

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

**HAITI**

**SUPPORT FOR THE FIFTH POPULATION AND HOUSING CENSUS**

**(HA-L1126)**

**PROJECT PROFILE**

The project team consisting of prepared this document: José Antonio Mejía (IFD/ICS), Team Leader; Catherine Alexis (CDH/CHA); Janine Perfit, Benjamin Roseth, and Melissa González (IFD/ICS); Takady Konate, Lila Mallory (FMP/CHA); Marie Edwige Baron (CDH/CHA); and Taos Aliouat (LEG/SGO).

Under the Access to Information Policy, this document is subject to Public Disclosure.

## PROJECT PROFILE

### HAITI

#### I. BASIC DATA

<b>Project Name:</b>	Support for the Fifth Population and Housing Census		
<b>Project Number:</b>	HA-L1126		
<b>Project Team:</b>	José Antonio Mejía (IFD/ICS), Team Leader; Catherine Alexis (CDH/CHA); Janine Perfit, Benjamin Roseth, and Melissa González (IFD/ICS); Takady Konate, Lila Mallory (FMP/CHA); Marie Edwige Baron (CDH/CHA); and Taos Aliouat (LEG/SGO).		
<b>Beneficiary:</b>	Republic of Haiti		
<b>Executing Agency:</b>	<i>Institute Haïtien de Statistique et d'Informatique (IHSI)</i>		
<b>Financial Plan:</b>	IDB Grant Facility:	US\$	8 million
	<u>Parallel Financing:</u>		16 million
	World Bank		10 million
	Global Affairs Canada		6 million
	Local counterpart		7 million
	Total:	US\$	31 million
<b>Safeguards:</b>	Policies triggered:	OP-703. OP-704 and OP-102	
	Classification:	C	

#### II. GENERAL JUSTIFICATION AND OBJECTIVES

- 2.1 **Limited data.** In most developing countries the only data source that provides information across all the territory and for all the population is a population census. The lack of reliable administrative records implies that the denominator for most population based indicators is based on projections that become less accurate as time passes, especially for small geographical areas. In the case of Haiti, the last population census dates back to 2003, more than the internationally recommended 10 years have passed. Since then, a major earthquake destroyed a large portion of Port-au-Prince in 2010, and provoked major displacement of the population and migration.
- 2.2 **Weak statistical system.** Haiti's national statistical system is highly decentralized and lacks coordination, restricting its ability to meet the needs of users in terms of statistical data. There is limited evidence to inform planning and targeting of programs and policies. According to the Statistical Capacity Indicator, a composite index calculated annually by the World Bank taking into account statistical methodology, source data and periodicity, Haiti ranks below comparator countries and has the lowest level among countries in Latin America and the Caribbean. Haiti therefore is by a dearth of data and reliable statistics.

- 2.3 **Data needs.** A constant flow of statistical information is a basic input for the formulation, Monitoring and Evaluation (M&E) of public policies and programs. Any government program that is based on targeting requires good data to focus its resources, even the most basic public resources allocation needs a simple criteria to distribute resources in an equitable way. The most simple of criteria is the distribution of the population in the territory, this and a wide variety of other statistics come, or are derived, from a population census, which is also the backbone of the national statistical system.
- 2.4 **Growing global demand.** The need to inform policy making and to report on the progress of international agreements implies a high demand for statistical products from public and private decision makers and external partners. In recent years, increased demand has been linked, for example, to the M&E of regional integration initiatives, the National Development Plan and the Millennium Development Goals. The Minimum Statistics Program, financed by the European Union, was initiated to produce reliable data for the design, execution and M&E of the National Development Plan. The country must now monitor the post 2015 international development agenda and its Sustainable Development Goals (SDGs). This growing demand for data has brought to the surface shortcomings in the quality of official statistics, more specifically in the areas of methodological rigor, opportunity, reliability, accuracy, utilization, and dissemination of data.
- 2.5 **Increasing national needs.** As national and international resources become scarcer, the Government of Haiti has an increasing need for better data with a high level of disaggregation, given its critical importance for the effective design, implementation and evaluation of public policies, especially poverty reduction policies.
- 2.6 **The proposed project.** The total cost of the 5<sup>th</sup> Population and Housing Census in Haiti is US\$31 million, of which the present project will finance US\$8 million through a grant from the IDB Grant Facility. The rest of the resources will come from other donors and the Government of Haiti.
- 2.7 **Objective.** The Bank is a strong proponent of better data for better results. The objective of this project is to improve the availability of high quality statistical information to inform policy design, M&E in Haiti. This would be done by supporting the Haitian Institute of Statistic and Informatics (IHSI, French acronym) to create a strong statistical data infrastructure by providing resources to carry out all activities related to the preparation, execution, analysis and dissemination of the 5<sup>th</sup> Population and Housing Census in Haiti.
- 2.8 **Relevance.** The population census represents the core of any national statistical system. The full count of the population is absolutely necessary to estimate most demographic and economic indicators. The geographical level of disaggregation, which can only be achieved by the census, is also essential to estimate indicators by locality. Furthermore, the availability of data from a population census will provide basic tools for the evaluation of Government and Bank projects in the country and will be an essential tool for the design of new operations. Both processes are now hampered by the lack of reliable information.

