Data collection	12.11	Sub-Component 2.2
Supplies and equipment	1.69	Sub-Component 2.2
Post enumeration surveys	0.02	Sub-Component 2.3
<b>4 – Data Verification</b>	<b>0.04</b>	Sub-Component 2.3
<b>5 – Analysis and Dissemination</b>	<b>0.79</b>	
Analysis and Dissemination	0.14	Sub-Component 2.3
Post-Census activities	0.65	Sub-Component 2.3
<b>Total Cost UNFPA</b>	<b>1.35</b>	
Activities under the UNFPA-GoH Agreement (5%)	0.86	Component 3
Activities under the UNFPA-Canada Agreement	0.49	Component 3
<b>TOTAL CENSUS</b>	<b>25.50</b>	

## ANNEX 2: IMPLEMENTATION ARRANGEMENTS

### COUNTRY: Haiti

#### Count People - Strengthening Haiti's National Statistical Capacity through the Census Statistical Capacity Building Project

##### Project Institutional and Implementation Arrangements

1. Previous World Bank-financed operations in Haiti have demonstrated the importance of providing appropriate technical assistance and closely supervising the activities. Limited technical capacity, a lack of financial resources, and weak ownership of activities by the various governmental agencies involved in the census could hinder progress toward achieving the project outcomes. By placing, early on in the operation, a team of resident technical advisers at the IHSI, the proposed project aims to strengthen the technical capacity of the agency. Scheduling quarterly implementation support missions is expected to provide appropriately close supervision. The census would also be guided by a Committee (*Comité National du Recensement*) comprising a high-level representative from each of the sector ministries and institutional users of census data, strengthening communication among and ownership of the main agencies involved in the census.



2. The IHSI, a unit of the MEF, will be responsible for the implementation of the proposed activities, with the assistance of UNFPA. The capacity of the IHSI is quite limited and managing both multi-donor and Government funds would be highly complex and challenging. Therefore, to assist in the implementation of the activities related to the census, the Government will contract UNFPA. Given the ongoing technical cooperation between the IHSI and UNFPA, the Government will enter into a single-source agreement with UNFPA using a modified Standard Form of Agreement between the World Bank and UNFPA.<sup>20</sup>

3. The UNFPA agreement will pool all the sources of financing for the census. Under the proposed agreement, UNFPA will provide technical assistance and management services to the IHSI for producing the various deliverables related to the census as spelled out in the proposed agreement. To that end, the financing from all the sources, donors, and Government funds would be pooled and trusted to UNFPA. An agreement would cover the Government's contribution, funded either through its own fiscal resources, the financing from the IDB or that of the World Bank; another would cover the contribution from Canada. This joint and consolidated approach would be consistent with recent findings on optimal mechanisms to deliver multi-partner assistance.<sup>21</sup>

## Financial Management

4. **Internal controls, internal and external audit.** The project will rely on the UNFPA's internal controls, internal and external audit arrangements. As the IHSI will not directly manage project funds and UNFPA is a signatory to the Financial Management Framework Agreement with the World Bank, the project qualifies for streamlined FM arrangements, which indicate that the World Bank's audit requirements are met through the normal audit function of the UN Agency's own external auditor. Therefore, separate audited financial statements for a grant or the UN Agency are not required to be produced for proposed project purposes. However, UNFPA, as is customary and detailed in the proposed agreement, will maintain a separate ledger to record the transactions pertaining to the project and regularly prepare an implementation report, mentioned earlier, which will include information on the activities implemented under the project and financial information.

## Disbursements

5. **Disbursement arrangements and flow of funds.** For the disbursement of the World Bank funds, the proposed agreement anticipates two tranches to be directly transferred into the UNFPA's bank account. Once the agreement between UNFPA and the Government is effective, the IHSI will submit to the World Bank a UN Commitment Application for the total cost of the contract. When the Commitment Application is processed by the World Bank and notified, UNFPA will request the first payment, through the IHSI, as indicated in the proposed agreement. The payment will then be transferred directly by the World Bank into the UNFPA specified bank account. The subsequent payment will also be made directly by the World Bank into the UNFPA account, after the implementation reports, as approved by the IHSI, are submitted to the World Bank, supplemented with a withdrawal request from the IHSI, as indicated in the proposed agreement. The IHSI will review the UNFPA implementation semiannual reports and in

---

<sup>20</sup> Standard Form of Agreement adopted in 2014 between the World Bank and UNFPA. It was revised by UNFPA, IDB, and the World Bank to adapt to the project situation and needs.

<sup>21</sup> Open Data Watch (2015) "Partnerships and Financing for Statistics: Lessons Learned from Recent Evaluation."



case of disagreement with its content, will inform the World Bank.

