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INDEPENDENT COUNTRY PROGRAMME EVALUATION HAITI



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FOREWORD

I am pleased to present the first Independent Country Programme Evaluation of the United Nations Development Programme (UNDP) in Haiti carried out by the Independent Evaluation Office of UNDP. The evaluation covers the 2017-2021 programming period.

In 2012, through its Strategic Development Plan, Haiti outlined its development trajectory with the major pillars of economic, social, territorial and institutional rebuilding for the recovery and development of the country. This development trajectory has been affected by a series of successive natural disasters and socio-economic-political crises that have hit the country (e.g. the 2010 earthquake, Hurricane Matthew in 2016, the 'country lock' in 2018-2019 and the Covid-19 pandemic). Haiti thus remains the poorest country in Latin America and the Caribbean with a poverty rate of around 60 percent of the total population, 24 percent of whom live in extreme poverty.

The evaluation found that UNDP in Haiti has made considerable efforts to adapt its programme and operational capacities to the changing context and crises affecting the country but also to align with the mandates of the successive United Nations missions. Although the results achieved in the three main programme areas are encouraging, they remain vulnerable under the crises, by the magnitude of the country's needs as well as their fragile sustainability.

As UNDP Haiti advances in the development of a new programmatic framework, the country office will need to strengthen its positioning while consolidating its partnerships, establishing new ones with other development actors and strengthening its programmatic integration with the United Nations Integrated Office in Haiti. In programmatic terms, UNDP should tackle the deepest structural challenges facing the country, particularly those related to social cohesion, governance, economic vulnerabilities and disaster risks. UNDP should continue to support capacity-building for partners to optimize the sustainability of the results obtained.

I would like to thank the Government of Haiti, the national stakeholders, colleagues from UNDP country office in Haiti as well as the Regional Bureau for Latin America and the Caribbean for their support throughout the evaluation. I hope that the findings, conclusions and recommendations will strengthen the formulation of the next country programme strategy with the aim to achieve a more inclusive and sustainable development pathway for the people of Haiti.



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ACRONYMS AND ABBREVIATIONS

AGLDT	Support for Local Governance and Territorial Development	IHSI	Haitian Institute of Statistics and Informatics
BAL	Legal Assistance Office	INL	Office of International Narcotics and Law Enforcement Affairs
BBJ	Bay Biznis Jaret	IOM	International Organization for Migration
BINUH	United Nations Integrated Office in Haiti	ISF	Integrated Strategic Framework
CEP	Provisional Electoral Council	JSSP	Justice Sector Strengthening Programme
CNAL	National Legal Assistance Council	LGBTI	Lesbian, Gay, Bisexual, Transgender or Transsexual, Intersex
CNSA	National Food Security Council	LIDE	Laboratory of Innovation and Economic Development
CPD	Country programme document	M&E	Monitoring and evaluation
CSO	Civil society organization	MARNDR	Ministry of Agriculture, Natural Resources and Rural Development
CSPJ	Superior Council of the Judiciary	MAST	Ministry of Social Affairs and Labour
DAP	Directorate of Prison Administration	MDE	Ministry of Environment
DIM	Direct implementation modality	MEF	Ministry of Economy and Finance
DPC	Directorate of Civil Protection	MICT	Ministry of Interior and Territorial Communities
DRM	Disaster risk management	MINUJUSTH	United Nations Mission for Justice Support in Haiti
DRR	Disaster risk reduction	MINUSTAH	United Nations Stabilization Mission in Haiti
FAES	Economic and Social Assistance Fund	MPCE	Ministry of Planning and External Cooperation
GCF	Green Climate Fund	MSME	Micro, small and medium enterprises
GDP	Gross domestic product	NIM	National implementation modality
GEF	Global Environment Facility		
ICPE	Independent Country Programme Evaluation		
IEO	Independent Evaluation Office		
IFAD	International Fund for Agricultural Development		
IGPN	General Inspectorate of the National Police		

OMRH	Human Resources Management Office	SDG	Sustainable Development Goal
ONPES	National Observatory of Poverty and Social Exclusion	SIMAST	Information System of the Ministry of Social Affairs and Labour
OPC	Citizen Protection Office	SNGRD	National Disaster Risk Management System
PBF	Peacebuilding Fund	SNGRS	National Solid Waste Management Service
PDF	Supplier Development Programme	UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
PME	State Modernization Programme	UN	United Nations
PNA	National Adaptation Plan	UNCT	United Nations country team
PNGRD	National Disaster Risk Management Plan	UNDP	United Nations Development Programme
PNH	Haitian National Police	UNFPA	United Nations Population Fund
PNPPS	National Policy of Protection and Social Promotion	UNOPS	United Nations Office for Project Services
PPI	Small Irrigated Perimeters	UNSDF	United Nations Sustainable Development Framework
PSDH	Haiti Strategic Development Plan	USAID	United States Agency for International Development
ROAR	Results-oriented annual report		
RUB	Unique Register of Beneficiaries		
RVC	Community Violence Reduction		

Evaluation Brief: Haiti

Haiti is the poorest country in Latin America and the Caribbean despite its geostrategic positioning, demographic dividend and other potential. The incidence of poverty has reached nearly 60 percent of the population of Haiti. The country's vulnerability to natural disasters, the socio-political turmoil of the past two years as well as the impact of the Covid-19 pandemic are weighing on the economic development of the country.

UNDP has developed a country programme document for the period 2017-2021, defined around the United Nations Sustainable Development Framework 2017-2021 and aligned with the national priorities of Haiti's 2012-2030 strategic development plan. The UNDP programme in Haiti planned to contribute to three following outcome areas: (i) democratic governance and the rule of law; (ii) poverty reduction; and (iii) vulnerability reduction and resilience building.

Findings and conclusions

Overall, UNDP remains an important and credible development partner in the country and valued by the Government. The UNDP country programme is aligned with national priorities and UNDP has made efforts to adapt its programme and operational capacities to the changing context, especially in the face of the Covid-19 pandemic. However, the dispersed nature of UNDP projects, the occasional lack of thematic integration

and synergistic complementarities between interventions have prevented a better contribution of its country programme to national development results.

The relevance of UNDP interventions is illustrated by the fact that the programme responds to the country's real development needs. Tangible results have been obtained in all areas of the country programme. In the area of governance and the rule of law, UNDP supported the strengthening of technical and organizational capacities intended to contribute to institutional rebuilding, consolidation of local governance, and social cohesion. In the area of Haiti's economic reconstruction and the fight against poverty, UNDP has made an important contribution, particularly through initiatives to create jobs and promote the livelihoods of poor and vulnerable population as well as building bridges between emergency response and development. With regard to reducing vulnerabilities and building resilience, UNDP has strengthened the capacities of national and decentralized institutions as well as other key actors in the preparation, prevention and reduction of the impacts of natural disasters. UNDP facilitated the implementation of a coordination mechanism for decentralized and deconcentrated structures as well as the development of strategies, plans and tools necessary for the effective management and reduction of natural risks. The gender dimension has generally been taken into account in the design and implementation of interventions.

Programme expenditure by outcome, 2017-2020 (million US\$)



However, these results did not necessarily lead to transformational change. The limited scale of UNDP interventions, the emphasis placed on responding to immediate needs rather than being anchored in a long-term and holistic dimension, the low sustainability of certain results as well as the challenges posed by the recurrence of socio-political crises and the current health and economic crisis are among the main challenges that UNDP must overcome in order to achieve the desired changes.