- 2.9 Census activities are grouped in three phases: (i) preparation; (ii) execution; and (iii) analysis and dissemination. The preparation phase often starts at least a year before the data collection. This is the period when structures and systems (human, organizational, IT) are put in place, mapping and other census-related technical activities are carried out and, field agents are trained. The execution phase (data collection) is short but much more expensive than the preparation phase, because of the intensity and large scale of the deployment of field agents throughout the country. The analysis and dissemination phase lasts a few months and costs a fraction of the other two phases. Each one of these phases will be a component of the census project.
- 2.10 **Component 1. Preparation-Institutional Development: Human Resources and Infrastructure (total budget US\$9.5 million, IDB contribution US\$1.0 million).** This component would implement activities linked to the census and is designed to strengthen the technical and managerial capacity of IHSI through: (i) the contracting of long-term and punctual expertise to support IHSI in executing the census; (ii) the recruitment of technical experts (statisticians and IT specialists); (iii) on-the-job training for existing and new IHSI technical staff with a focus on learning-by-doing; (iv) designing and carrying out a national communications campaign promoting the census and its benefits, including an awareness campaign to inform the population that the census is about to take place and explaining what it involves; and, (v) upgrading of Information and Communication Technology (ICT) systems, data management and archiving systems, and other equipment to meet the immediate needs of the census, equipment which will be available for later surveys after the census work is completed.<sup>1</sup>
- 2.11 **Component 2. Data Production: execution (total budget US\$20 million, IDB contribution US\$6 million).** This component would implement activities designed to improve the quality, timeliness and usefulness of census data, by assisting IHSI in finalizing the census preparatory tasks, carrying out the data collection phase. This component includes training and recruiting of field staff. This involves: (i) training 24,000 people (from whom 15,000 field agents and 3,200 supervisors will be hired), 1,100 trainers, and 850 technology support staff; (ii) deployment of 15,000 field agents, 3,200 supervisors, 3,000 guides and security staff, 800 technology support staff to the ten regions of the country; and (iv) four weeks of intense data collection.
- 2.12 **Component 3 (total budget US\$1.5 million, IDB contribution US\$1 million). Analysis and Dissemination – Post Data Collection.** This component focuses on: assessing data quality and promoting a wide dissemination of census results. It will finance: (i) a post enumeration survey to assess reliability and quality of collected data; (ii) data anonymization, cleaning and analysis to produce strong indicators on demographics and household composition in Haiti; (iii) production and public dissemination, in the press and on the census web portal, of a preliminary report (aggregate data and maps) and a final report; (iv) detailed analysis of census data and production of detailed reports; (v) general

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<sup>1</sup> IHSI has been working on the preparation of the 5<sup>th</sup> Population Census since 2011 when it was planned to be conducted in 2013. Therefore some activities have a high degree of progress, for example the updating of the cartography and questionnaire design.

dissemination campaign to make census results widely available to all the Haitian population; and (vi) carrying out an audit of the census budget. Resources would also be devoted to training government agencies on how to better use the data produced by the census to enhance its impact.