**Procurement**

6. **Most activities under the proposed project will be delivered under a single source agreement between the Government and UNFPA.** UNFPA was selected by the Government to assist the IHSI to complete the fifth census, given its unique experience in census operations. Assisting countries in the collection, analysis, and dissemination of census data is an essential component of its mandate.<sup>22</sup> UNFPA plays a key role in the coordination of technical and financial assistance for censuses. This support may include resource mobilization, the provision of technical advisers, communication training and technical awareness, implementation of advertising campaigns, and development of census budget as well as of enumeration mapping and census instruments such as questionnaires and training manuals. The IHSI and UNFPA have developed a long-term partnership dating back to 1996. UNFPA provided support to the IHSI during the Fourth General Census. For the fifth census, UNFPA has been working closely with the IHSI since the beginning of the preparation, participating and supervising most of the work, including the review of all technical and financial plans, as well as resource mobilization.

7. **Procurement Plan, thresholds for procurement methods and the World Bank review.** The summary Procurement Plan for implementation of the proposed project was agreed between the recipient and the World Bank on January 19, 2017 and is presented in Table 2.1. The plan would be updated as required to reflect the actual project implementation needs and improvements in institutional capacity. The recommended thresholds for the use of the procurement methods specified in the financing agreements are identified in Table 2.2. Supervision of procurement would be carried out primarily through prior review supplemented by supervision missions.

**Environmental and Social (including safeguards)**

8. **The project has no adverse environmental impact and is not associated with any social safeguards issues.** The anticipated social impacts are expected to be positive because capacity to produce, collect, and disseminate disaggregated data based on socioeconomic status will be increased to inform key policy decisions, and awareness and knowledge of citizens on these issues will be enhanced. Appropriate considerations to health and safety will, nevertheless, be included in the training of census field staff.

**Monitoring and Evaluation**

9. **Reporting arrangements.** Under the proposed project, the IHSI will review and transmit the semiannual reports prepared by UNFPA to the World Bank. The reports will be submitted to the World Bank no later than forty-five (45) days after the end of the semester.

**Table 2.1. Summary of Procurement Plan**

Ref.	Description of Contracts	Estimated Costs	Number of	Review by the	Method
------	--------------------------	-----------------	-----------	---------------	--------

<sup>22</sup> There are very few censuses in developing countries in recent years where UNFPA was not in one way or another associated. In this regard, censuses in South Sudan, Somalia, and Palestine are noticeable. Myanmar is the most recent case where UNFPA provided census technical support in a very complex political context.



No.		(US\$)	Packages	World Bank (Prior/Post)	
<b>Consulting Services</b>					
1.1	Technical assistance with UNFPA for the support and management of the Fifth Population and Housing Census	5,000,000	1	Prior	UN Agency

Table 2.2. Thresholds for Procurement Methods and Prior Review

Expenditure Category	Contract Value (Threshold) US\$, Thousands	Procurement Method	Contracts Subject to Prior Review
<b>1. Works</b>	>3,000	ICB	All
	Between 1,000 and 3,000	NCB	None
	≤1,000	Shopping	None
<b>2. Goods and Non-Consulting Services</b>	>500	ICB	All
	≤500	NCB	None
	≤150	Shopping	None
	Regardless of value	Direct Contracting	All
	Regardless of value		All
<b>3. Consulting Services</b>	>300	QCBS, QBS, FBS, LCS	>200
3.A Firms	≤300	CQS	>100
	Regardless of value	Direct Contracting UN Agencies	All
3.B Individuals	Regardless of value	Single Source	All
		UN Agencies	All

Note: ICB = International Competitive Bidding; QCBS = Quality- and Cost-Based Selection; DC = Direct Contracting; FBS = Fixed Budget Selection; NCB = National Competitive Bidding; QBS = Quality-Based Selection; LCS = Least-Cost Selection; SSS = Single-Source Selection; CQS = Selection Based on Consultants' Qualifications.





## ANNEX 3: IMPLEMENTATION SUPPORT PLAN

COUNTRY: Haiti

Statistical Capacity Building Project

### Strategy and Approach for Implementation Support

1. The Implementation Support Plan has been informed by years of implementation experience in Haiti and would be characterized by daily close support in executing activities, as well as sustained guidance regarding technical and fiduciary. The plan places strong emphasis on communication and close working relationships between the IHSI, the MEF, UNFPA, and the other donors (IDB and Canada).
2. The overall risk of the proposed projects is Substantial, stemming from high risks related to institutional capacity, fiduciary, stakeholders, and severe weather conditions. To help mitigate these risks, the team will in particular provide assistance in the following areas:
  - **Technical inputs.** Constant dialogue will be maintained with the UNFPA advisory team embedded at the IHSI to identify early on any technical issue that would require additional support. In this case, the World Bank would seek the appropriate expertise. Quarterly implementation missions will be fielded at the time of the progress reports to discuss the progress achieved and any implementation difficulties.
  - **Disbursements.** Regular dialogue with the donors will be maintained to ensure smooth financing of the activities and anticipate any possible delays in disbursements.
  - **Fiduciary requirements and inputs.** Because UNFPA will provide the day-to-day fiduciary and procurement support to the project, financial management and procurement missions are envisaged only every six months to follow up on the results of the implementation reports. Support would be provided on a timely basis to respond to the project needs.
  - **Country relations.** The Bank will convey the importance of carrying out a census and provide appropriate budgetary resources to this exercise, as well as to foster more generally an environment supportive to open data.