

Terms of Reference

Consultancy to Undertake a Feasibility Study for Transitioning to Register-Based Population and Housing Census

Project	OECS Data for Decision Making (ODDM) Project – Grenada Component
Location	Central Statistics Office
Tentative Start Date	1st September 2026

1. Background

The Government of Grenada, jointly with Saint Lucia, Saint Vincent and the Grenadines, and the OECS Commission, is implementing the OECS Data for Decision-Making (DDM) Project with support from the World Bank's International Development Association (IDA). The Grenada component of the Project, which became effective in August 2022, is led by the Central Statistics Office (CSO) and supports statistical modernization.

The Grenada component has supported the production of key demographic, social, and economic statistics, including the 2022 Population and Housing Census (PHC), the Census of Agriculture (CoA), the ongoing Survey of Living Conditions and Household Budget Survey (SLC-HBS), and the ongoing Labour Force Survey (LFS). These activities underscore the importance of improving the efficiency, sustainability, and timeliness of statistical production in Grenada, particularly as the Project is expected to close in June 2027.

The 2022 PHC was affected by several challenges that influenced its start date, duration, cost, and overall quality. For example, PHC expenditure increased by nearly 20 percent, from approximately Eastern Caribbean dollars (XCD) 1.8 million in 2011 to approximately XCD 2.1 million in 2022, with the impacts of COVID-19 being a major contributing factor.

Given that the PHC produces a wealth of granular and disaggregated data for a wide range of economic, social, and environmental indicators, including Sustainable Development Goal (SDG) indicators, it is important for the CSO and the wider national statistical system (NSS) to explore options for improving the efficiency, timeliness, and value of this critical statistical undertaking.

This calls for a careful assessment of the traditional field enumeration approach, which is complex and resource intensive. It requires substantial financial resources, a large temporary workforce, a well-equipped information technology infrastructure, the processing of large volumes of questionnaires, extensive communication and advocacy efforts, and the production of numerous operational materials. In addition, census results often become available only after a considerable delay. For example, in the case of the 2011 PHC, the first set of results was published in 2014. Traditional censuses are also vulnerable to disruptions arising from natural disasters, fire, public health emergencies, low response rates, and competing national priorities such as elections.

An alternative to the traditional PHC approach is the use of administrative data holdings (ADHs). The United Nations recognises administrative data sources as an increasingly important component of official statistics production. At the more advanced end of this spectrum, a register-based PHC has the potential to significantly transform the way demographic, and social data are produced, integrated, and disseminated. In this context, the prospect of a register-based approach is of growing relevance to Grenada, particularly given its potential advantages in terms of efficiency, timeliness, sustainability, and reduced operational burden over time.

Recognizing the importance of ADHs for the efficient and effective production and dissemination of demographic and social statistics, the Government of Grenada is seeking the services of an individual consultant to assess the feasibility of transitioning to a register-based approach to produce population and housing census outputs and related demographic and social statistics. The consultant is expected to draw on international recommendations and guidelines, as well as the experiences of countries and regions that have adopted, or are transitioning towards, register-based or combined census approaches, and to identify a realistic pathway for Grenada, including the key prerequisites, risks, constraints, and feasible transition options.

This assignment will therefore assess Grenada's readiness to move towards a register-based or partially register-based model by reviewing the legal, institutional, technical, operational, and data quality dimensions of the current administrative data environment, and by proposing a practical roadmap to guide future transition efforts.

2. Objectives of the Assignment

The purpose of this assignment is to assess Grenada's readiness to use register-based administrative data to conduct PHCs. The specific objectives of this assignment are to:

- (a) Gain an understanding of the **structure and scope of the ADHs** with respect to their legal authority; purpose (e.g. *citizen identification; civil status; income; voting*); content (*number and type of variables, identifiers*); coverage (e.g. *civilians, students, inmates, victims, unhoused, businesses*); compliance with international statistical standards (e.g. *statistical classifications, concept, definition*);
- (b) Gain an understanding of the validity and reliability of the ADHs with respect to their completeness, accuracy, timeliness, consistency, comparability, interoperability and utility;
- (c) Gain an understanding of the **pros and cons** of a register-based approach to produce demographic and social statistics with respect to efficiency, effectiveness and reliability.
- (d) Put forward a pragmatic roadmap for transitioning to register-based production of demographic and social official statistics with consideration of the phases, options, resources (financial and non-financial), risks, mitigation measures and short-, medium- and long-term priorities.