UNDP is also facing difficulty in mobilizing resources, particularly in the face of declining official development assistance. UNDP has established partnerships with different types of actors such as donors, UN agencies and the Government of Haiti. However, UNDP has little collaboration with the Haitian private sector and civil society organizations. In addition, UNDP's monitoring and evaluation (M&E) system mainly focuses on monitoring the implementation of activities rather than achieving programme results and the office does not sufficiently capitalize on project experiences for effective learning.

Recommendations

Recommendation 1. UNDP should strengthen its strategic positioning by elaborating a sound theory of change of its programme to allow better visibility of interventions and to facilitate communication and shared understanding with its partners. UNDP should also make efforts to expand the coverage and impact of its interventions by consolidating its partnerships and establishing new ones with other actors. UNDP must consolidate its integration with the United Nations Integrated Office in Haiti using a single planning document and annual work plans according to the integrated strategic framework put in place, as well as revisiting the coordination and management structure. UNDP must also strengthen coordination with the UN agencies around the strategic objectives of the joint programmes for greater visibility and changes induced.

Recommendation 2. In terms of programmatic offer, UNDP responses should tackle the deepest structural challenges faced by the country, notably related to social cohesion, governance, economic vulnerabilities and disaster risks. UNDP must work primarily on technical assistance and training for the various partners, while continuing to focus efforts on activities that bring about change and generate a lasting multiplier effect. In addition, as several of the challenges are intergenerational, UNDP should strengthen its support to the youth including capacity development for effective participation in public life, as well as economic empowerment.

Recommendation 3. UNDP should continue to support capacity-building for partners with an emphasis on upstream and downstream project management to optimize the sustainability of the results obtained. It should strengthen planning, M&E mechanisms and support national partners in results-based management.

Recommendation 4. UNDP should strengthen its own M&E system so that it is able to provide data on the progress of results against targets for all defined indicators, and to generate in a timely manner the information on changes in terms of outcome and impact that are directly related to the UNDP contribution. It is important to integrate a knowledge management component into this system to bring the lessons learned from projects deemed innovative, from the local and regional levels to the levels of planners and political decision-makers in the country.

Recommendation 5. UNDP should accelerate its efforts to strengthen the gender dimension of its programming and further support the structuration and capacities of women as agents of change which could bring a new dynamic in the consolidation of the social fabric and also the network of women's associations at the municipal level by bringing together all the potential public or private actors.

CHAPTER 1

BACKGROUND AND INTRODUCTION



This chapter presents the purpose, objectives and scope of the evaluation as well as the methodology applied. It also lays out the development context as well as the UNDP programme in Haiti.

1.1 Purpose, objectives and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts Independent Country Programme Evaluations (ICPEs) to capture and demonstrate the evaluative evidence of UNDP contributions to national development priorities, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national efforts for achieving development results.

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP evaluation policy.¹ The objectives of the ICPE are to:

- Support the development of the next UNDP country programme;
- Strengthen the accountability of UNDP to national stakeholders;
- Strengthen the accountability of UNDP to the Executive Board.

This ICPE was carried out in 2020 and covered the period from 2017 to mid-2020, i.e. the first three and a half years of the current country programme cycle (2017-2021). This is the first country programme evaluation conducted by the IEO in Haiti. The ICPE covered all UNDP activities in the country and interventions by all funding sources, including UNDP's own resources, donor and government funds. The ICPE also covered non-project activities, such as coordination and advocacy, which are important in supporting the political and social agenda of the country.

1.2 Evaluation methodology

The evaluation based its analysis on the outcomes presented by the country programme for the period 2017-2021. It looked at each of the planned outcomes and the links to the strategic objectives of the programme.

The effectiveness of the UNDP country programme was evaluated through the analysis of the progress made towards the achievement of the expected outputs and the extent to which these outputs contributed to the expected outcomes of the UNDP country programme. To better understand UNDP's performance and the sustainability of results in the country, the ICPE examined the specific factors that have influenced, positively or negatively, the country programme. The capacity of UNDP to adapt to changing circumstances and respond to national development needs and priorities was also examined. The evaluation sought to answer three evaluation questions (Box 1).

> EVALUATION QUESTIONS

1. What did the UNDP country programme intend to achieve during the period under review?
 2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
 3. What factors contributed to or hindered UNDP performance and eventually, the sustainability of results?
-

¹ See <http://web.undp.org/evaluation/policy.shtml>

The evaluation methodology adheres to the United Nations Evaluation Group Norms and Standards.² In line with the UNDP gender mainstreaming strategy, the evaluation examined the level of gender mainstreaming and gender equality in the formulation of the country programme and its operations, as well as the results achieved.

Given the situation caused by the Covid-19 pandemic, the assessment was carried out using two qualitative data collection approaches, namely an in-depth desk review and a large number of virtual interviews. Data collection was carried out during the period from July to September 2020. To answer the evaluation questions, the evaluation team collected and triangulated data from the following components:

- An analysis of the portfolio of projects and programmes as well as a review of programme documents, documents and reports on projects/programmes carried out by UNDP and the Government of Haiti, and other relevant documents. The evaluation team reviewed UNDP monitoring and evaluation (M&E) data, including project reports, decentralized evaluation reports,³ UNDP institutional documents (strategic plan, results-based annual reports (ROAR), etc.), data related to programme performance indicators (data disaggregated by sex when available), action research, as well as other publications available on the country. The main documents consulted are listed in Annex 4. Based on this portfolio analysis, the evaluation team developed theories of change, by programme area, and matched the projects implemented against the objectives set in the country programme.
- The response by the country office to a preliminary questionnaire. Following the development of the terms of reference (Annex 1) and the desk review, a preliminary questionnaire was sent to

the country office in April 2020 in order to collect the country office's reflections on the performance and results of the programme.

- 120 virtual interviews were carried out with the staff of the UNDP Haiti office, representatives and officials of the various government institutions at the national and local level, officials and staff from other United Nations (UN) agencies and development partners, civil society, and beneficiaries of the country programme, including community-level stakeholders. The institutions to be met were identified on the basis of the desk review (documents on the UNDP programme and the country context in general), supplemented by suggestions from the country office, and included not only the main partners of the UNDP country programme, but also the main development actors in the country. These interviews were used to collect data and obtain a comprehensive view of the perceptions of development partners and actors on the scope, contributions, performance and impacts of UNDP interventions, and on the constraints to programme implementation, as well as on the strengths and weaknesses of UNDP in Haiti. A complete list of interviewees is available in Annex 3.

The ICPE has undergone a rigorous quality assurance, first with internal peer review at the IEO and an external reviewer. Thereafter, the report was submitted to the country office and the UNDP Regional Bureau for Latin America and the Caribbean and, finally, to the Government and other partners in the country for review. This process was concluded by the organization of a workshop carried out through videoconference which brought together the main stakeholders of the programme and offered an additional opportunity to discuss the results and recommendations contained in this report.

² See the United Nations Evaluation Group website: <http://www.unevaluation.org/document/detail/1914>

³ Ten decentralized evaluations have been carried out since 2017. These are all project evaluations. Eight decentralized project evaluation reports were submitted for IEO quality assurance, two of which were rated 5 (satisfactory), three were rated 4 (moderately satisfactory), two were rated 3 (moderately unsatisfactory), and one was rated 2 (unsatisfactory)

1.3 Limitations

Due to the Covid-19 pandemic, the ICPE team was forced to cancel its planned field visit to Haiti. This prevented observation of project sites and direct interaction with certain vulnerable beneficiary groups. The evaluation was therefore carried out in its entirety in a virtual manner, sometimes with significant connectivity problems implying recurrent rescheduling of interviews.

