

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

HAITI

**NEW TECHNOLOGIES AND INSTITUTIONAL CAPACITY BUILDING
IN THE GOVERNMENT OF HAITI**

HA-L1051

GRANT PROPOSAL

This document was prepared by the project team consisting of: Silvana Rubino-Hallman (ICF/ICS) Project Team Leader; Paloma Baena (ICF/ICS); Dana King (ICF/ICS); Gary Olius (ICS/CHA); Joana Pascual Jordana (MIF/MIF); Hyun Jung Lee (LEG/SGO); Jorge Quinteros (PDP/PFM); Ariel Rodriguez (PDP/CHA); Marise Etienne Salnave (PDP/CHA); Valeria Wedolowski (ICF/ICS); and Marlene Sam, Consultant.

CONTENT

I.	Description and Results Monitoring.....	2
A.	Background and Justification	2
B.	Program Strategy	5
C.	Key Results Indicators	10
II.	Financing Structure and Main Risks	11
A.	Financing and contractual conditions.....	11
B.	Enviromental and Social Safeguard Risks	12
C.	Fiduciary and Procurement Risks	12
D.	Other Key Issues and Risks.....	13
III.	Implementation and Management Plan.....	13
A.	Summary of Implementation Arrangements	13
B.	Beneficiaries	14
C.	Executing Agency	14
D.	Other Implementation Issues.....	14
E.	Bank Added Value	15
F.	Auditing.....	15
G.	Monitoring and Evaluation.....	15

Annexes	
ANNEX I:	DEM Summary
ANNEX II:	Results Framework
ANNEX III:	Summary Procurement Table
Electronic Links (Required)	
1	Plan of activities for first disbursement and the first 18 months of implementation http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35177023
2	Monitoring and evaluation arrangements http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35176761
3	Complete Procurement Plan http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35191699
4	Safeguard and Screening Form for Screening and Classification of projects (SSF) http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35177016
Electronic Links (Optional)	
1	Detailed Budget http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35191612
2	Project Execution Plan http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35191681
3	Terms of Reference for the Director of the Technical Secretariat http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35219297
4	Existing Government of Haiti's technology capacity assessment conducted by GTIC http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35220208
5	Explanation of the Partenariat with Microsoft http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=xxxxxxx
6	Aide-Memoire of the meeting with the UNDP http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=35229856

ABBREVIATIONS

ATS	Aid Tracking Information System
CSP	Customer Services Platform
DG	Development Gateway
ESMR	Environmental and Social Management Report
ESS	Environmental and Social Strategy
GOH	Government of Haiti
GTIC	<i>Groupe de Travail sur les Technologies de l'Information et de la Communication</i>
HIGP	Haiti Integrated Government Platform
HIRC	Haiti Reconstruction Interim Commission
ICTs	Information and Communication Technologies
IDB	Inter-American Development Bank
IT	Information Technology
ONI	Office of National Identity
ORP	Office of Outreach and Partnerships
OSE	Office of the Special Envoy for Haiti
PDNA	Post Disaster National Assessment
POD	Proposal for Operation Development
SSF	Safeguard and Screening Form for Screening and Classification of Projects
UN	United Nations
UNDP	United Nations Development Programme
USAID	United States Agency for International Development

PROJECT SUMMARY

HAITI

NEW TECHNOLOGIES AND INSTITUTIONAL CAPACITY BUILDING IN THE GOVERNMENT OF HAITI

HA-L1051

Financial Terms and Conditions			
Grantee: Republic of Haiti Executing Agency: Office of the Prime Minister		Disbursement Period:	24 months
Source	Amount (US\$)	Currency:	US Dollars
IDB Grant Facility	3,000,000		
Other/Cofinancing	700,000		
Local	0		
Total	3,700,000		
Project at a Glance			
Project Objective/Description: The program's objective is to implement a technology platform and related applications that will enable transparent and effective information-sharing and collaboration among government entities, the HIRC and other partners, becoming a critical tool for the GOH and the HIRC to lead the reconstruction effort, while establishing the conditions to strengthen GOH's institutional capacity in the long term through the elaboration of a Sustainable Institutional Capacity Building Roadmap.			
Special contractual clauses: Evidence of the creation of the Technical Secretariat of the Inter-Ministerial Committee to manage the HIGP (which will also serve as the program's Executing Unit), and the hiring of the lead person for this initiative, are conditions to the first disbursement and will be satisfied through a letter from the Prime Minister to the Bank confirming these actions (see paragraph 1.19)			
Exceptions to Bank policies: None			
Project qualifies for: SEQ [] PTI [] Sector [] Geographic [] Headcount []			

I. DESCRIPTION AND RESULTS MONITORING

A. Background and Justification

- 1.1 The Government of Haiti's Program for the Modernization of the State dated March 2008 expressed the intention of the Government to embark the country in an e-governance project, as a way to increase the efficacy and efficiency of the Public Administration. This initiative contemplated the implementation of an e-governance Platform for a better management of public information. In January 2009, the President of the Republic of Haiti installed the *Groupe de Travail sur les Technologies de l'Information et de la Communication* (GTIC) with the mission to elaborate a strategic ICT plan and an e-Governance plan.
- 1.2 The massive destruction caused by the January 12, 2010 earthquake requires the implementation of an enormous reconstruction effort and turns the satisfaction of the population's most urgent needs into a critical priority. Due to the critical situation, the widespread infrastructure damage and urgent needs of the Haitian people, there has been an unprecedented worldwide outpouring of resources and aid pledges. At the recent international donors conference held at the United Nations (UN) headquarters, more than US\$9.8 billion were pledged,¹ of which at least 53% was pledged for the next 18 months, to be managed through the Haiti Interim Reconstruction Commission (HIRC), an official institution that will have the legal mandate to help the GOH manage the reconstruction.²
- 1.3 The widespread death and destruction observed in the aftermath of Haiti's earthquake will require a strong, coordinated and effective direction for the Government of Haiti (GOH). The earthquake damage has directly affected the government infrastructure and personnel, weakening its capacity to lead the reconstruction effort. In addition, the majority of the paper-based registries disappeared and most of the existing information systems have been weakened at best and destroyed in most cases. In this context, information management will be critical, not only to ensure timely, adequate and effective distribution of aid resources, but to institutionalize transparency and promoting accountability in so doing.³
- 1.4 For GOH authorities to lead the reconstructions efforts and provide much needed government services, the availability of reliable information and the ability to manage such information in real-time become urgent needs for rapid and effective response. Moreover, the critical situation will be soon aggravated by the approaching rainy season, increasing the demand for basic needs and services. Therefore, guaranteeing results, and promoting transparency and accountability of the reconstruction effort become of paramount importance for the GOH and its international partners.