3. Scope of Work

The assignment should, at a minimum, administer the Economic and Social Commission for Asia and the Pacific (ESCAP) Self-Assessment Tool; reference case studies (e.g. Nordic countries, Singapore) that are using or are transitioning to register-based PHC; consult the UN Principles and Recommendations for Population and Housing Censuses (Principles PHC); the UNECE Guidelines on the Use of Registers and Administrative Data for Population and Housing Censuses (Guidelines PHC); the UN Handbook on Register-Based Population and Housing Censuses [Draft 2022]; and the UN Handbook on the Management of Population and Housing Censuses (Handbook PHC); and solicit input from technical and administrative/frontline staff of the CSO and ADH custodians, to carry out the following activities:

- (a) Undertake a desk review of the institutional arrangements, legislative and policy instruments; operational procedures (i.e. registration frequency; procedures for correcting, updating and validating data; data privacy and security rules; and data sharing), international statistical standards (classification, concepts, definitions, methods, etc.), metadata and documentation; unique identifiers; interoperability arrangements; and the IT infrastructure that frame the collection and management of demographic and social administrative data, and use the information to build and describe an inventory of the administrative data holdings (ADH);

- (b) Using the ADH inventory and a sample of PHC data, evaluate the data quality with respect to completeness, accuracy, consistency of data within (internal) and among (external) the ADHs; granularity (coverage, content, frequency); timeliness; ability to integrate and link the data; and account for the differences such as headcount; classification errors; coverage gaps or overlaps/duplication; and the extent to which they satisfy national data needs;
- (c) Administer the [ESCAP Self-Assessment tool](#); examine case studies (e.g. Nordic countries, Singapore) that are using or are transitioning to register-based PHC; reference international PHC guidelines and resources; and solicit input from technical and administrative/frontline staff of the CSO and ADH custodians. The consultant shall use these inputs to assess practices, approaches, lessons, impediments and pitfalls that can inform the feasibility of using a register-based, combined or other phased approach to produce demographic and social statistics, including consideration of institutional readiness, governance, legal and privacy issues, stakeholder buy-in and change management requirements;
- (d) Based on the aforementioned inventory, quality assessment and feasibility study, prepare a roadmap to guide the CSO and the rest of the NSS to transition to register-based PHC detailing, inter alia, legislative and regulatory imperatives; IT infrastructure and data linking requirements; statistical treatments to transform the data; the requisite knowledge, skills and experience for personnel who would be involved; the sequencing of reforms and investments; quick wins and longer-term actions; the key risks and mitigation measures; and a timeframe and estimated costs for implementation;
- (e) Present reports to relevant stakeholders for review, feedback and endorsement. This should include at least one validation session or workshop with key data custodians and users before finalisation of the roadmap;

4. Deliverables

Deliverable	Content
1. Inception report	The consultant's understanding of the assignment; questions on the TOR, if any; approach and methodology; stakeholder consultation plan; data request matrix; risks and mitigation measures; and the workplan and Gantt Chart to deliver the services under the scope of work.
2. Report on the Structure and Scope of the ADHs	Inventory of ADHs, detailing, inter alia: legislative authority to collect the data; administrative purpose (e.g. identification; civil status; income; voting); custodians (MDA name); coverage (e.g. civilians, students, inmates, victims; unhoused; businesses); instruments (e.g. forms, questionnaires) for data collection; content (i.e. demographic/social variables or identifiers; international statistical standards used); administrative procedures (i.e. registration frequency; procedures for correcting, updating and validating data; data privacy and security rules; and data-sharing protocols); metadata, documentation, unique identifiers and interoperability considerations; procedures and guidelines for quality control (e.g. changes to classification, name, civil status, etc.).
3. Report on the Quality of the ADHs	Comparison between selected PHC data and the appropriate ADHs with an account of the differences in headcount, classification errors, coverage gaps or overlaps/duplication, and a description of: internal consistency of data (i.e. within the ADH); external consistency of data (i.e. among the ADHs);