- 2.13 **Consistency with Country Strategy.** While this operation is not aligned with one of the six priority sectors of the IDB: Country Strategy with Haiti (2011-2015) (GN-2646)<sup>2</sup>, it contributes to institutional capacity building and will provide invaluable information for its evaluation. The data generated by the population census will be an important input in the implementation of the new country strategy (in preparation), in which the lack of data is a constant theme across all sectors.
- 2.14 **Alignment.** The program is consistent with the Update to the Institutional Strategy (UIS) 2010-2020 (GN-2788-5) and is aligned with the development challenge of social inclusion and equality as well as aligned with the cross-cutting themes of: (i) gender equality and diversity; and (ii) institutional capacity and rule of law through the Country Development Results by government agencies benefited by projects that strengthen technological and managerial tools to improve public service delivery. Additionally, the program will contribute to the Corporate Results Framework 2016-2019 (GN-2727-4) through government agencies benefited with strengthen technological and managerial tools to improve public service delivery.
- 2.15 **Lessons learned.** The lessons based on experience gained by the Bank in similar projects have demonstrated that a population census is an essential tool that provides the information necessary to design and monitor public policy, and to respond to the data needs to track progress of the new SDGs. In operational terms some of the lessons learned include: (i) the importance of strong political commitment on the census from the highest political level in the country, it has to be presented as a national project; (ii) the need to centralize administrative responsibilities to guarantee the appropriate flow of resources at key points in the process (i.e. payments to field staff); and (iii) the relevance of a strong dialogue with data users to make sure that the data produced is the data needed by policy makers. The Bank brings these experiences and expertise to the design of the operation, and will continue to contribute with its knowledge throughout the execution of the project.
- 2.16 **Intervention effectiveness.** External support to fund the population census is justified given the existing context and financial constraints faced by the country. The cost of the exercise implies the need for it to be funded by multiple donors. The complexity of the project underlines the need for close coordination among all parties involved and a close involvement that promotes the development of local capacities in the country.

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<sup>2</sup> Mentioned Strategy is currently in effect.

### III. TECHNICAL ISSUES AND SECTOR KNOWLEDGE

- 3.1 **Executing agency.** The IHSI<sup>3</sup> will have overall responsibility for the implementation of the project. IHSI lacks sufficient technical, financial, and operational skills to carry out a census in an efficient and timely manner.<sup>4</sup> The IHSI has requested external assistance in all areas and has so far relied heavily on the advice of the United Nations Population Fund (UNFPA)<sup>5</sup> to advance on census preparatory activities. Given this ongoing cooperation between the two entities, UNFPA's technical expertise, and to assist effectively IHSI, it is proposed that the Government of Haiti directly awards the UNFPA a technical assistance contract for most of the census related activities (including equipment, training and technical assistance). Concurrently, all involved donors agree that the UNFPA would be trusted to administer all donor and government funds related to the census, discussions are ongoing between all parties involved to identify the applicable policies and procedures for procurement and financial management and will be further defined within Annex III of the POD.
- 3.2 **Risks.** The main identified risks are as follows: (i) availability of national resources and exchange rate fluctuations. The Government of Haiti has made a commitment to contribute to the project, however the availability of government funds depends on the national budget, which could vary depending on the commitment of the government to the census and the total amount could fluctuate with the exchange rate. The Government of Haiti has already transferred to the IHSI half of its total commitment, the rest of the national funds will be distributed evenly throughout activities to minimize the impact in case those resources are not available, allowing for small budget cuts across the different components to compensate the lack of these funds; (ii) institutional risks. As with all public sector institutions in Haiti, the IHSI is exposed to the country's political instability and turmoil. However, given the technical nature of the work performed by the civil servants in the IHSI, technical teams tend to have long standing careers in the institution and show long term permanence in their job as shown in the last 20 years, this contributes to their professional specialization and minimizes the impact of the political instability in the IHSI; and (iii) natural disasters. Haiti has a high exposure to natural disasters that could impact the implementation of the census. This risk is mitigated by considering the possibility of schedule delays and, within what is possible to foresee, plan activities when the chances of hurricanes are lower.