¹ See <http://www.haiticonference.org/story.html>

² Established by Order in April 21, 2010, pursuant to Articles 7(17) and 14 of the April 15, 2010 Law amending the State of Emergency Law of September 9, 2008 (idbdocs #35169992).

³ Similar disaster situations have shown that timely management of information and strengthening of government's capacity to lead the reconstruction efforts are crucial factors of success. This has been particularly documented in the case of the post-Tsunami reconstruction efforts.

- 1.5 As time passes by, more and more international donors and other partners in the reconstruction efforts will counter this situation by creating their own information systems. These will be most likely followed by the development of uneven information management capacities across public agencies, possibly led by priority focus on certain sectors in the initial reconstruction phases, thus facilitating the development of external and internal information silos.
- 1.6 While ad-hoc information systems might provide a necessary short term solution, in the long term they will not improve the GOH capacity to lead the reconstruction process and will undermine capacity building efforts across the Haitian public sector, posing significant challenges to the efficiency and impact of the reconstruction efforts by: (i) limiting access to information by the GOH, through the use of proprietary systems and requiring specialized training to access their information; (ii) ignoring sustainability requirements, including GOH capacity, for their maintenance and improvement; and (iii) favoring the creation of multiple and dispersed “vertical silos of information” throughout public entities, thus undermining public sector coordination. Furthermore, information dispersion will undermine accountability efforts, rendering reporting a coordination challenge and adding unnecessary bureaucratic layers to information disclosure. Overall, in addition to serving only a short term purpose, external and internal information silos might lead not only to a dependency on external sources of information to implement basic functions that are GOH responsibility but also to a reduced capacity for public sector coordination, with significant implications for planning, executing, monitoring and reporting.
- 1.7 Relevant lessons learned from the use of new technologies in government transformation: Over the last two decades governments around the world have invested in information and communication technologies to improve the efficiency of public sector processes and the quality of government services delivery. The potential is clear: from the basic use of a webpage to post information about a ministry or to provide necessary forms, to the completion of full government transactions online and the elimination of paper, new technologies are powerful tools to make government more efficient, transparent and sensible to citizens’ demands, improving the quality of government services and lowering transaction costs for citizens and other stakeholders.
- 1.8 Lessons learned from successful use of new technologies in government initiatives show that it is imperative to avoid traditional approaches that favor the development of isolated information technology (IT) solutions to resolve specific problems within an agency, a department or even a single government service. Such an approach is inefficient, creates incompatibility among government systems, uses more financial, human and IT resources, and results in the creation of vertical silos of information and lack of coordination among government entities, seriously limiting government’s capacity to operate seamlessly and provide quality government services.
- 1.9 Maximizing the impact of new technologies for government transformation is not a luxury but a necessity for a government that seeks to increase transparency and efficiency in the management of its resources, effective in the articulation of

citizens demands and in the delivery of high quality government services, and accessible to all. Additionally, the explosion of mobile devices presents opportunities to finally bridge the digital divide and has enormous potential as government services' delivery channels. Lower prices make these and other new technologies more accessible and technological advances allow for more flexibility, inter-agency collaboration and increased security.

- 1.10 In countries with as many challenges as Haiti faces, the use of new technologies, specially in the public sector, not only increases private sector competitiveness, creates better conditions for economic growth, permits the institutionalization of transparency and strengthens democracy, but it also contributes to improving citizens' quality of life and a country's development in the knowledge society.
- 1.11 This program addresses current GOH needs and incorporates lessons learned from best practices worldwide by providing specific tools to: (i) implement a government-wide core technology platform to host critical information systems and foster inter-agency collaboration in the development of joint applications; (ii) generate, analyze, use and share relevant information among public entities, regardless of their individual capacity levels, thus leveraging the GOH capacity to plan, monitor, evaluate and correct its performance; (iii) institutionalize transparency and promote accountability of all parties involved, improving the capacity to track the use of resources and measure results, building trust on GOH's ability to identify and respond to the Haitian people's needs; (iv) facilitate communication and the dissemination of the reconstruction process' results, not only among Haitian citizens but also to the diaspora and Haiti's international partners in this effort; and (v) lay a solid foundation to support institutional capacity building in Haiti, facilitating the consolidation of government-wide information system initiatives (existing⁴ or future), leveraging future GOH decentralization efforts and expanding access to government services through online applications.
- 1.12 It is worth noting that the Bank, through its country office in Haiti had a longstanding relationship with the GTIC since its creation. In August of 2009, the Bank begun providing the GTIC with technical assistance for the design of a technical cooperation to conceptualize a technology platform with the characteristics of the one proposed in this program. This technical cooperation was approved in December 2009,⁵ and the events of January 12, 2010, made even more urgent and critical the availability of the capabilities proposed in this program for the GOH. TC resources will be used to support HA-L1051 preparation and execution activities.

⁴ Key among existing information system capabilities is the database of the Office of National Identity (ONI) containing identification information of approximately 35% of Haitian citizens. The HIGP will provide secure infrastructure to access the information contained in this and other similar databases implemented by international donors (such as beneficiary registries, rosters of population living in tent cities, food distribution databases, etc.) and combine it with other applications in the platform such as the GIS map, to produce information and analysis critical to program design, resources distribution and decision-making.