Deliverable	Content
	granularity (i.e. coverage, content, frequency); timeliness, completeness and accuracy; ability to link data (through IT, metadata and identifiers); and the extent to which they satisfy national data priorities This deliverable shall also present the results of the ESCAP Self-Assessment Tool, relevant lessons from country case studies and international guidance, and an assessment of the feasibility of register-based, combined, or phased census options for Grenada. It shall include recommendations for essential improvements and the extent to which registers should replace, complement, supplement or validate data produced from PHCs and household sample surveys.
4. Roadmap for Transitioning to Register-Based PHCs	A phased approach, building on the ADH inventory, data quality assessment, ESCAP Self-Assessment Tool results and feasibility findings, that details, inter alia: institutional and legislative requirements; technical education, knowledge and skill requirements; data governance and stewardship requirements, e.g. IT infrastructure for data capture, data linking and data quality control; content and frequency of consultation with data producers, providers and users; financial and non-financial support from regional and international organisations; communication and outreach, including advocacy of the policy relevance of a register-based approach; recommended sequencing, quick wins, medium- and long-term actions, and key risks and mitigation measures; timeframe and estimated costs.
5. Final Summary Report	General description of the resources used, work performed, challenges, lessons learned and consultancy deliverables, incorporating stakeholder feedback on the final outputs and the recommended way forward.

5. Duration

The assignment is expected to be undertaken over approximately eight (8) months commencing from the date of contract signing. The consultant is not expected to be in country for the full duration of the assignment and may undertake part of the work remotely, subject to an agreed schedule for consultations, presentations and any in-country mission(s) considered necessary.

Any delays or obstacles in the performance of work should be immediately communicated by the consultant in writing to the CSO Director of Statistics and the Project Coordinator, ODDMP-Grenada PIU, with the reasons and suggested solutions.

6. Qualifications

Education and Training

- A Master's degree in statistics, demography, data management, economics, public policy, information systems, or equivalent;

Professional experience

- A minimum of ten (10) years of relevant professional experience in official statistics, including population and housing censuses, demographic statistics, administrative data systems, or related statistical modernisation work;

- Demonstrated experience in at least one country-level feasibility study, assessment, design, or implementation project related to register-based, administratively based, or combined population and housing census approaches;
- Experience conducting inventories and quality assessments of administrative data holdings for statistical purposes, including evaluation of coverage, completeness, consistency, timeliness, interoperability, and fitness for purpose as inputs to population and housing statistics;
- Practical experience assessing personal identification systems, unique identifiers, record linkage approaches, and data integration arrangements across administrative data sources. Experience with linkage quality assessment or error-rate estimation, would be an asset;
- Familiarity with civil registration and vital statistics (CRVS) systems as foundational inputs to population registers, including the assessment of birth and death registration completeness and the role of vital events in maintaining register currency between census cycles, would be an asset;
- Experience assessing the availability and quality of housing or address registers, geo-referenced dwelling unit databases, or related administrative sources such as property records, utility data, or building permits, would be an asset;
- Experience reviewing legal frameworks, institutional arrangements, data-sharing protocols, statistical confidentiality provisions, privacy requirements, and related governance arrangements for the use of administrative data in official statistics;
- Experience designing and facilitating stakeholder consultations, including technical interviews, workshops, and validation sessions with national statistical offices, ministries, departments, agencies, or other data custodians;
- Experience preparing diagnostic reports, feasibility assessments, technical recommendations, and implementation roadmaps for official statistics, administrative data, or data governance modernisation assignments;
- Experience providing technical advice to senior government officials, national statistical offices, regional organisations, international development partners, or inter-governmental stakeholders on matters related to population and housing censuses, administrative data, statistical modernisation, or related areas;
- Experience working in the OECS or wider CARICOM region, or similar work in Latin America and the Caribbean or small island developing states, would be an asset.

