

CAPACITY BUILDING FOR STRENGTHENING QUALITY INFRASTRUCTURE IN HAITI PROJECT

TERMS OF REFERENCE

CONSULTANCY SERVICES FOR QUALITY INFRASTRUCTURE SENSITISATION AND QUALITY MANAGEMENT SYSTEM TRAINING

1. BACKGROUND

1.01 Haiti has a long history of political and social crises, repeated fiscal imbalances and extreme vulnerability to natural hazards including tropical depressions and earthquakes. While the country has not had a functional election since 2019, electoral and constitutional turmoil continues to impact on society with gang related violence escalating following the assassination of President Jovenel Moise in 2021. The society also faces a number of intersecting catastrophes including famine, cholera, fuel shortages and economic collapse¹.

1.02 Haiti's demographic features portray a burgeoning youthful population and increasing urbanisation. Notwithstanding high infant mortality in Haiti, with 59 deaths per 1,000 live births, the population grew steadily at an average rate of 1.5% over the last decade. With a median age of 22.7 years, approximately 12.4% of the total population is under the age of 5, and 40% below the age of 18. Also, 61% (6.4 million) of the population is estimated among the economically active population (15-64 years). The male to female ratio is relatively even (105 males to 100 females), but a relatively high dependency ratio (63.3 persons per 100 persons aged 0 to 14 and 65+ years) is expected to impede development efforts. According to the World Bank Haiti Country Diagnostic Update (World Bank 2022), more than half of Haiti's population is under the age of 25. The World Bank 2022 publication outlines that an estimated 56% of the population is under the age of 25 and an estimated 19% youth (aged 15 to 24) are not in employment, education, or training (NEET), with higher rates in urban areas and among women. The ILO (2019) estimated the NEET rates for rural youth at 15% for males and 28% for females, while in urban areas 23% of young men and 43% of young women.

1.03 Poverty in Haiti remains persistent, with high levels of vulnerability and inequality. According to the United Nations Development Programme Human Development Report (HDR) 2022 poverty estimates, 58.5% of the population, or 6.3 million people, remain poor with poverty highest in the rural areas. The Multi-dimensional Poverty Index estimated that 41.3% of the Haitian population was multi-dimensionally poor, with 18.5% living in severe multi-dimensional poverty and an additional 21.8% vulnerable to multi-dimensional poverty. The HDR 2022 revealed that the main contributor to the multi-dimensional poverty was the standard of living among households (57%) whereas health and education deprivations contributed 18.5% and 24.6% respectively. The World Bank (2022) found that poverty remains predominantly a rural phenomenon, albeit some urban neighborhoods also have a large share of highly vulnerable populations. Women and persons with disabilities remain a particularly vulnerable segment of the population.

1.04 Gender-based inequality is a serious development constraint in Haiti. Gender inequality is persistent and exists in the provision of health and reproductive services, employment, political representation, and violence against women and girls (sexual, physical, verbal, and emotional). The Gender Inequality Index (GII) for Haiti (HDR 2022) was 0.635 and ranked 163 of 189 countries worldwide. The country's GII is based on it having very low (2.7%) parliamentary seats held by women, and less than a third (27.9%) of

¹ The Guardian (Accessed November 2023) - Haiti crisis: how did it get so bad, what is the role of gangs, and is there a way out?
<https://www.theguardian.com/world/2023>

adult women with at least a secondary education. The comparative figure is about 41% for their male counterparts. The disparity between men and women in economic activities, however, is a

concern, with about 60.7% female labour market participation compared with approximately 68.9% for men. Women receive lower wages than men and account for 82% of workers in the informal sector. The feminisation of poverty also places women and their children in a vulnerable position. Moreover, the World Bank Assessment (2023) of barriers to gender equality in Haiti outlined that gender-based inequality fosters significant gaps in risk management policies at the national and community levels. For example, women and girls are more vulnerable to exploitation and gender-based violence in post disaster situations, in their homes, communities, transitional shelters and during aid distribution. The 2023 Assessment recognizes that gender differences must be addressed in risk understanding and behaviour and appropriate gender considerations in social norms, formal institutions, and policies, including safeguards to mitigate violence against women and girls.

1.05 Over the past five years Haiti was impacted by tropical cyclone Irma in 2017, tropical cyclone Laura in 2021 and a devastating magnitude 7.2 earthquake in August 2021. Thus far for 2023, on June 2– 3, heavy rains caused destructive flooding across the country, and this was followed by a 4.9 magnitude earthquake just days after on June 6. These natural disasters continue to compound the adverse effects to human life and livelihood and thrust the economy into deeper economic hardships. These events make it difficult to create the fiscal space necessary to balance social intervention programmes while catering to critical developmental needs to improve economic infrastructure.