⁵ HA-T1122 "New technologies and Government Transformation in Haiti".

- 1.13 The proposed program is consistent with Bank's Haiti Country Strategy 2007-2011 objective of strengthening governance and building institutional capacity, specifically through fighting corruption, modernizing the central government and decentralizing the administration. Additionally, the program also contributes to Bank action of providing immediate support to the GOH reconstruction efforts while creating long-term capacity.

B. Program Strategy

- 1.14 The program will provide resources to address GOH critical needs to: (i) better access, manage and disseminate information on resources available for reconstruction, and how they are being allocated and disbursed in order to contribute to the transparency of the reconstruction effort; (ii) secure critical information systems in a state-of-the art open technology platform; and (iii) access innovative tools to promote information sharing and collaboration among GOH entities, building long-term capacity, lowering operational and transaction costs, promoting resources management efficiency, institutionalizing transparency and promoting accountability, and improving the quality of government services.
- 1.15 The program strategy is to contribute to the creation of short, medium and long term institutional capacity in the Haitian public sector through: (i) the implementation of a core technology infrastructure capacity to resolve critical needs and provide a secure virtual environment to provide basic administrative and communication functionalities to the GOH, customized applications to better monitor reconstruction project execution and create capacity in selected line-ministries and innovative channels to communicate with citizens, private sector and other actors; (ii) the joint implementation of a Common Dashboard with the GOH, international partners and the HIRC to share information and deepen coordination in the reconstruction effort;⁶ and (iii) the identification of sustainability needs and additional initiatives to further strengthen GOH institutional capacity.

C. Program objective and description

- 1.16 The program's objective is to implement a technology platform and related applications that will enable transparent and effective information-sharing and collaboration among government entities, the HIRC and other partners, becoming a critical tool for the GOH and the HIRC to lead the reconstruction effort, while establishing the conditions to strengthen GOH's institutional capacity in the long term through the elaboration of a Sustainable Institutional Capacity Building Roadmap.⁷ The components of the program are as follows:

⁶ Experiences such as the Tsunami recovery efforts have shown the importance of having technology tools to track aid flows and how those resources are used in reconstruction projects. We will take into account lessons learned from that and other disaster management experiences in the design of the common dashboard and related applications. Moreover, Microsoft has provided the technical assistance of their lead disaster management expert to advice on HIGP and Common Dashboard implementation.

⁷ Existing GOH information systems are isolated and not integrated in an open technology platform. These systems are not accessible through all available communication channels and this limits the interaction among actors, preventing support for decentralization. One of the activities planned to start during

Component 1. Haiti Integrated Government Platform (HIGP) (US\$2,150,000)

- 1.17 The HIGP will be an open technology platform⁸ that will provide the GOH with core capacity to securely host government information systems and databases, promoting efficiency, effectiveness and transparency and creating institutional capacity in the Haitian public sector. The objectives of this component are: (i) to provide the GOH with the necessary technology resources to create a virtual environment for inter-agency information sharing and collaboration, and resolve current hosting needs in a secure environment; (ii) to create initial institutional capacity and governance procedures to design, develop, manage, operate, project and maintain HIGP capabilities and applications; (iii) to create an initial battery of applications to gather, analyze and disseminate data on reconstruction projects' execution and other relevant information generated by GOH entities; and (iv) to provide citizens, private sector entities and other relevant actors with access to information and government services through a Government Portal via Internet, mobile devices and Web 2.0 tools. The activities for this component are grouped below by each Component 1 objective:

(i) Objective 1: Creation of Core Technology Capacity

- 1.18 The HIGP will be dimensioned⁹ to: (i) provide basic administrative, communication and document management capabilities to GOH entities; (ii) provide immediate hosting capabilities in a secure environment¹⁰; (iii) make possible collaboration and data access/sharing among all government entities, non-state partners, international donors, the private sector, the diaspora, and Haitian citizens; and (iv) provide tools to create new applications and/or secure interoperability of existing and future information technology applications. Component 1 activities to implement this objective are: (i) securing remote hosting capabilities and making them available as soon as possible; (ii) acquiring and installing the necessary hardware and software for the HIGP in the *Primature*; (iii) identifying and uploading in a secure hosting environment existing critical information systems and databases. As discussed in the program's introduction, many government entities' physical and technology infrastructure capabilities were destroyed during the earthquake. As a result, several government information systems have been seriously damaged, and many reduced to recovered backup copies in drives or individual servers. This critical information needs to be recovered and secured as soon as possible. The HIGP will provide the GOH with

preparation is to conduct a detailed inventory of this capabilities to complete a partial effort already accomplished by the GTIC in 2009, especially important in the aftermath of the January 12 earthquake (see optional electronic link #4).

⁸ The HIGP will initially operate remotely, while an assessment of physical infrastructure and connectivity available is made and the necessary equipment is acquired and installed in the *Primature*'s offices.

⁹ The HIGP will have a basic architecture to provide the GOH with the necessary technology capacity at this moment to host existing information systems and to develop a few additional applications. In the future, the HIGP can grow « by modules », following the GOH's priorities.

¹⁰ Only limited data exists on the damage done by the earthquake to government information systems. The program will conduct an assessment at the onset of execution, which the project team expects to be complete during the first quarter of program execution. Information gathered in this first assessment will provide a better baseline for monitoring and evaluation.

immediate capacity to securely store, access, use and augment data, at least while new technology capacity is created in the line-ministries. Additionally, the HIGP will provide the GOH with a virtual space to create new applications and/or secure interoperability of existing and future technology applications in an open platform environment;¹¹ (iv) developing at least three customized¹² applications for the HIGP; (v) producing training materials on the HIGP technology capabilities and applications; and (vi) producing a HIGP maintenance plan that identifies the necessary financial, technology and human resources needed maintain HIGP capabilities during program execution.