Knowledge and skills

- Sound knowledge of, and ability to apply relevant international guidance, including, the UN Principles and Recommendations for Population and Housing Censuses; the UNECE Guidelines on the Use of Registers and Administrative Data for Population and Housing Censuses; the UN Handbook on Register-Based Population and Housing Censuses [Draft 2022]; and the UN Handbook on the Management of Population and Housing Censuses;
- Excellent drafting and presentation skills, and fluency in oral and written skills in English. Sample reports shall be requested during the selection process.
- A good understanding of the OECS context would be an added value together with working knowledge of data governance, confidentiality, privacy, data-sharing, interoperability, metadata management, and record linkage concepts relevant to the use of administrative data for official statistics.

7. Implementation Arrangement

The CSO will assist the consultant with collecting the required materials, data, information and reports, and will facilitate introductions to key stakeholders, subject to applicable legal, confidentiality and data-sharing requirements. Several public and private sector stakeholders will be consulted for the

assignment, and the consultant is expected to coordinate closely with the ODDMP-Grenada PIU and relevant CSO officers to ensure that stakeholder availability and commitment are appropriately managed.

The remote and in-country arrangements shall follow the schedule agreed under Section 5. The CSO and the ODDMP-Grenada PIU will coordinate with the consultant on stakeholder consultations, presentation of interim findings, and validation of the proposed roadmap, including any in-country mission(s) considered necessary.

8. Reporting

The consultant will report to the CSO Director of Statistics and liaise closely with the Project Coordinator, ODDMP-Grenada PIU, and the Permanent Secretary, Economic Development, Planning, and Cooperatives. All deliverables shall be submitted in electronic format and shall be subject to review and approval by the CSO and the PIU before payment is processed.

9. Pay Schedule

Deliverable	Due date	Payment (%)
Inception report	Three (3) weeks after signing contract	10%
Report on the Structure and Scope of the ADHs	Six (6) weeks after approval of the Inception Report	20%
Report on the Quality of the ADHs and Feasibility Assessment	Six (6) weeks after approval of the Report on the Structure and Scope of the ADHs	25%
Roadmap for Transitioning to Register-Based PHCs	Six (6) weeks after approval of the Report on the Quality of the ADHs and Feasibility Assessment	30%
Final Summary Report	Two (2) weeks after approval of the Roadmap for Transitioning to Register-Based PHCs	15%

10. Procurement and Selection Method

The consultant will be selected in accordance with the World Bank's Procurement Regulations for IPF Borrowers, Sixth Edition, February 2025 (Procurement Regulations), using the Open Competitive Selection of Individual Consultants method. Interested individual consultants should provide information demonstrating that they have the required qualifications and relevant experience to perform the Services. In the assessment of submissions, consideration will be given to the relevance and depth of the consultant's academic qualifications, technical competence, experience in similar assignments, regional experience, and demonstrated capacity to deliver the assignment within the required timeframe. The consultant shall be selected on the basis of the relevant qualifications and experience required to carry out the assignment as an individual; associations in the form of a joint venture, sub-consultancy or firm arrangement are not envisaged under this assignment.

The attention of interested consultants is drawn to Section III, paragraphs 3.14, 3.15, 3.16 and 3.17 of the World Bank's Procurement Regulations, setting forth the World Bank's policy on conflict of interest.

Consultants shall not be hired for any assignment that would be in conflict with their prior or current obligations to other clients, or that may place them in a position of being unable to carry out the assignment in the best interests of the Borrower.

11. Application Process

A response to the Request for an Expression of Interest (REOI) from interested individual consultants, and any request for information about the application process, must be submitted electronically no later than 7th August 2026.

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