Quality Infrastructure in Haiti

1.06 One of the major thrusts to improve the business facilitation environment and to improve the National Quality Infrastructure (NQI) of Haiti was the establishment of the Bureau Haitien de Normalisation (BHN) (i.e.the Haiti Bureau of Standards), in December 2012. Quality infrastructure (QI) refers to the standards and conformance infrastructure necessary to facilitate, *inter alia* trade and business development particularly for the protection and reassurance of the consuming public.

1.07 The BHN is a public entity and is a technical department of the Ministry of Commerce and Industry under the supervision of the Minister. The BHN is financed from the budget of the Ministry of Commerce and Industry. BHN’s mandate is to provide assistance on the standardisation of quality goods and services, and the promotion of quality and conformity assessment services to the Government, the private sector and civil society. At the launch of BHN, a metrology² laboratory was also established for the verification, calibration and/or adjustment of measuring instruments used in trade and industry. To this end the organisation is headed by a Director who is supported by 17 staff members in the technical areas of standardisation, industrial metrology, certification and information.

1.08 BHN’s responsibilities include:

- (a) producing, publishing and disseminating standards and reference standards;
- (b) providing training on standards and their technical implementation;
- (c) certifying conformity to standards and reference standards;

² Metrology is the science of measurement, the study of how to define and compare different physical and chemical quantities. In all documents values must be accurate and traceable and measurements of course influences, drives and underpins industry and trade and everyday life.

- (d) creating and managing quality signs (such as trademarks and labels);
- (e) representing Haiti in national, regional and international bodies of standardisation; and
- (f) organising/coordinating certification and metrology activities.

1.09 In 2013, the United Nations Industrial Development Organisation (UNIDO) hosted training courses for a number of stakeholders including BHN staff, private sector representatives, companies, consumer organisations and university personnel. Courses such as "Principles and Procedures for Establishing Standards," "Management of Certification Systems – International Organisation for Standardisation (ISO) 17065," and the Quality Management System ISO 9001:2008 standard were among the training provided to stakeholders. The ISO 9001:2008 course in particular, given its importance to enterprises, and the fact that it provides the basis for other certifications such as the ISO 14000 (environmental) and ISO 22000 (food safety management standards), serves as a critical building block towards strengthening the country's quality management system (QMS).

1.10 A QMS is defined as a formalised system that documents processes, procedures and responsibilities for achieving quality policies and objectives. A QMS helps coordinate and direct an organisation's activities to meet customer and regulatory requirements and improve its effectiveness and efficiency on a continuous basis.

1.11 The UNIDO training was conducted at a basic level due to Haiti's limited QI and low level of stakeholder awareness on quality, however, many participants found the training to be largely theoretical and lacking a local context in which to identify the issues being presented. In general, quality management is a complex body of knowledge and developing competence in this area takes time. Both the Director of BHN and UNIDO's consultants have highlighted the need for BHN staff, local consultants and enterprises to obtain more advanced training and practical experience in quality management and attendant systems.

1.12 In 2015 an assessment was conducted on the metrology laboratories of BHN. This activity was executed by the Technical Officer for Metrology at CROSQ. The main recommendations of the report were to procure additional equipment to advance the development of the mass metrology and volume metrology capabilities within the Industrial Metrology laboratory to support the verification activities carried out by the Directorate of Quality Control and Consumer Protection, the Legal Metrology arm within Haiti, and also the Haitian industry. In 2021, the need for this equipment was reconfirmed along with demand driven requests by clientele for support in building capacity in additional areas as temperature and Liquid Petroleum Gas (LPG). To date therefore, the recommendations which were highlighted in the 2015 assessment of the metrology laboratories, at BHN, remain valid along with additional capacity requirements in the areas of verification aforesaid.

1.13 Given the above challenges (and influenced directly by demands from industry), BHN has expressed a need for QMS training; metrology equipment and laboratory training; as well as mentoring in market surveillance. This support would enhance the services which BHN has articulated are important to meet the needs of its clientele. BHN is therefore requesting resources from the EPA and CSME Standby Facility, to assist with improving its national QI in these areas. BHN is also requesting support in the area of visibility to encourage demand for its services.

CROSQ and its support to QI

1.14 CROSQ was established in 2002 by Article 67 of the Revised Treaty of Chaguaramas (RTC), to facilitate the development of a harmonised Regional Quality Infrastructure (RQI). CROSQ is a network of the 15 national standards bureaus of CARICOM Member Countries (which includes Haiti). CROSQ is an

inter-governmental agency and is the successor to the Caribbean Common Market Standards Council which was created in 1976. The key functions of CROSQ as outlined in the Treaty include:

- (a) Facilitation of standards infrastructure development at the national and regional levels.
- (b) Assisting with metrology infrastructure development at the national level.
- (c) Encouraging the development and mutual recognition of conformity assessment procedures in and between Member States.
- (d) Promotion of a quality-competitive culture in CARICOM via demand pull information and awareness raising publications, events etc. and supply push marketing and communication strategies.