(ii) Objective 2: Creation of Institutional Capacity and Governance Procedures

- 1.19 Component 1 will create initial institutional capacity and define necessary governance procedures to install a Technical Secretariat of the Inter-Ministerial Committee in the *Primature*,¹³ which will scope, implement, manage, operate and maintain the HIGP, and related initiatives. **Evidence of the creation of the Technical Secretariat of the Inter-Ministerial Committee to manage the HIGP (which will also serve as the Program's Executing Unit), and the hiring of the lead person for this initiative, are conditions to the first disbursement and will be satisfied through a letter from the Prime Minister to the Bank confirming these actions.** To conform the team of the Technical Secretariat, a total of six positions shall be created utilizing program resources during program execution. The identification of the ideal profiles for these job positions will be the responsibility of the lead person in charge of ICT initiatives in the *Primature*. The Program will make resources available to the structure created in the *Primature* for specific consultancies based on needs.
- 1.20 The Technical Secretariat will lead a process of consultation with the HIRC and other relevant entities in the public administration, in order to adjust and validate the HIGP proposed design, determine priority areas of intervention (both in the selection of critical government information systems to upload into the HIGP as well as in the definition of priority applications to develop) and prepare a roadmap for HIGP functionalities and applications development. The Technical Secretariat, with technical assistance provided by the Bank and the *Groupe de Travail sur les Technologies de l'Information et de la Communication* (GTIC), will also serve as

¹¹ An assessment of physical infrastructure, personnel needs, and scope of the HIGP will be conducted as part of the program, in order to identify existing information systems that could be incorporated to the HIGP and to determine present and future opportunities for collaboration among government institutions in sharing information and databases, as well as for the development of transactional online services. However, this study is independent from the proposed definition of the HIGP architecture.

¹² The majority of HIGP applications will be adapted to the Haitian reality based on similar existing applications, in order to lower the program's costs and accelerate implementation.

¹³ Lessons learned in the last two decades of technology initiatives implementation in the public sector indicate that in order for the program to realize Component 1's objectives and full potential, the HIGP ought to be inscribed in an institutional framework at the highest level of executive authority and able to have an impact transversally within GOH. The GOH's proposed institutional mechanism of a Technical Secretariat for an Inter-Ministerial Committee in the *Primature* has these characteristics and complies with current Haitian administration legislation prescriptions.

the focal point working with Microsoft, Infusion, HIRC and other relevant entities involved in the implementation of this program.

- 1.21 Component activities to implement this objective are: (i) the hiring of a team for the Technical Secretariat¹⁴ for the Inter-Ministerial Committee for ICT. This initial team will be under the direct authority of the Prime Minister and the Secretary General of the *Primature*; (ii) the definition of the HIGP scope, in particular the identification of existing databases¹⁵ that could be uploaded in the new infrastructure and the definition of priorities for the implementation of at least three HIGP applications; (iii) the production of an operating manual, the definition of governance procedures and the design of a training plan for the Technical Secretariat; (iv) the organization of training workshops with the participation of GOH personnel, local developers and other relevant actors in order to first launch the HIGP and then provide training to use and develop its capabilities; and (v) the configuration of mobile technical teams to identify capacity strengthening needs in order to support line ministries in using the HIGP and related applications. The selection will respond to program priorities established by the *Primature* in consultation with the Inter-Ministerial Committee.

(iii) Objective 3: Creation of an initial battery of customized applications

- 1.22 This objective will be implemented by customizing and employing the program's available hardware and software resources. Component 1 activities to implement this objective are: (i) based on the priorities identified by the GOH, identify and develop at least three custom-build web-based applications for the HIGP; (ii) develop a reconstruction projects' management module to collect project execution data from government entities (financial and operational data) in a decentralized manner, directly from authorized executing units. All content generated by this module will be aggregated and analyzed using different tools (graphs, reports, GIS¹⁶-based mapping applications, etc.) providing invaluable support for high-level decision making and policy design (see Component 2).

(iv) Objective 4: Citizens' Access to Information and Government Services

- 1.23 Component 1 activities that will support the successful implementation of this objective are: (i) the design and implementation of a government services portal, tentatively named "Ayiti.ht" with at least two government services for citizens, private sector or non-state entities; (ii) the production of a communication strategy to provide citizens and other relevant actors with information on HIGP capabilities and available services; and (iii) the production of brochures and other promotional

¹⁴ Resources destined from the technical cooperation HA-T1122 will be used to hire the Executive Director and the rest of the positions will be funded with program resources, during program execution (see paragraph 1.19).

¹⁵ There are many databases and other information systems from entities seriously damaged by the earthquake that do not have the proper infrastructure for secure hosting. This study will identify these needs as well as existing IT capacity in GOH entities, and it will also provide with a baseline for monitoring and evaluation purposes. Resources destined for HA-L1051 preparation activities will be used in order to start preparing this study immediately.

¹⁶ Geographic Information System.

materials destined to provide citizens, private actors and other relevant entities with information on available HIGP resources.

Component 2. Common Dashboard to Access Data on the Reconstruction Process (US\$370,000)