Another factor that affected the ability to fully assess the achievement of programme objectives is the insufficient quality of the M&E data. Some monitoring reports were not available and the quality of some documents was not sufficient.

To mitigate these limitations, the evaluation team was reinforced by two Haitian consultants, including one in charge of facilitating the data collection exercise. The ICPE also followed up with national partners by email to obtain more information and access a number of studies and reports allowing it to draw on additional secondary data.

1.4 Country context

Haiti is the poorest country in Latin America and the Caribbean⁴ despite its potential, including, among other things, its geostrategic positioning and its demographic dividend. The country experienced weak gross domestic product (GDP) growth of 1.7 percent for fiscal year 2017-2018, a drop in GDP growth to -1.7 percent for the following fiscal year due to social economic problems,⁵ and a revision of

economic growth to -2.9 percent for the fiscal year 2019-2020.⁶ GDP per capita⁷ of the country fell from \$765.7 in 2017 to \$754.58 in 2019. In fact, almost 60 percent of Haiti's population are poor⁸ and nearly 24 percent live in extreme poverty.⁹ Poverty is most severe in rural areas where nearly 75 percent of the inhabitants are poor, and 37 percent are extremely poor. The precariousness of life in rural areas has led to a significant exodus of young people to cities in search of employment and basic services. Ninety percent of the population lived in rural areas in the 1950s, while more than one in two Haitians now live in urban areas. Each year, more than 133,000 people move from rural areas to cities, making Haiti the third most urbanized country in Latin America and the Caribbean.¹⁰

Haitian society is characterized by high inequality.

Almost 20 percent of the wealthiest population own 64.3 percent of the country's wealth and the poorest 20 percent of the population own barely 1 percent.¹¹ Inequality is higher in urban than in rural areas and contributes to social tensions. In fact, the Gini index is 0.503 and remains the highest in the Latin America and Caribbean region and the country is ranked 169th out of 189 countries in the human development index.¹² Women and young people suffer more from the consequences of poverty.¹³ The Government of Haiti launched in 2020 the National Plan for Social Protection and Promotion, the fundamental objective of which is to reduce multidimensional poverty.¹⁴

⁴ World Bank, Haiti overview, <https://www.worldbank.org/en/country/haiti/overview>

⁵ Bank of the Republic of Haiti, <https://www.brh.ht/wp-content/uploads/pibsecteur.pdf>

⁶ Documents Annexes au budget de la République D'Haiti 2020- 2021, p. 6, <http://www.mef.gouv.ht/docs/budget-2020-2021-documents-annexes.pdf>

⁷ <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=HT>

⁸ IHSI, 2012

⁹ Investing in people to fight poverty, Republic of Haiti ONPES / MPCE, World Bank 2014, pp. 3, 7-8, <http://documents1.worldbank.org/curated/en/222901468029372321/pdf/944300v10REPLA0sment0EN0web0version.pdf>

¹⁰ World Bank, <https://www.banquemondiale.org/fr/news/press-release/2018/01/23/haiti-new-wb-report-calls-for-strengthening-urban-resilience>

¹¹ Ibid, World Bank 2014

¹² <http://hdr.undp.org/en/countries/profiles/HTI>

¹³ <https://www.ht.undp.org/content/haiti/en/home/sustainable-development.html>

¹⁴ <https://www.cepal.org/en/publications/46248-estimates-cost-cash-transfers-under-national-policy-social-protection-and>

Access to employment remains a challenge for a very young population. The active population¹⁵ (15 years and over) is estimated at nearly 7 million people of whom only 44 percent or 3.1 million have access to paid employment. 14 percent of young people aged 15 to 24 are actually in paid employment,¹⁶ 16 percent find themselves unemployed and 70 percent in a state of inactivity. The differentiation by sex is important: 73.3 percent of girls are inactive against 66.3 percent of boys. Jobs, and especially those considered decent, i.e. enabling people to get out of poverty, are not created quickly enough. The number of formal jobs in the economy is only 0.4 million¹⁷ and economic opportunities also remain limited by the recurrence of natural shocks. The private sector plays an important role as the main source of employment for the economy, providing 56 percent of the formal jobs. Informal jobs estimated at nearly 2.6 million correspond to small and micro-enterprises. Government policy has emphasized employment and growth to provide decent opportunities for the working population. From 2015, financial support to increase the credit envelope in favour of small and medium enterprises (SMEs) was provided through the strategy known as Pacts for Employment and Inclusive Economic Growth.¹⁸

Haiti is the most vulnerable country in the Latin America and Caribbean region and the natural disasters are weighing on its economic development. Due to its geographical and geodynamic location and aggravated by climate change, Haiti is subject to exceptional natural processes and events of geological (earthquakes, land movements),

hydrological (tsunamis, marine submersion, flooding by overflowing streams), and meteorological (cyclones, drought) nature.¹⁹ Between 1971 and 2014, the country suffered an average of 3.1 natural disasters per year.²⁰ In 2016, six years after the devastating earthquake,²¹ Hurricane Matthew devastated the departments of the South and Grand'Anse and caused damage in the country equivalent to 32 percent of the GDP.²² Despite the effort deployed, there is still a significant challenge for the Government of Haiti to control the cycle of environmental degradation and ensure the country's resilience to natural risks to which the country is exposed.²³ In 2014, a research report listed the main environmental issues in Haiti as follows²⁴: a) deforestation and its consequences on biodiversity; b) desertification of arable land due to erosion; c) vulnerability to natural disasters (cyclones, floods, earthquakes); d) unsanitary conditions in urban areas; e) contamination of aquifers by faecal coliforms; f) pollution due to the absence of a residual material management policy.

Despite progress towards the institutionalization of democracy in 2017, the country has experienced socio-political turmoil over the past two years. Haiti has been facing a prolonged political crisis since July 2018 with numerous waves of popular protests and growing tensions between the executive power and the legislative power resulting in the successive resignations of the various governments, and compromising opportunities for socio-political stability. This was followed by periods of continuous slowdown in socio-economic activities during the

¹⁵ ECVMAS 2012

¹⁶ UNFPA, 2020, www.unfpa.org

¹⁷ Haiti Opportunities for All, World Bank, p. 44

¹⁸ [http://www.mef.gouv.ht/upload/doc/Note%20Appui%20aux%20PME-PECE\(1\).pdf](http://www.mef.gouv.ht/upload/doc/Note%20Appui%20aux%20PME-PECE(1).pdf)

¹⁹ Interministerial Committee for Regional Planning (2016). Atlas of natural threats in Haiti. Carried out by the Geological and Mining Research Office (BRGM, France) in coordination with the Interministerial Committee for Regional Planning (CIAT) with funding from the WB and the GFDRR, http://ciat.gouv.ht/sites/default/files/articles/files/ATLAS%20HAITI%20FRENCH%2005032017_LR.pdf

²⁰ EM-DAT: The OFDA / CRED International Disaster Database

²¹ More than 230,000 dead, the displacement of more than 1.5 million people and damages estimated at more than 7.9 billion dollars, or 120 percent of GDP

²² Post-disaster needs assessment for Cyclone Matthew, Republic of Haiti, MPCE, 2017, p.55

²³ Clervil, E., Batthazard-Accoua, K. and Dorval, FA (2018). 'The role of strategic environmental assessment in the management of vulnerability in Haiti'. *Haiti Perspectives*, vol. 6, no 3, Summer 2018, <http://www.haiti-perspectives.com/pdf/6.3-clervil.pdf>

²⁴ Lahens, J.R. (2014). 'Does international aid to Haiti promote sustainable development?' Essay presented at the University Training Centre in Environment and Sustainable Development, University of Sherbrooke. https://www.usherbrooke.ca/environnement/fileadmin/sites/environnement/documents/Essais_2014/Lahens_JR_2014-08-04_.pdf

years 2018-2019 called *pays lock* or 'country lock' in English. Since 2019, the legislative branch has not ratified any of the choices of the executive branch, blocking government confirmation according to constitutional rules and preventing it from taking office. The legislative and municipal elections initially scheduled for October 2019 have been postponed to 19 September 2021. This prolonged crisis paralysed the system of state governance, and in particular the institutions supporting political and economic governance and led to the deterioration of the security situation with a preponderance of gangs in certain areas of the country. This situation further limited access to justice,²⁵ in particular for vulnerable groups, and resulted in a further increase in the number of people in pre-trial detention in prisons.