1.10 In an effort to assist Haiti in achieving its objectives under the RTC, CROSQ will provide project management support, technical expertise and facilitation to BHN, will serve as the Grantee, and will also implement this initiative. It is anticipated that this support will assist the BHN in bridging the capacity gaps related to management of a project of this nature. The value added of this modality is reflected in CROSQ's vast experience in project management and implementation especially with CDB. Appendix 4 presents highlights of this engagement. Further, the advantage of this modality is supported through CROSQ's knowledge and experience of the processes and procedures of CDB; and the CROSQ Secretariat's competent technical and administrative staff who will support the effective and efficient implementation of the Project within the planned duration. As stated above, the CROSQ Secretariat has successfully facilitated other member national standards bureaus in a similar role in recent times and has had successes in the implementation of projects which are highlighted in the relevant sections below.

1.11 Apart from the interventions highlighted above, BHN routinely contributes to, and makes technical and governance contributions and decisions on all CROSQ's work programme elements with the other 14 CARICOM National Bureaus of Standards, including specific products and services and general RQI policy works

2. **OBJECTIVE OF THE CONSULTANCY**

2.01 The objective of this consultancy is to strengthen national capacity in quality infrastructure (QI) and quality management system (QMS) in Haiti by increasing awareness and technical competence among key stakeholders. The consultant will:

- (a) Design and deliver at least two sensitization workshops to raise stakeholder understanding of the role and value of QI, including the services offered by BHN and increase stakeholder knowledge in conformity assessment-related standards, metrology, accreditation, and conformity assessment.
- (b) Provide targeted training, coaching and mentoring to BHN personnel and stakeholders on QMS principles and techniques; and conformity assessment-related standards - HACCP, ISO 22000, , ISO 9001, ISO/IEC 17065, ISO 15189 and ISO/IEC 17025.
- (c) Incorporate a Train-the-Trainer approach within the QMS training programme to equip selected participants with the pedagogical tools, facilitation skills, and reusable materials needed to deliver future training sessions independently.
- (d) Equip BHN staff and stakeholders with the requisite knowledge and tools to support QMS implementation and improve service delivery, enhance market surveillance, and strengthen stakeholder engagement.

3. **SCOPE OF SERVICES**

3.01 The consultant shall undertake the following tasks:

- (a) **Inception Phase:**
 - Participate in a kick-off meeting with CROSQ and BHN.
 - Prepare an inception report outlining the methodology, work plan, and proposed tools for sensitization, training and evaluation.
- (b) **Sensitization Workshop Design and Delivery:**
 - Collaborate with BHN to identify and invite relevant stakeholders
 - Design and deliver two interactive sensitization workshops (virtual or in-person), focusing on:
 - QI concepts and benefits
 - Conformity assessment-related standards - ISO 22000, ISO/IEC 17025, ISO/IEC 17065, and ISO 15189
 - Metrology and certification services provided by BHN
 - Develop engaging content (presentations, exercises, real-world examples).
 - Administer pre- and post-workshop evaluations to assess knowledge gains.
 - Completion of Workshop Evaluation Report
- (c) **QMS Training:**
 - Design and deliver training for participants on:
 - QMS-related standards techniques: document control, risk management,

root cause analysis, internal auditing, continual improvement.

- Technical QMS topics relevant to ISO/IEC 17025 & ISO 15189: measurement uncertainty, proficiency testing, method validation.
- Certification and/or accreditation requirements in accordance with ISO/IEC 17065, ISO 22000, ISO 15189, and HACCP.
- Deliver ISO 9001 Lead Auditor training to selected personnel, with the issuance of a certificate of competence for successful participants.

(d) **Coaching and Mentoring:**

- Provide targeted coaching and mentoring to selected BHN staff and relevant stakeholders to reinforce the practical application of QMS principles and techniques and conformity assessment-related standards introduced during the formal training sessions.
- This support shall be tailored to the roles and responsibilities of the participants and may include structured one-on-one or small group sessions, practical exercises, and problem-solving consultations.

(e) **Reporting and Evaluation:**

- Analyze all pre- and post-assessment results.
- Prepare and submit a final consultancy report summarizing:
 - Outcomes and observations from the sensitizations workshops;
 - QMS training impact and participant performance; and
 - Recommendations for follow-up capacity building.

4. **DURATION**

4.01 The consultancy will be implemented over a period of four (4) months, with an estimate of 80 person-days, including preparation, delivery, mentoring, and reporting.