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<sup>3</sup> The IHSI was created by the Statistical Act of 1951. It is a specialized institution in charge of producing reliable and timely economic, social and demographic data; and making this information available to government authorities, international organizations, and data users in general. IHSI is a decentralized agency of the Ministry of Finance, and is responsible for the coordination of the National Statistical System.

<sup>4</sup> The preliminary report for the 2003 census was published over a year after the end of the data collection.

<sup>5</sup> The UNFPA is the United Nations specialized agency responsible for providing technical assistance and support to countries in the planning, execution and analysis of population censuses.

#### IV. ENVIRONMENTAL SAFEGUARDS AND FIDUCIARY SCREENING

- 4.1 According to the results of the IDB "Safeguards Policy Filter Report", and the safeguard and Environmental Policies (OP-703), this operation is classified as Category "C", given the low impact on environmental and social issues.
- 4.2 **Fiduciary aspects.** The project team will carry out a fiduciary analysis of the IHSI to identify and define mechanisms that will ensure efficiency and transparency during the project execution as well as prepare an action plan to implement the recommendations.
- 4.3 According to section 3.10(d) of document GN 2350-9, a single source selection is justified "when *only one firm is qualified or has experience of exceptional worth for the assignment*". Under this justification, the Government of Haiti is requesting to contract UNFPA through single sources selection as a specialized agency, in accordance with Section 3.15 of document GN 2350-9. The UNFPA was identified as the only entity whose qualifications are considered of exceptional worth for this specific assignment given its exceptional expertise on the implementation of population censuses around the world. As the UN agency responsible for the provision of technical assistance on this subject, UNFPA is recognized as a leader institution on methodological and technical issues regarding the design, implementation and analysis of population censuses. Specifically for the case of Haiti, UNFPA has a long standing solid relationship with the IHSI through the provision of technical assistance and support, particularly regarding the preparation of the country's 5<sup>th</sup> Population and Housing Census. There is currently no other organization that has the level of expertise, the level of knowledge and the field experience on the successful implementation of a population census.

#### V. RESOURCES AND TIMETABLE

- 5.1 It is expected that the POD distribution to QRR will take place on August 19 2016. Approval by the Board is expected by November 30, 2016. The resources needed for project preparation are estimated to be US\$7,471. The staff time needed from project preparation will be 0.95 FTEs.

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<sup>1</sup> The information contained in this Annex is confidential and will not be disclosed. This is in accordance with the "Deliberative Information" exception referred to in paragraph 4.1 (g) of the Access to Information Policy (GN-1831-28) at the Inter-American Development Bank.



## SAFEGUARD POLICY FILTER REPORT

PROJECT DETAILS	
IDB Sector	Modernization of the State
Type of Operation	Investment Loan
Additional Operation Details	
Investment Checklist	Generic Checklist
Team Leader	Jose Antonio Mejia (IFD/ICS)
Project Title	Toolkit: Support for the 5th Population and Housing Census
Project Number	HA-L-1126
Safeguard Screening Assessor(s)	Gonzalez, Melissa Maria Laura (MMGONZALEZ@iadb.org)
Assessment Date	2016-03-01

SAFEGUARD POLICY FILTER RESULTS		
Type of Operation	[Not Set]	
Safeguard Policy Items Identified (Yes)	The operation is in a geographical area exposed to natural hazards (Type 1 Disaster Risk Scenario). Climate change may increase the frequency and/or intensity of some hazards.	B.01 (Disaster Risk Management Policy – OP-704)
	The operation has the potential to exacerbate risk to human life, property, the environment or cause economic disruption (Type 2 Disaster Risk Scenario).	B.01 (Disaster Risk Management Policy – OP-704)
	The Bank will make the relevant project documents available to the public.	B.01 (Access to Information Policy– OP-102)
	The operation or any of its components is being co-financed.	B.15
Potential Safeguard Policy Items(?)	No potential issues identified	
Recommended Action:	<p>Operation has triggered 1 or more Policy Directives; please refer to appropriate Directive(s). Complete Project Classification Tool. Submit Safeguard Policy Filter Report, PP (or equivalent) and Safeguard Screening Form to ESR.</p> <p>The project triggered the Disaster Risk Management policy (OP-704) and this should be reflected in the Project Environmental and Social Strategy. A Disaster Risk Assessment (DRA) may be required (see Directive A-2 of the DRM Policy OP-704). Next, please complete a Disaster Risk Classification along with Impact Classification.</p>	