Progress in terms of inclusive governance through institutional mechanism is slow to materialize, particularly for women. The representation of women at the level of the Senate and the Chamber of Deputies remains low²⁶ and efforts to establish a gender-sensitive national budget have not yet been successful.^{27, 28} The gender equality policy adopted in 2014 with a horizon of 2034 aims for the elimination of discrimination and the promotion of gender equality²⁹ so that ... "all the institutions of society participate in the complete modification of the gendered division of roles and responsibilities."³⁰ Discussions are underway to facilitate better political representation of women in future elections.

Haiti is engaged in reform of the fundamental charter and in an electoral process for the renewal of its democratic institutions. Citizen participation remains low, marking the political disengagement

of the population. Turnout was 25 percent in the last election while it stood at 60 percent in the 2006 election.³¹ The President of the Republic thus instituted, in September 2020, a new Provisional Electoral Council (CEP) to organize a referendum for a new constitution and the elections. The Presidency also installed the Consultative Committee for the Reform of the Constitution on 30 October 2020 and declared that the constitutional referendum must precede the elections.³²

Governance reforms are underway. As early as 2012, Haiti indicated the major pillars of economic, social, territorial and institutional rebuilding for recovery and development through the Haiti Strategic Development Plan (PSDH) while giving priority to the cross-cutting function of governance. Efforts are continuing with the 2020-2023 State Modernization Plan (PME 2023) which adopted a results-based management approach to support the institutional rebuilding pillar of the PSDH. In addition, the three-year action plan (2016-2018) for the reform of public finances³³ aimed, on the one hand, to promote the establishment of budgetary discipline, to increase the financial autonomy of the State, to guarantee an efficient allocation of resources; and, on the other hand, to ensure a response to public demand for accountability and transparency while strengthening the efficiency and credibility of public administration through the implementation of national standards and the application of international good practices. However, in 2019, Haiti was still ranked in 168th place out of 180 according to Transparency International's Corruption Perception Index.

²⁵ There are also other factors such as the strike by judicial personnel

²⁶ Only one woman at the level of the Senate of the Republic

²⁷ Baranyi, S. and Champ, H. (2019). 'The 2014-2034 Gender Equality Policy in Haiti: Feminist Agency, Institutional Possibilities and Recurrent Constraints'. *Feminist Research*, 32 (2), 111–128. <https://doi.org/10.7202/1068342ar>, p. 119

²⁸ It is reported that the dissolution of Parliament since January 2020 explains the non-adoption of new legislative reforms and the absence of a mechanism for monitoring and evaluating policies and budgets

²⁹ Advances in legal protection for women can be found in the new Penal Code, which will come into force in two years

³⁰ Republic of Haiti, 2014b Gender equality policy 2014-2034. Port-au-Prince, Government of Haiti

³¹ Addendum to the Common Country Assessment (2020), UN

³² <http://haiti24.net/investiture-du-comite-consultatif-independant-pour-lelaboration-du-projet-dune-nouvelle-constitution/>

³³ An overview of public finance reform in Haiti. Charles Cadet https://www.icgfm.org/wp-content/uploads/2018/05/Day2-Sp2-1_CRFP-CLC-UNE-VUE-D%E2%80%99ENSEMBLE-DE-LA-R%C3%89FORME-DES-FINANCES_Cadet_FR1.pdf

The Covid-19 pandemic affected Haiti since the first quarter of 2020 in the midst of this socio-political crisis. Before Covid-19, Haiti had already been severely affected by another epidemic, cholera in 2010.³⁴ This crisis has since been brought under control by the authorities with 37 cases in 2018 and none in 2019.³⁵ In 2020, faced with the spread of the Covid-19 virus, the Government took numerous measures to contain the spread of the virus in order to mitigate the risks that compromise the country's security and sustainable development objectives. With the support of international partners, the Ministry of Planning and External Cooperation (MPCE) and the Ministry of Economy and Finance (MEF) have undertaken socio-economic impact studies of Covid-19. At the same time, the MPCE and the MEF produced a note on the post-Covid-19 economic recovery plan, the PREPOC 2020-2022, which serves as a framework for the 2020-2021 budget. PREPOC has five priority pillars: i) Economic diversification and acceleration of growth focused on agriculture, industry, tourism and digitalization; ii) Development of basic infrastructure and energy services; iii) Support for SMEs and job creation; iv) Development of human capital and social inclusion; v) Building resilience to natural shocks.

1.5 The UN and UNDP in Haiti

The United Nations Stabilization Mission in Haiti (MINUSTAH) was established in 2004 to restore security and stability, support the political process, strengthen government institutions and rule of law structures, and promote and protect human rights. The mission had a directed military component led by the Brazilian Army. In 2017, the United Nations Security Council, in resolution 2350, decided to end the MINUSTAH on 15 October 2017, transitioning to a smaller peace monitoring mission, the United Nations Mission for Justice Support in Haiti, MINUJUSTH. This aims to support government efforts to strengthen the power of legal institutions, support the strengthening of Haitian National Police

and engage in human rights monitoring, reporting and analysis. MINUJUSTH was to complete its term in February 2019 but was extended until 15 October 2019, then ending 15 consecutive years of peace-keeping operations in the country. The United Nations Security Council, in its resolution 2476 of 25 June 2019, created the Integrated Office of the United Nations in Haiti (BINUH). This special political mission works at strengthening political stability and good governance, the advancement of a peaceful and stable environment, in particular by supporting an inclusive inter-Haitian national dialogue, and the protection and promotion of human rights. The activities of the mission are integrated with those of the 19 United Nations agencies, funds and programmes in the country team. Currently, the work of the UN in Haiti is guided by two strategic documents, the 2017-2021 Sustainable Development Framework (UNSDF) of the UN country team (UNCT) and the integrated strategic frameworks (ISF) which connects the BINUH and the UNCT.

The UNDP country programme in Haiti (2017-2021) is part of the UN assistance for Haiti, defined in the UNSDF 2017-2021 which aligns with the national priorities as included in the strategic development plan of Haiti 2012-2030. UNDP's interventions focus on three thematic areas, namely i) democratic governance and the rule of law; ii) poverty reduction and iii) vulnerability reduction and resilience building.