5. **DELIVERABLES AND REPORTING REQUIREMENTS**

5.01 The individual consultant will liaise with the designated Project Officer (PO), who will oversee implementation and monitor progress. The consultant will be required to submit a series of deliverables over the course of the consultancy, in accordance with the agreed work plan as follows:

- (e) **Inception Report:** Within seven (7) days of contract commencement, the consultant shall submit an inception report. This report will outline the proposed methodology, detailed work plan, training schedule, and draft evaluation instruments to be used for both sensitization and QMS training activities. It will also confirm proposed content and logistics for the activities.
- (f) **Sensitization Workshops:** The consultant will design, prepare, and deliver two (2) sensitization workshops for approximately. These should be completed within two months of the start of the consultancy. All presentation materials, handouts, and interactive activities must be prepared in advance and submitted in an editable format to the Project Officer.
- (g) **Workshop Evaluation Report:** Within seven (7) days following the completion of the sensitization workshops, the consultant will submit a report summarizing

delivery outcomes. This must include analysis of pre- and post-evaluation results, key observations, feedback from participants, and recommendations for improving future awareness-raising initiatives.

- (h) **QMS Training Delivery:** The consultant will deliver comprehensive QMS training to BHN staff and relevant stakeholders in the subject areas listed in 3.01(c). The goal of the training in ISO 9001 Lead Auditor instruction is to certify participants as competent auditors. The full QMS training series is expected to be completed during the second and third months of the consultancy.
- (i) **QMS Training Evaluation Reports:** For each training component, the consultant will administer and analyze pre- and post-training assessments. Evaluation reports summarizing knowledge gains and participant feedback shall be submitted within seven (7) days following the conclusion of each training segment.
- (j) **Coaching and Mentoring Report:** Within seven (7) days of completing the final coaching and mentoring sessions, the consultant shall submit a Coaching and Mentoring Report. The report should include:
 - A summary of mentoring and coaching activities conducted, including schedule, participant engagement, and topics addressed;
 - Identification of key capacity gaps addressed and remaining needs;
 - Assessment of participant progress and readiness to apply and share what they have learned; and
 - Recommendations for ongoing technical support or follow-up activities to sustain improvements.
- (f) **Final Consultancy Report:** Within ten (10) days of completion of all consultancy activities, the consultant will provide a final comprehensive report. This report must summarize all work undertaken, lessons learned, evaluation results, participant performance, and recommendations for future capacity building or support. The report should include separate sections covering the sensitization workshops and the QMS training, along with annexes containing materials developed and anonymized evaluation data.

All deliverables must be submitted in English. While content delivery (e.g., training or presentations) may be conducted in French and/or Haitian Creole as appropriate, the official versions of all reports and materials submitted for approval and payment must be in English.

6. QUALIFICATIONS AND EXPERIENCE

6.01 The appointed consultant must meet the following minimum requirements:

- (a) A postgraduate degree (Master's level or higher) in Quality Infrastructure, Engineering, Natural Sciences, Industrial Management, Trade Policy, Communications, or a closely related field.
- (b) Certified Lead Auditor in ISO 9001 (or equivalent) Quality Management Systems,

with demonstrated experience working in the CARICOM region or other developing countries.

- (c) At least five (5) years of experience delivering professional training and capacity-building in QMS-related areas including ISO 9001, ISO/IEC 17025, ISO/IEC 17065, ISO 15189, ISO 22000 and HACCP. The consultant must demonstrate the ability to design and deliver adult training using participatory methods (e.g. case studies, group exercises, or pre-/post-training evaluations). Please provide examples of at least three (3) training sessions conducted within the past five (5) years for technical or professional audiences.
- (d) Demonstrated experience within the past seven (7) years in designing and delivering Train-the-Trainer programmes, using adult learning and competency-based approaches. The consultant must provide at least two (2) examples of Train-the-trainer assignments conducted for technical or professional audiences.
- (e) Proven practical experience in the implementation and audit of quality management systems. Provide details of at least two (2) relevant assignments conducted in the last seven (7) years.
- (f) Minimum of three (3) years' experience in the design and facilitation of awareness-raising or sensitization workshops, particularly involving technical or regulatory subjects. Please provide details of at least two (2) examples.
- (g) Demonstrated experience in providing coaching and mentoring to technical personnel or quality management teams. Please provide at least two (2) examples of mentoring engagements, including objectives, methodologies, target audience and outcomes. Experience within CARICOM or small island developing states (SIDS) contexts is considered an asset.

Skills

- Proficiency in written and oral French and/or Haitian Creole and English.
- Strong analytical, problem-solving, and diagnostic skills.
- Excellent interpersonal and written communication skills.

SUPERVISION OF THE CONSULTANT

- 7.01 CROSQ will facilitate the work of the consultant and work with the beneficiary countries to make available all studies, reports, and data relevant to the Project. The PO will be assigned to be the liaison between CROSQ, the country and the consultant. The consultant is expected to maintain regular communication with the PO and submit deliverables to CROSQ as in the agreed workplan.