<b>Additional Comments:</b>	

<b>ASSESSOR DETAILS</b>	
<b>Name of person who completed screening:</b>	Gonzalez, Melissa Maria Laura (MMGONZALEZ@iadb.org)
<b>Title:</b>	
<b>Date:</b>	2016-03-01

<b>COMMENTS</b>
No Comments

## SAFEGUARD SCREENING FORM

<b>PROJECT DETAILS</b>	
<b>IDB Sector</b>	[Not Set]
<b>Type of Operation</b>	Investment Loan
<b>Additional Operation Details</b>	
<b>Country</b>	HAITI
<b>Project Status</b>	
<b>Investment Checklist</b>	Generic Checklist
<b>Team Leader</b>	Jose Antonio Mejia (IFD/ICS)
<b>Project Title</b>	Toolkit: Support for the 5th Population and Housing Census
<b>Project Number</b>	HA-L1126
<b>Safeguard Screening Assessor(s)</b>	Gonzalez, Melissa Maria Laura (MMGONZALEZ@iadb.org)
<b>Assessment Date</b>	2016-03-01

<b>PROJECT CLASSIFICATION SUMMARY</b>		
<b>Project Category:</b>	<b>Override Rating:</b>	<b>Override Justification:</b>
		<b>Comments:</b>
<b>Conditions/</b>	<ul style="list-style-type: none"> <li>• No environmental assessment studies or consultations are required for</li> </ul>	

<b>Recommendations</b>	<p>Category "C" operations.</p> <ul style="list-style-type: none"> <li>Some Category "C" operations may require specific safeguard or monitoring requirements (Policy Directive B.3). Where relevant, these operations will establish safeguard, or monitoring requirements to address environmental and other risks (social, disaster, cultural, health and safety etc.).</li> <li>The Project Team must send the PP (or equivalent) containing the Environmental and Social Strategy (the requirements for an ESS are described in the Environment Policy Guideline: Directive B.3) as well as the Safeguard Policy Filter and Safeguard Screening Form Reports.</li> </ul>
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<b>DISASTER RISK SUMMARY</b>	
<b>Disaster Risk Category:</b> Low	
<b>Disaster/ Recommendations</b>	<ul style="list-style-type: none"> <li>No specific disaster risk management measures are required.</li> </ul>

<b>SUMMARY OF DISASTER IMPACTS/RISKS AND POTENTIAL SOLUTIONS</b>	
<b>Identified Impacts/Risks</b>	<b>Potential Solutions</b>

<b>ASSESSOR DETAILS</b>	
<b>Name of person who completed screening:</b>	Gonzalez, Melissa Maria Laura (MMGONZALEZ@iadb.org)
<b>Title:</b>	
<b>Date:</b>	2016-03-01

<b>COMMENTS</b>	
No Comments	

## **Environmental and Social Strategy**

- 1.1 The Bank is a strong proponent of better data for better results. The objective of this project is to improve the availability of high quality statistical information to inform policy design, M&E in Haiti. This would be done by supporting the Haitian Institute of Statistic and Informatics (IHSI, French acronym) to create a strong statistical data infrastructure by providing resources to carry out all activities related to the preparation, execution, analysis and dissemination of the 5<sup>th</sup> Population and Housing Census in Haiti.
- 1.2 According to the results of the IDB “Safeguards Policy Filter Report”, and the safeguard and Environmental Policies (OP-703), this operation is classified as Category “C”, given the low impact on environmental and social issues.

**INDEX FOR COMPLETED AND PROPOSED SECTOR WORK**

Theme	Description	Status	Reference
	Principles and Recommendations for Population and Housing Censuses	See link	<a href="http://unstats.un.org/unsd/publication/seriesM/Series_M67rev3en.pdf">http://unstats.un.org/unsd/publication/seriesM/Series_M67rev3en.pdf</a>

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