The programme has 57 active projects (some having been initiated during the previous cycle). The majority (27 projects) correspond to the area of vulnerability reduction and resilience building (Outcome 3), 15 projects are in the area of democratic governance (Outcome 1) and the rest, namely 15 projects, in the area of poverty reduction (Outcome 2). 84 percent of projects are executed directly by UNDP (DIM modality), and 16 percent of the projects are executed by national partners (NIM modality). Poverty reduction is the area that mobilizes the largest share of the financial resources of the programme, namely, \$35.1 million representing

³⁴ Nearly 10,000 dead and 760,000 people infected

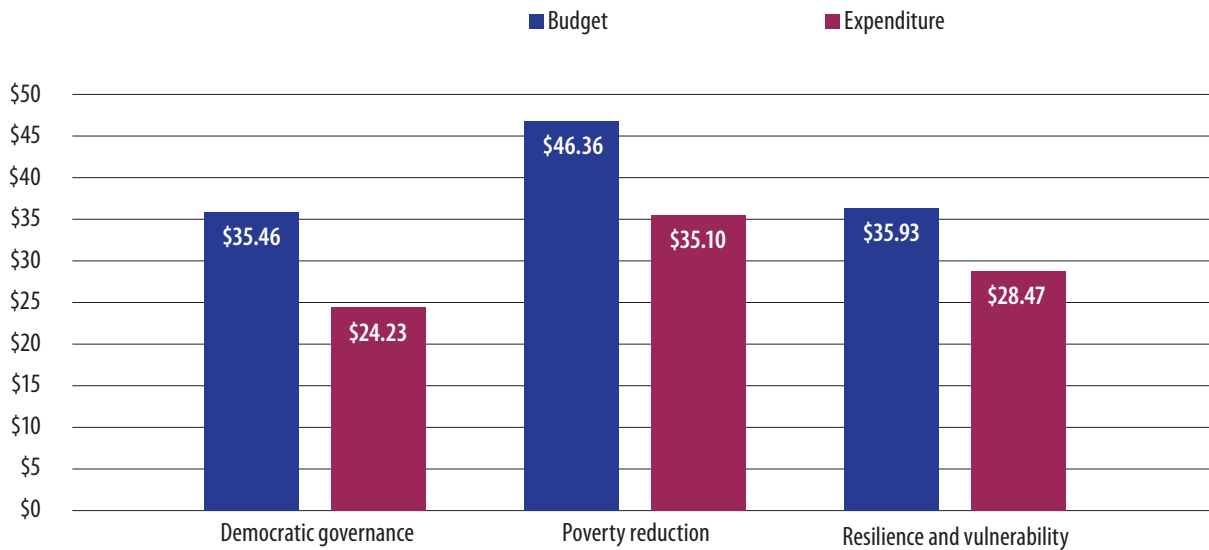
³⁵ Political and economic conditions in Haiti' (2020), Congressional Research Service

40 percent of total expenditure over the period 2017-September 2020. Resilience is the second largest portfolio with 32.4 percent of expenditure (\$28.47 million), followed by democratic governance, which represents 27.6 percent of expenditure (\$24.23 million). Figure 1 presents the budget and expenditure by thematic area.

At the time of this evaluation, the country office had 43 staff and 176 service contracts. Women represent 30 percent of the staff, but they are represented

at all position levels.³⁶ The country office undertook a restructuring exercise in 2017 to align its human resources with the vision and programmatic commitment of the country programme as well as to maintain its financial sustainability. The office merged the two programmatic units (environment and disaster risk reduction) to form the resilience unit. The governance and poverty units have been maintained. The restructuring also led to a 'nationalization' of the staff footprint and a reduction of international staff to three positions.

FIGURE 1. Country programme budget and expenditure by thematic area, 2017-2020 (million US\$)



Source: Atlas Project Data, Power BI, September 1, 2020

³⁶ Atlas, Executive Snapshot (1 September 2020)

CHAPTER 2

FINDINGS



This chapter presents the results of the outcome analysis and an assessment of cross-cutting issues of the UNDP country programme in Haiti. The main factors influencing UNDP's performance and contribution to results are also described. The assessment was based on an analysis of the correlation between the project results, their contribution to the expected outputs under each outcome and, consequently, to the overall programme objectives.

2.1 Democratic governance and the rule of law

Outcome: The public institutions and civil society improve the rule of law and decentralization for good governance at all decision-making levels

Corresponding outputs:

OUTPUT 1.1: The capacities of State legal institutions are reinforced, allowing women and men to enjoy greater access to formal justice and a safe environment.

OUTPUT 1.2: The functions, financing and capacities of subnational institutions are strengthened in order to provide basic services and respond to the population's needs.

OUTPUT 1.3: Subnational development plans are gender-sensitive and in line with the Sustainable Development Goals.

OUTPUT 1.4: Mechanisms, instruments and spaces of communication, dialogue and interaction between the State and citizens to increase citizen control are in place and operational.

integrated programmatic approach. The governance and rule of law pillar consists of three priority action areas as described in the 2017-2021 country programme document, namely: (i) rule of law and security; (ii) local governance; and (iii) improving citizen participation. These three areas revolve around the following four axes in the governance unit's portfolio: (i) elections/citizen democracy; (ii) social cohesion/reduction of community violence; (iii) rule of law (justice, security/police, corrections and human rights); and (iv) local governance. The components of the governance-rule of law portfolio are mutually reinforcing. Restoring confidence promotes development and therefore growth, which in turn strengthens the response to the challenges of Haitian society and the way out of the crisis.

During this programming cycle, there has been no significant change in the project portfolio design. Nevertheless, UNDP began introducing the complementary dimension of community violence reduction (CVR) among the actions to support social cohesion with two projects financed by the Peacebuilding Fund (PBF) during 2018. The consideration of the CVR dimension anchored in a development perspective, to strengthen social cohesion and conflict prevention as well as rule of law and citizen participation, is in line with the transition framework of the MINUJUSTH mission, which previously dealt with this problem with a view to stabilizing the communities in accordance with its mandate.

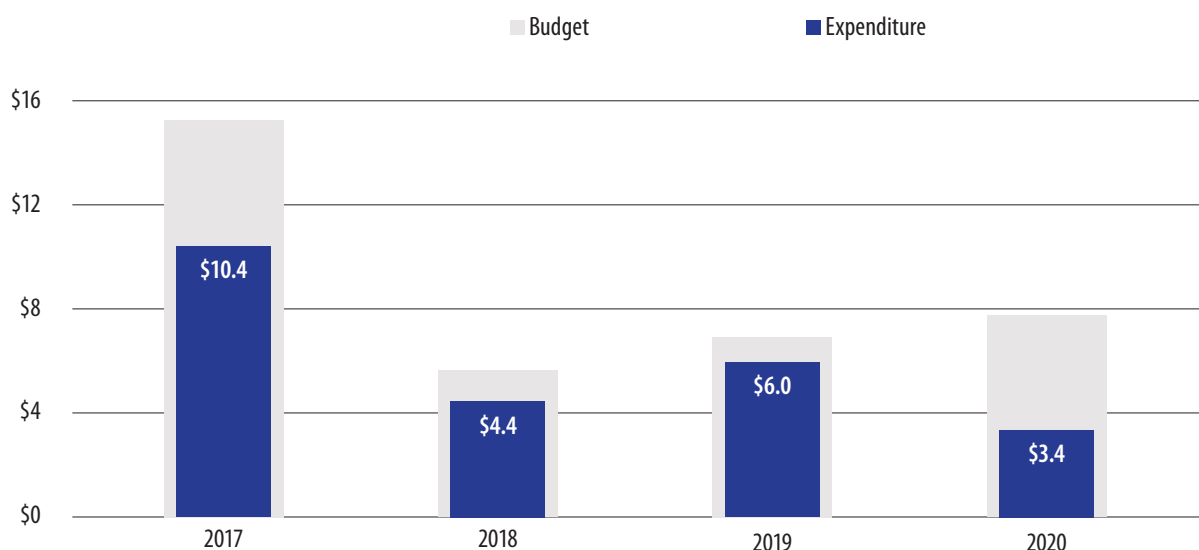
The governance-rule of law portfolio comprises 15 projects of very different sizes for an overall envelope of over \$35 million (see list of projects in Annex 6) mobilized through UNDP core resources and those of other partners including the PBF, Canada and the United States. The project portfolio analysis shows a fragmented, demand-driven