- 1.24 The objective of this component is to design and finance initial implementation of a Web-based dashboard to gather and aggregate information on the reconstruction process for the HIRC. This is an urgent need and an indispensable tool, as demonstrated during reconstruction activities for the Tsunami in Asia. The Common Dashboard will aggregate information generated by: (i) the UNDP and Development Gateway (DG) Aid Tracking Information System (ATS); (ii) the activities described in Component 1, as well as other relevant information generated by the HIGP; and (iii) data generated by HIRC activities. This Common Dashboard will be available for the HIRC and the GOH to monitor reconstruction project implementation, including executing entity, financial information, details on implementation and expected results.¹⁷ Project implementation data will be compared to result indicators through a battery of visualization tools, based in the criteria defined by the HIRC. Other sources of information and databases may be identified and incorporated in this Common Dashboard throughout program implementation.
- 1.25 This effort combines the information collected through the HIGP on reconstruction projects' execution with recovered databases containing statistical information, and other relevant data. The Common Dashboard will aggregate this information together with the data on NGOs and private sector activities that will be collected by the PNUD through the ATS, and provide the HIRC and relevant actors with quality technology tools to support decision-making, planning and policy design.
- 1.26 This Common Dashboard will be developed as a joint effort among the Bank, the UNDP team leading implementation of the ATS, relevant GOH entities and the HIRC, and will serve as an indispensable tool to support decision-making at the HIRC's highest levels, report on resource allocation, and support policy planning, and monitoring and evaluation. It is expected that the HIRC will use the Common Dashboard as its main coordination and communication tool throughout the reconstruction process, further enriching its content and leveraging this virtual space as a point of encounter for all the different stakeholders in the reconstruction process.
- 1.27 Activities identified for the implementation of this component are: (i) the organization of a workshop with the participation of the GOH, UNDP team in charge of ATS' implementation, Office of the Special Envoy for Haiti (OSE) and HIRC staff, and the Bank's project team to scope the Common Dashboard content and collaborate on its design. A result of this workshop will be a plan of action for the Common Dashboard implementation, with assignment of responsibilities among all participating institutions and contractors, implementation timeline, detailed resources allocation and specific deliverables; (ii) the development of data access' modules and Web-services to access information from the ATS and the

¹⁷ The application has the capability to manage complete project execution information and not just financial data, including documents, photos and video.

HIGP, and disseminate it through the Common Dashboard; and (iii) the implementation of the Common Dashboard.

- 1.28 This Common Dashboard will evolve throughout the program's implementation, eventually incorporating data from other information systems, existing, future or under implementation. A coordination mechanism and operational procedures for the Common Dashboard implementation will be set up in consultation with the GOH, the UNDP, the OSE and the HIRC as part of this program's preparatory activities.

Component 3. Sustainable Institutional Capacity Building Roadmap (US\$310,000)

- 1.29 This component will be directed towards the identification of the inputs required to (i) address sustainability of the HIGP, including its scale up potential; and (ii) leverage public management capacity across the GOH. Ensuring sustainability of the HIGP will be critical given its role in supporting the management of the significant investment resources that will be allocated to Haiti in the next years, and the continuous need for internal and external coordination these will bring. For this purpose, the program will undertake an evaluation of the initial implementation of the HIGP, in order to identify: (i) areas in need of reform; (ii) the next wave of applications to be developed; and (iii) the capacities needed to be strengthen *vis a vis* its institutionalization as a key government tool. In addition, an assessment will be undertaken to identify its scale-up potential, including access to the HIGP by sub-national levels of government, infrastructure and capacities needed to undertake such scale-up and the required resources and sequencing for implementation. Both results will be presented and discussed at a working seminar with HIGP users, in order to revise and consolidate a vision regarding the HIGP future.
- 1.30 The development and implementation of the tools proposed in the program provide a significant opportunity to build sustainable institutional capacity in Haiti. To materialize this opportunity, it will be necessary to integrate these tools into a public policy management cycle of excellence, from policy making, to planning and execution, to evaluation and external control. This component will seek to lay the foundation for a future program supporting excellence in public management in Haiti, through: (i) the definition of key capacities and processes needed for effective public management in all line-ministries and related entities; (ii) an institutional capacity assessment, with detailed identification of strengths and weaknesses; and (iii) sequencing for implementation.
- 1.31 The results will converge in the proposal for a five-year public sector capacity strengthening roadmap, to be presented, discussed and prioritized in a dialogue workshop with the GOH and relevant actors. Activities under this component will be undertaken jointly with the GOH and will be discussed with other donors and involved parties, including the private sector, in order to identify areas of complementarity and avoid duplication risks.

C. Key Results Indicators

- 1.32 Key results indicators for program outcomes are: (i) Recovery of information systems destroyed after the earthquake; (ii) Common Dashboard to track

reconstruction assistance; and (iii) number of government services for citizens or private sector entities available in the GOH portal.

II. FINANCING STRUCTURE AND MAIN RISKS

A. Financing and contractual conditions

- 2.1 The total cost for the project is estimated at US\$ 3,700,000 of which US\$3,000,000 will be drawn from the IDB Grant Facility, and US\$700,000 represent Microsoft Co. contributions in software licenses, technical assistance and remote hosting services (see optional electronic link #1 for detailed budget).

Table II-1: Project Cost and Financing (in US\$)

COMPONENTS	Bank	Co-Financing	TOTAL
Component 1 - HIGP	2,150,000	700,000	2,850,000
Component 2 - Common Dashboard	370,000		370,000
Component 3 - ICB Roadmap	310,000		310,000
Administration Expenses	170,000		170,000
Total	3,000,000	700,000	3,700,000

- 2.2 Disbursement. Payments to firms, consultants, hardware, software and other goods and services, based on the program's procurement plan and its updates, will be made via direct payment by the Bank. The Technical Secretariat, serving as the program's Executing Unit, will prepare and submit disbursement requests to the Bank. To further minimize fiduciary risks involved in the management of resources, an advance of funds for the financing of administrative expenses (i.e. salaries of executing unit personnel and office supplies) will be provided based on financial needs for 6 months periods. The Executing Unit will prepare detailed semiannual financial plans indicating funding needs for the following six months. Each advance must be justified, once the amount of the project expenses reaches 80 percent of the amount advanced. These justifications must be submitted and accepted by the Bank, prior to receiving any subsequent advances
- 2.3 The project team, with the assistance of the Bank's Office of Outreach and Partnerships (ORP) staff has actively sought to identify co-financing opportunities for this program: (i) Partnership with Microsoft: The Bank has approached Microsoft within the framework of an agreement signed between the two entities for philanthropic¹⁸ causes, and the team has been working with Microsoft and one of its development partners (Infusion) on a preliminary design for the technology platform architecture. Microsoft's direct contribution to this program is estimated in US\$400,000 for concept of licenses donations. Additionally, Microsoft will provide the GOH with technical assistance and remote hosting capabilities with an estimated value of an additional US\$300,000; (ii) other potential partnerships: with the continuous assistance from ORP, the project team and Microsoft representatives are exploring additional partnership opportunities with companies such as Google, Hewlett Packard, Cisco and Intel, among others.