UNDP Haiti's country programme 2017-2021 is a continuation of the previous cycle. Its formulation took into account the constraints of a volatile political and social situation, anticipated the evolution of the mandate and the announced restructuring of the UN mission in Haiti, and the need for a more

programming intended to meet the various needs of the Government. With the restructuring of the UN mission in Haiti and the creation of BINUH in October 2019, UNDP began to refocus the implementation of its projects in the area of governance and rule of law towards a more holistic and integrated approach.³⁷ The rule of law joint programme, like other joint PBF projects, is an example of this holistic and integrated approach. Figure 2 presents the evolution of budget and expenditure in the area of governance over the year. The higher budget and expenditure in 2017 compared to the following year mainly came from the Electoral Support Project, which incurred around \$5.4 million in 2017.

Finding 1. The integration between the UNCT and BINUH requires a collective assistance strategy adapted to the country’s needs to strengthen the mobilization of technical and financial partners in the context of limited resources. In the current configuration, an integrated strategic framework has been developed and needs to serve as a single planning document combining the respective mandates of BINUH and UN agencies around common priorities to maximize the action of the United Nations to respond to the needs of the country. Efforts to implement this integrated strategic framework are ongoing.

FIGURE 2. Evolution of budget and expenditure in the area of governance, 2017-2020 (million US\$)



Source: Atlas Project data, Power Bi, September 2020

³⁷ PowerPoint presentation 'New phase in UN Rule of Law programme - August 2019

With the new configuration of the UN mission in the country,³⁸ the UNCT and BINUH see the need to revisit their priorities to better integrate their actions. The country team including UNDP implements its programmatic and technical assistance activities, while BINUH plays the role of good offices³⁹ with the Haitian Government and supports the programmatic work of the UNCT in its 'advisory-advocacy' and political awareness-raising tasks. This new approach, already tested in other countries such as Burundi, Sierra Leone, the Central African Republic and Guinea-Bissau, confirms the commitment of all UN system actors to a collective approach strengthening the added value of the UN presence in the country with emphasis on i) achievement of objectives/benchmarks based on jointly developed indicators, ii) achievements of priority areas and iii) implementation of common programmatic approaches. This change contributes to strengthening the coordination and collaboration of all UN actors.

Following the political and social crises Haiti has been going through since July 2018, it is clear that the country's persistent instability and inequality must be tackled in depth through political reforms, good governance and sustainable development. A new model based on a much closer link between political and development efforts⁴⁰ is being implemented. In light of this analysis and the new configuration of the UN presence in the country, the five priority areas⁴¹ that had been identified under the 2017-2021

UNSDF were re-examined and the priorities updated to further focus the UN system's action on contributing to the Government's efforts towards achieving the Sustainable Development Goals (SDGs).

In accordance with the mandate established by the Security Council in its resolutions 2476 (2019) and 2547 (2020), BINUH and the UNCT have started joint work on an integrated strategic framework (ISF), which defined the main areas of intervention of the UN in Haiti.⁴² A set of milestones or benchmarks⁴³ was designed to measure the extent to which Haiti, with the support of BINUH and the UNCT, has made progress in implementing the essential conditions to ensure national stability and the achievement of the SDGs. With the development of this joint framework, UNDP works in an integrated manner with the five sections of BINUH – Police, Prisons (corrections), Justice-Political Affairs, Community Violence Reduction and Human Rights – through regular meetings among thematic working groups.⁴⁴

The targeted efforts in the implementation of the ISF, which should guide the collective action of the UN in Haiti for 2020-2021, continue with an updated joint work plan, wherein the first four strategic objectives (benchmarks) in the governance and rule of law thematic area include integrated solutions with strong transformational potential. However, this process needs to be accelerated to ensure that all stakeholders perceive it as the necessary operational tool that it could be. The impact of

³⁸ Haiti has a long story of the presence of UN missions in the country. In June 2004, the United Nations Stabilization Mission in Haiti (MINUSTAH) was established by Security Council resolution 1542. The UN mission succeeded a Multinational Interim Force (MIF) authorized by the Security Council in February 2004 after President Bertrand Aristide departed Haiti for exile in the aftermath of an armed conflict which spread to several cities across the country. MINUSTAH was closed in October 2017 and the Security Council established the United Nations Mission for Justice Support in Haiti (MINUJUSTH) to pursue the peacekeeping operation. MINUJUSTH completed its mandate on 15 October 2019, and a new configuration is established where the UN country team and the newly created United Nations Integrated Office in Haiti (BINUH) will work together to accompany the implementation of the national development priorities

³⁹ S/RES/2476 (2019) of 25 June 2019

⁴⁰ Addendum to the Common Country Assessment (BCP) 2016 - UN January 2020 para 4, p.16

⁴¹ UNSDF/CDD 2017-2021 effects: 1: Poverty reduction, 2: Basic social services, 3: Gender equality and protection, 4: Resilience, 5: Governance

⁴² The Secretary-General's Decision on Integration of June 2008 requires United Nations field presences operating in conflict and post-conflict situations where there is a multidimensional peacekeeping operation or political mission/office and a United Nations country team (UNCT) to have an Integrated Strategic Framework (ISF). The purpose of an ISF is therefore to bring together the mission and the UNCT's mandates around a set of agreed priorities and measures to maximize the individual and collective impact of the United Nations system on the country/context's peace consolidation needs (Reference Integrated Assessment and Planning Handbook - December 2013).

⁴³ S/2019/05 Annex 2: Strategic objectives to be achieved in Haiti, defined in application of resolutions 2476 (2019) and 2547 (2020): Haiti Benchmarks (6) and priority areas of the UN: 1: Policy and good governance, 2: fight against community violence, 3: Security and rule of law, 4: human rights, 5: Employment and economic reform and 6: basic services and resilience

⁴⁴ Technical and financial partners group Rule of Law, sub-groups « Prison/Correction » and « Police/Security »

the Covid-19 pandemic confirms the need to work together in the areas identified under the 'Delivering as one' initiative. UNDP has reviewed the allocation of some funding and adjusted the priorities based on the objectives of the ISF.⁴⁵ In particular, the emphasis is on consolidating the rule of law not only in improving justice and security services for vulnerable people but also in supporting the fight against impunity and corruption in order to strengthen the trust between the State and the citizens. Furthermore, UNDP maintains constructive collaboration with BINUH and with thematic working groups aimed at promoting a concerted approach for enhanced engagement with national authorities. For strengthened programmatic impact, common approaches in key programme aspects such as addressing root causes, capacity-building or gender issues would be useful. The ISF also needs effective monitoring and reporting mechanisms with measurable and meaningful benchmarks, as well as risk indicators to support decision-making during implementation. More details on the collaboration between UNDP and BINUH on different work streams are included in the subsequent findings.

Finding 2. UNDP has contributed to strengthening the rule of law and security through significant support to the police and the penitentiary system. Nevertheless, the achievements resulting from UNDP support remain fragile and dependent on the financial and technical assistance provided by the international community.

Through the rule of law joint programme,⁴⁶ UNDP provided support to institutions responsible for the rule of law, legal aid, security, access to justice and the promotion of human rights, aimed at strengthening their operational capacities to offer quality services to the population and strengthen social

cohesion. The documentary review and interviews conducted for this evaluation confirmed that significant progress has been made by this programme, particularly in strengthening the Haitian National Police (PNH) and the prison sector, examples of which are provided in the following paragraphs. There is also significant progress in the promotion of human rights, the strengthening of judicial institutions, and access to justice (discussed in Findings 4 and 5).

UNDP supported the development and implementation of the strategic development plan of the PNH 2017-2021 that has allowed the consolidation of a long-term vision for better accountability. The installation of 12 weapons storage spaces in 12 police stations across the country was a significant contribution of UNDP that has strengthened the conditions for securing weapons.⁴⁷ UNDP also contributed to strengthening the operational capacities of the PNH⁴⁸ with the upgrading of three police stations⁴⁹ and the provision of computer equipment. The rehabilitation of a fourth police station in Anse à Veau (South of the country), identified by the PNH as among the priority police stations for the rehabilitation works, was initially programmed with funds from MINUJUSTH. After the end of the MINUJUSTH mission, work was carried out with funds from UNDP and Canada.

The project supported the decentralization of the first regional branch of the General Inspectorate of the National Police (IGPN), out of the four provided for by law, in the city of Cap Haitien. This first regional office of the IGPN is intended to respond to citizens' concerns by fighting against any irregularity by members of the National Police and represents an important signal in the campaign against impunity. Numerous training activities on sex- and gender-based violence with the support of

⁴⁵ UNDP readjusted its support in the PBF access to justice project to support prisons as well as its technical assistance in the field of community violence reduction and social cohesion

⁴⁶ The first phase of the rule of law joint programme (July 2016-June 2017) implemented by UNDP, MINUSTAH, UN Women and UNICEF capitalized on and strengthened the results achieved by MINUSTAH, while facilitating the transition to MINUJUST and made it possible to mobilize funds for the second phase starting in the last quarter of 2017 and then the third phase starting in July 2019. The programme had funding from MINUSTAH, MINUJUSTH, Canada, United States, and UNDP and is expected to end in the first quarter of 2021

⁴⁷ Third narrative report UN JPRoL 1 July 2018 -30 June 2019

⁴⁸ As of March 2020, the work force of the National Police of Haiti (PNH) consisted of 15,172 police officers with a female representation of just over 10 percent. Despite the support of the international community over the past 15 years, the ratio of 1.3 police officers per 100 inhabitants is still below the international standard of 2.2. (SG report 15 June 2020 para 21)

⁴⁹ Police stations: Construction of Dame Marie, renovation of Decouze and Saint Charles

the police division of BINUH have improved knowledge in the field among staff. The 'round table' initiative to bring the police and civil society closer together, launched at the beginning of 2020 by the new management of the IGPN, is to be encouraged. This new 'pilot' provision of openness remains to be implemented throughout the country. The objective is to formalize a transparent framework of dialogue to bring the security forces, communities and civil society closer together to restore a climate of trust.

UNDP has also contributed to the improvement of Haiti's prison administration by strengthening the capacity of the Directorate of the Penitentiary Administration (DAP) to respect human rights standards. The Haitian prison system suffers from dilapidation and overcrowding of detention facilities.⁵⁰ With an occupancy rate of 334 percent due to prolonged preventive detention,⁵¹ several prisons do not meet international standards, where each detainee has an average surface area of less than one square meter to live.⁵² Of the 18 functional prisons (including the re-education centre for minors) in the country, four were built between 2012 and 2017. With the support of MINUJUSTH in coordination with the Office for the Protection of the Citizen, in September 2019 four prisons including the re-education centre were certified as having met international standards. UNDP supported the evaluation exercise during a two-day workshop in December 2019 that highlighted the benefit of integration into a framework more respectful of human rights standards.

Significant efforts have thus been made in recent years by the various UN missions and technical and financial partners (Canada, USA) in the training of personnel and the renovation of penitentiaries.

UNDP supported the strengthening of management capacities, which facilitated the implementation of the prison-related aspects of the PNH's strategic development plan. Various support activities for the prison administration were carried out, such as the training of 21 administrative assistants, 20 officials in the evaluation of prison certification, 20 technical staff in the management skills and leadership and the support for the development of the strategic vision of the DAP as well as the training of DAP's 82 medical staff on health care administrative management.⁵³ UNDP support enabled the continuation of emergency plan simulation exercises, particularly in the eight prisons targeted by the project, strengthening the crisis-management capacity of the prison administration.⁵⁴ The DAP also saw its capacity strengthened in digital file management in five penitentiary establishments and at the prison administration headquarters with the establishment of a computerized data harmonization system (AFIS-SYGED).⁵⁵ The rule of law joint programme will benefit from the forthcoming contribution of the Office of International Narcotics and Law Enforcement (INL) in supporting the renovation of four penitentiaries.

With the closure of MINUJUSTH operations in October 2019, UNDP has become the privileged interlocutor of the national authorities in terms of technical assistance for strengthening institutional and operational capacities to promote the rule of law. Despite recent efforts by the political authorities to strengthen the rule of law, this sector remains fragile with a low share of national budget allocated to justice and the police (including the prison sector), which is less than 10 percent in the last

⁵⁰ According to the national standard of 2.5 m², the operational accommodation capacity of detention centres is 3,230 places for 10,842 detainees, of which 3.5 percent are women and 1.8 percent are minors (Data from the Department of the Penitentiary Administration (DAP) - August 2020)

⁵¹ 8,446 inmates not tried, which represents 78 percent of the entire prison population (Data from the Department of the Prison Administration (DAP) - August 2020)

⁵² With regard to determining the minimum acceptable space per inmate, there are several proposals at the international level. The standard of the European Committee for the Prevention of Torture and Penalties (CPT- December 2015) provides for a minimum of 4 m² of living space per detainee in a collective cell. The United Nations Minimum Rules for the Treatment of Prisoners (Nelson Mandela Rules) Detention Premises (Rules 12 to 17) provide the principles and rules for the treatment of detainees (Resolution 70/175 AG – 17 December 2015)

⁵³ First narrative report Rule of Law Joint Programme 15 Jan-30 Jun 2019

⁵⁴ Report October-December Rule of Law Joint Programme, Phase 2 and 3 and interview

⁵⁵ AFIS: Fingerprint Identification System, SYGED: Prisoner Management System

budget adopted in October 2020. Thus this sector is still dependent on financial and technical assistance provided by the international community.

Finding 3. UNDP quickly positioned itself to support the penitentiary sector in dealing with the Covid-19 health crisis. It also played an important advocacy and coordination role with other technical and financial partners with regard to security and prisons in the context of the pandemic.