¹⁸ More information about the relationship between the Bank and Microsoft, specifically for this project, can be found in the optional electronic link # 5.

B. Environmental and Social Safeguard Risks

- 2.4 According to the Safeguard Policy Filter and the Safeguard Screening Form, Policy Directive OP-703, the environmental and social safeguard classification of the program is “C”. The program will increase the likelihood of positive social impacts by strengthening the capacity of government institutions and civil society to address issues of efficiency, transparency and accountability of GOH institutions.

C. Fiduciary and Procurement Risks

- 2.5 Following the January 12th, 2010 earthquake, the financial and procurement management capacity of the Haitian Government has been severely hindered by both the loss of life of critical staff at various ministries and by the partial or total collapse of its public buildings.
- 2.6 To mitigate the fiduciary risk involved for this operation, the program will create an Executing Unit in the *Primature* for program execution that will also serve as the HIGP Technical Secretariat. This initial cadre of personnel will be hired in consultation with the GOH and using resources from the program. Executing Unit staff will be under the direct authority of the Prime Minister.
- 2.7 To properly staff the Executing Unit, the program will hire individual consultants or firms, according to program needs, in order to create technical capacity in the Executing Unit to manage the HIGP and related applications. Additionally, and following the program team’s procurement and fiduciary specialists’ recommendations, the program will hire¹⁹: (i) an accountant to support the Executing Unit, with the responsibility of financial management of grant resources, the submission of disbursement requests and the preparation and submission of financial plans and reports required by the Bank; and (ii) a procurement consultant or specialist to support the EU's procurement process, the preparation of the bidding documents and any other matter related to procurement. The Bank will provide this expert consultant with appropriate training on all relevant Bank policies and procedures.
- 2.8 Procurement requests will follow ex-ante reviews. Procurement of works, goods and services as well as the contracting of consultants will be governed by Bank Policies for the Procurement of Goods and Works and for the Selection and Contracting of Consultants (GN-2349-7 and GN-2350-7) and will be complemented by the “Special procurement provisions to address the emergency caused by the 12 January 2010 earthquake in the Republic of Haiti” (OP-387-1).
- 2.9 For the HIGPs’ functionalities and related applications, the program contemplates the direct contracting of Infusion, following the recommendation of Microsoft. Infusion engineers were an active part of the Microsoft’s development team for the Customer Service Platform (CSP), an essential component of the HIGP. Additionally, Infusion has experience of an exceptional value to provide the

¹⁹ These hirings may be temporary, based on the Program’s needs and in consultation with the GOH. In the case of the accountant, the Program may include this expertise in the terms of reference of the Executive Director or another professional who will serve in the Technical Secretariat, effectively eliminating the need to hire an accountant full-time.

necessary services in the implementation of the HIGP. Infusion engineers have contributed actively to the development of the CSP solution in government environments, and the company was recently recognized as Microsoft's Worldwide Public Sector Development Partner for 2010. This direct contracting is consistent with the provisions set forth in paragraph 3.9 and 3.10(d) of document GN-2350-7. Infusion's technical team assigned to this Program will work with GOH counterparts during implementation, in a mentoring mode, in order to transfer critical knowledge and create technical capacity within the Technical Secretariat and participating GOH entities.

- 2.10 Hardware and other equipment to be procured for purposes of the program will be procured through a price comparison method based on a list of providers given by Microsoft in order to ensure compatibility with donated licenses (for more detail, see Annex III, Initial Procurement Plan).

D. Other Key Issues and Risks

- 2.11 The main risks are associated with ownership, participation and sustainability of the initiatives. Regarding ownership, this risk is being mitigated from the onset, through continuous consultations with the *Primature* and the early and active involvement of the *Groupe sur les Technologies de l'Information et Communication* (GTIC)²⁰ in the design of this program.
- 2.12 The identification mission conducted early consultations with representatives from the public and private sectors, and incorporated their suggestions and concerns into the program's design. To facilitate and encourage participation and use of the tools developed under the program the Bank has been and will continue to actively coordinate with other donors. In addition, the technology proposed for components 1 and 2 will focus heavily on facilitating citizen interaction and government reporting through the use of Internet, mobile devices, and Web 2.0 tools to disseminate the HIGP capabilities and inform citizens and other stakeholders about information and services available through the Government Portal. Finally, in order to ensure sustainability of components 1 and 2, a capacity needs assessment will be undertaken under component 3 activities, in order to identify the financial and operational requirements needed to maintain and further develop HIGP capabilities.

III. IMPLEMENTATION AND MANAGEMENT PLAN

A. Summary of Implementation Arrangements

- 3.1 The execution of the present operation will be guided by the following principles:
- (i) Procurement and disbursement procedures must be expedited in order to allow implementation of the basic functionalities of the HIGP to be swiftly

²⁰ The GTIC is a 21 member Presidential Commission appointed by President Préval in January 2009 to advise GOH on all issues related to the use of ICT in government and the potential of information and communication technologies (ICTs) for economic development which has extensively worked on e-Governance and ICT Legal Framework issues, enhanced national awareness on the matter and has made concrete proposals taken into consideration in this program.

executed, due to: (a) well-known institutional capacity weaknesses; (b) the number of donors developing information systems' within line-ministries and other government entities; (c) the critical need to access, analyze and share information among GOH entities; and (d) the limited GOH capabilities to effectively communicate with citizens on reconstruction efforts' progress;

- (ii) Due to their scope, program activities require intense coordination with GOH entities, the HIRC, donors and other partners involved in the design and implementation of government information systems in order to avoid the creation of vertical silos of information; and
- (iii) Finally, due to the innovative character of this program, the rapid pace of execution, the great need for coordination among GOH entities and with donors, and the GOH technical assistance needs, the project team envisions a demanding calendar of project team missions, with an estimated frequency of 6-8 weeks throughout program implementation.

B. Beneficiaries

- 3.2 The program will benefit the *Primature*, all Ministries using the HIGP, the HIRC, as well as all GOH institutions, NGOs, international donors and other entities involved in the execution of reconstruction projects and in day-to-day Government operations. The ultimate beneficiaries of the program will be Haitian citizens who will have better access to information and government services, more transparency on government operations, and increased private sector investment due to greater confidence and lower transaction costs.

C. Executing Agency

- 3.3 The Program will create an Executing Unit in the *Primature* for program execution that will also serve as the HIGP Technical Secretariat. An assessment of initial staff needs and profiles, governance procedures, and organization structure will be established in consultation with the GOH as part of initial activities within Component 1.

D. Other Implementation Issues

- 3.4 In terms of coordination with other donors, during preparation activities, the project team met with representatives of international agencies working in the Post Disaster National Assessment (PDNA) efforts and the formulation of National Recovery Plan. Additionally, the project team has conducted several meetings with OSE and UNDP personnel working on the development of the ATS to ensure there is no duplication, and furthermore, to find areas of collaboration. As a result of these efforts, the OSE-UNDP and the Bank will implement data sharing modules to enrich the ATS and HIGP platforms, and will jointly develop a Common Dashboard for the HIRC to access reconstruction data produced by both platforms. This Common Dashboard will initially be funded by this program and will serve as a decision-making support and policy planning tool at the highest level.
- 3.5 Within the Bank, the project team is actively seeking to establish coordination mechanisms and explore possibilities of joint initiatives with other team leaders

designing and implementing Bank projects in Haiti. The objectives are to encourage information sharing and improve on the quality of the information available through the GOH Portal and the Common Dashboard; to leverage the resources of this and other operations to develop additional applications that can be hosted in the HIGP if necessary; and to encourage the use of the HIGP by relevant government entities and non-state actors.

- 3.6 Additionally, the team is currently working to establish coordination mechanisms with the Organization of American States, the US Department of State, the United States Agency for International Development (USAID), the World Bank and other international partners to explore other possibilities of collaboration.

E. Bank Added Value

- 3.7 The Bank is providing technical assistance and lessons learned from successful use of new technologies in government initiatives, in order to assist the GOH in the implementation of this program. Additionally, this program includes a component to identify sustainability actions that improve GOH capacity to manage and improve on the use of new technologies beyond immediate needs, building strong institutional capacity for years to come.

F. Auditing

- 3.8 The Executing Unit will hire an independent auditor approved by the Bank to perform program's audit. The selection and contracting process will be based on terms of reference developed jointly by the Executing Agency and the Bank. Due to the rapid pace and short time of the execution, semiannual financial and operational audited reports will be submitted to the Bank. The audited reports will be submitted within 60 days after the closing of each semester of execution. The audit costs will be financed by the grant facility.

G. Monitoring and Evaluation

- 3.9 In terms of monitoring and evaluation, Bank staff will conduct inspection visits every six to eight weeks to monitor program implementation. There will be (i) quarterly progress reports; (ii) a partial evaluation 12 months after the program begun; and (iii) a final evaluation 24 months after program initiation.

Development Effectiveness Matrix Summary

Indicator	Score	Maximum Score
I. Strategic Relevance	Low	
1. IDB Strategic Development Objectives	2.0	10
Country Diversification	2.0	2
Corporate Initiatives	0.0	2.5
Harmonization and Alignment	0.0	3.5
Beneficiary Target Population	0.0	2
2. Country Strategy Development Objectives	4.2	10
Country Strategy Sector Diagnosis	1.8	6
Country Strategy sector objective & indicator	2.4	4
II. Development Outcomes - Evaluability	Partial Satisfactory	
3. Evidence-based Assessment & Solution	5.9	10
4. Evaluation & Monitoring Plan	5.6	10
5. Cost-Benefit or Cost-Effectiveness	0.0	10
6. Risks & Mitigation Monitoring Matrix	7.5	10
III. IDB's Role - Additionality		
7. Additionality	7.0	10
Technical Assistance provided prior the project	3.0	3
Improvements in management of financial, procurement, monitoring or statistics internal controls	4.0	4
Improvements in environmental, health and labor performance	0.0	3

I. Strategic Relevance: the operation is aligned to the Bank's strategy 2007-2011 in Haiti. There is no indicator in the Strategy. Given the effects of the January 12th earthquake, the operation is highly relevant to achieving effective reconstruction outcomes.

II. Evaluability: the project provides the level of available indicators for outcome and output. It recognizes the medium-term effects of this operation by selecting intermediate outcomes that directly measure the things that will change given the project deliverables. It states project outputs clearly, and the need to reassess inputs based on the inventory of systems to be undertaken as part of project implementation. There is no rate of return calculation, or comparison with other alternative options to measure effectiveness.

III. Additionality: The Bank provided technical assistance, prior to the earthquake, that provided support for conceptualizing a technology platform. The TC was approved a month before the earthquake, and will provide valuable resources to the effort, as well as capacity. The program will contribute to generating an integrated management of reconstructions resources in the short and medium term, and lead to agreement as to how to ensure the sustainability of the platform.

ANNEX II RESULTS MATRIX

Project Objective	The program's objective is to implement a technology platform and related applications that will enable transparent and effective information-sharing and collaboration among government entities, the HIRC and other partners, becoming a critical tool for the GOH and the HIRC to lead the reconstruction effort, while establishing the conditions to strengthen GOH's institutional capacity in the long term through the elaboration of a Sustainable Institutional Capacity Building Roadmap.		
Outcome Indicators	Base Level	Target Level	Comments
Recovery of information systems destroyed after the earthquake	Base line (June 2010): 0 information systems in a secure environment	At least three systems recovered	This goal will be verified in the final evaluation of the Program.
Common Dashboard to track reconstruction assistance	Baseline (June 2010) 0	1 Dashboard integrating UNDP Aid Tracking and HIGP	This goal will be verified in the final evaluation of the Program.
Number of government services for citizens or private sector entities available in the GOH portal	Baseline (June 2010) 0	2 services	Verifiable through medium term and final evaluations

Component 1	Base	Year 1 (first quarter)	Year 1 (second quarter)	Year 1 (third quarter)	Year 1 (fourth quarter) (mid-term evaluation)	Year 2 (first quarter)	Year 2 (second quarter)	Year 2 (second half) (final evaluation)	Target	Comments
Outputs										
Inventory of existing government systems	1 pre-earthquake	1							1	Verifiable through medium term evaluation
Installation of a Technical Secretariat to manage HIGP	0	1							1	Verifiable through medium term evaluation
Portal for the Private sector	0		1 portal						1 portal	
HIGP Available for upload	None		1						1	
Web-based applications to track reconstruction project execution	0		1						1	Verifiable through medium term and final evaluations
Outcomes										
Number of government information systems and/or databases uploaded into the HIGP (previously existing and under development).	0		1	1	1				3	Verifiable through medium term and final evaluations
Component 2	Base	Year 1 (first quarter)	Year 1 (second quarter)	Year 1 (third quarter)	Year 1 (fourth quarter)	Year 2 (first quarter)	Year 2 (second quarter)	Year 2 (second half)	Target	Comments
Outputs										
Conceptualization document	0	1							1	Verifiable through the medium term and final evaluation

GIS-based Haiti map with layered data with HIGP information	0		1						1	Verifiable through the final evaluation
Outcomes										
Common Dashboard combining access to information in the Aid Tracking System and the HIGP operational in use	0		Dashoborad Designed and implemented	Dashoboard in use by HIRC					1	Verifiable through medium term and final evaluation
Component 3	Base	Year 1 (first quarter)	Year 1 (second quarter)	Year 1 (third quarter)	Year 1 (fourth quarter)	Year 2 (first quarter)	Year 2 (second quarter)	Year 2 (second half)	Target	
Outputs										
Sustainability and scale up business plan for the HIGP	0			1					1	Verifiable through the final evaluation
Roadmap proposal for public sector management development	0				1				1	
Workshops to discuss roadmap proposal	0			1 workshop		1 workshop			2	Verifiable through the final evaluation

ANNEX III – Initial Procurement Plan

Project: New technologies and Institutional Capacity Building in the Government of Haiti

Project Number HA-L1051 and Loan Contract Number Pending

Period comprised in this Procurement Plan: From July 2010 to June 2012

Ref. No. ¹	Description of and category of procurement contract	Estimated cost in (US\$ thousand)	Procurement method ²	Review (ex-ante or ex-post)	Source of financing and percentage		Prequalification ³ (Yes/No)	Estimated Dates		Status ⁴ (pending, in process, awarded, cancelled)	Comments
					IDB %	Local / Other %		Publication of specific procurement notice	Completion of contract		
1	GOODS										
1.1	Hardware and software for the HIGP: <i>Acquisition of the necessary hardware and software to design, implement, operate, manage and access the HIGP</i>	350,000	PC	EX-ANTE	100%		N	Jan 2011	Feb 2012		This amount does not include a \$ 400,000 donation from Microsoft Co. Hardware will be procured based on a list of providers given by Microsoft in order to ensure compatibility with donated licenses
1.2	HIGP Remote Hosting Services: <i>Cost of remote HIGP hosting while physical technology infrastructure is scoped, acquired, installed and operational</i>	48,000	PC	EX-ANTE	100%		N	Sept. 2010	June 2012		This amount does not include a \$ 300,000 donation from Microsoft Co. Services will be procured based on a list of providers given by Microsoft in order to ensure compatibility with donated licenses
1.3	HIGP Customized Applications Development (Software): <i>Development of customized Web-based applications, Web services, data access modules and other relevant applications to implement HIGP activities.</i>	740,000	DC	EX-ANTE	100%		N	August 2010	Feb 2012		A DC will be used because the customized applications will need to be compatible with

[illegible]

	NOT APPLICABLE										
3	Non-consulting services										
3.1	Funding of logistic needs and development of workshop materials	90,000	PC	EX-ANTE	100%		N		Feb 2012	October 2010	At Least 3 workshops in 24 months
4	CONSULTING SERVICES										
4.1	Sustainable Institutional Capacity Building Roadmap	160,000	QCBS	EX-ANTE	100%		N	January 2011			
	<i>Conduct studies related to HIGP sustainability needs and scaled-up potential and to leveragin public management capacity in the GOH</i>										
4.2	Communication Strategy and Materials	85,000	QCBS	EX-ANTE	100%		N	September 2010	June 2012		
	<i>Develop communication strategy and Program components' promotional materials</i>										
4.3	HIGP Staffing for the Executing Unit which will also serve as the HIGP Management Unit	660,000	QCNI/QCII	EX-ANTE	100%		N	August 2010	June 2012		The Program expects to hire 4 consultants for 18 months
4.4	HIGP Training Activities and Materials for Technical personnel	175,000	SSS	EX-ANTE	100%		N		June 2012		Training activities and materials for the HIGP will be developed by Infusion Co. to transfer knowledge and grant sustainability to the customized applications developed for the HIGP
4.5	HIGP Sustainability and Scaled-up Assessment	20,000	QCNI	EX-ANTE	100%		N	March 2011	Feb 2012		1 local individual consultant to support the production of this report
4.6	GOH-wide Assessment of Key Capacities	30,000	QCNI	EX-ANTE	100%		N	January 2011	Feb 2012		1 local individual consultant to support the production of this report