To strengthen the response to the Covid-19 health crisis, in March 2020, the Resident Coordinator's Office requested UNDP and BINUH to jointly coordinate an ad-hoc UNCT 'security and prisons' working group with all the partners.⁵⁶ Interviews conducted during this evaluation showed that this coordination allowed, among other things, a complementary synergy of technical assistance for the response to the Covid-19 pandemic between the BINUH which intervened in the development of the contingency plan of the DAP and UNDP which was requested to provide operational support.⁵⁷ The DAP thus benefited from support to help penitentiaries cope with this pandemic.⁵⁸

The 'security and prisons' working group has, among other things, facilitated coordination with the Superior Council of the Judiciary (CSPJ) – in charge of decluttering prisons under the authority of the Ministry of Justice and Public Security – in defining the decongestion criteria. This support should facilitate virtual hearings that are more adapted to the context. UNDP played a central role in the collaboration between the DAP and BINUH, which made possible the introduction of a third outcome⁵⁹ – in response to Covid-19 in prisons – in the new joint PBF project 'improving access to justice' (January 2020) with an additional allocation of \$2 million. The

objective of this new component is to decongest prisons using an innovative approach in the organization of virtual hearings (by videoconference) but also face-to-face hearings in prisons. This initiative, supported by UNDP, aligns with the DAP contingency plan, and facilitates legal arbitration favouring the release of detainees and strengthens technical coordination between the CSPJ and the DAP.

Thus, this working group, together with BINUH and relevant UN agencies and other actors, advocated for an acceleration of the release of prisoners and detainees as part of efforts to reduce the effects that the pandemic could have in overcrowded penitentiaries, and limiting the entry of new prisoners. This dynamic has enabled the mobilization of all the partners working in the legal system, in a shared approach for the management of emergencies and priorities in the health situation of Covid-19, facilitating synergy of action. Although encouraging signs have been recorded with the release of nearly 750⁶⁰ people (including 9 percent of women and 3 percent of minors) of the prison system during the first half of 2020, this number remains lower than the necessary releases given the urgency of the situation to better manage the humanitarian impact of the Covid-19 pandemic.

Finding 4. UNDP interventions have contributed to the promotion and strengthening of institutional capacities related to human rights, including the rights of women and of lesbian, gay, bisexual, transgender or transsexual, and intersex people. A national action plan for human rights and a strategy for the Office for the Protection of the Citizen (OPC) were developed with the support of UNDP on the basis of the recommendations issued by the Universal Periodic Review. UNDP also supported

⁵⁶ BINUH, UN agencies with UNICEF, UN Women, IOM, OHCHR, technical and financial partners (Canada, EU, INL), NGOs (Avocats sans Frontières - Canada, Terre des hommes-Italy) with national counterparts including the Directorate of Penitentiary Administration (DAP), the Haitian National Police (PNH), the Ministry of Justice and Public Security (MJSP) and the Citizen Protection Office (OPC) which is the national institution for defence of human rights

⁵⁷ Provision of protective equipment and hygiene kits as well as the implementation of sensitization campaigns taking into account gender issues with the joint support of UN agencies

⁵⁸ It should be noted that INL is committed, alongside UNDP and international partners, to participate in supporting the DAP contingency plan to mitigate the risks associated with the Covid-19 pandemic in the prison sector

⁵⁹ Result 3 of the PBF project 'Access to justice' added to the project document: "the strengthening of the prison and judicial sector in the response to Covid-19 contributes to the effort of social cohesion and peace reconciliation"

⁶⁰ UN Secretary-General's report – 15 June 2020, para 17 p.6/17

the OPC in getting closer to the population and intervened in the popularization of human rights, including training and awareness-raising work with civil society. However, some important normative and legislative frameworks to advance in this area are yet to be put in place.

The desk review and interviews conducted during this evaluation revealed significant contributions by UNDP in the area of human rights. UNDP support in institution-strengthening activities on human rights included technical support to the OPC jointly with the human rights section of BINUH. This support has led to the preparation of a national action plan (2019-2021) for human rights and an OPC strategy (2019-2024). This plan covers all rights and is an important step forward in the establishment of a normative framework and a strategic vision to which international partners can refer when formulating their support. This plan, focused on the implementation of the recommendations made at the end of the Universal Periodic Review (UPR) of 2016 for Haiti, has been validated after an inclusive process and must now be approved by the executive. Other new tools such as a monitoring and reporting system based on a new database have been proposed to the institution. An operationalization and resource mobilization plan for the implementation of the strategy is being drawn up with the support of BINUH and the UN agencies.

UNDP supported the OPC to get closer to the population and to offer services in the promotion and protection of human rights through its five departmental directorates. A programme to raise awareness on documenting cases of human rights violations is being developed with the support of UNDP in the department of Grand'Anse with the perspective of extending this initiative to several departments in order to strengthen the collection of information on the human rights situation, in close collaboration with local authorities.

The OPC with the support of UNDP intervenes within the framework of the popularization of human rights with the annual human rights writing and reporting contest for schoolchildren, students and journalists facilitating the promotion of human rights through

civic education and supporting civil society through working with young people. Civil society organizations (CSOs) were sensitized on the dissemination of UPR recommendations through a series of forums in different departments organized by the Committee for Peace and Development supported by UNDP. Important work has been carried out with CSOs for the respect of human rights through workshops on the independence and accountability of government institutions, and the transitional justice strategy has been validated.

UNDP has also contributed to building the capacities of the OPC through personnel training in responding to gender-based violence. Various results have been achieved including strategic assessment tools and data collection regarding human rights documentation, as well as support for the development of the internal rules of the Ombudsman's office. Following these interventions, the OPC strengthened its institutional capacities to fulfil its human rights monitoring missions. Jointly with UN Women, UNDP participated in the organization of consultation workshops and feedback sessions on recommendations on the proposed law on the prevention, protection, punishment and elimination of violence against women. As part of the Spotlight initiative of the European Union and the United Nations, implemented since early 2020, UNDP, UN Women, the United Nations Children's Fund (UNICEF) and the United Nations Population Fund (UNFPA) have joined forces to fight violence against women and girls in Haiti. As part of the fight against the Covid-19 pandemic, UNDP supported the NGO 'Kay Fanm' by strengthening health security at its reception centre for 45 vulnerable female victims of violence and providing support in food assistance and in the promotion of income-generating activities.

UNDP provided support and expertise in activities aimed at promoting the rights of the lesbian, gay, bisexual, transgender or transsexual, intersex (LGBTI) community, by supporting the approval by decree of the new penal code introducing the rights of these people and fighting against all forms of discrimination. The new penal code published on 24 July 2020 must enter into force within 24 months after its publication, and the role of UNDP is of particular

importance in supporting the authorities and civil society in the paradigm shift towards a society more inclusive and respectful of rights where no one is left behind. Significant sensitization work is required and training sessions and workshops, supported by UNDP, helped to strengthen the OPC and the technical capacities of a dozen NGOs, and enabled the various actors to expand their knowledge of methods of preventing discrimination. These efforts have encouraged the establishment of a network of LGBTI activist organizations to achieve better synergy in preventive action and improve their advocacy capacities.

Finding 5. The support of UNDP and of the technical and financial partners has enabled progress in the supply and quality of legal services, and more particularly in improving access to justice by mobilizing state institutions to provide legal assistance for the most vulnerable populations, especially women and children. However, the institutionalization of these structures and their sustainability are still fragile.

The justice system in Haiti suffers from a significant lack of basic legal services for the populations, especially for the most vulnerable. UNDP has supported institutions in improving justice dispensation in collaboration with, among others, the NGO *Avocats sans frontières - Canada* (ASF) and the Justice Sector Strengthening Programme (JSSP) of the United States Agency for International Development (USAID). UNDP chairs the rule of law group bringing together the technical and financial partners in the sector, including BINUH, UN Women, UNICEF, USAID JSSP, and Canada ASF. This group allows exchange of information to harmonize a joint approach, notably in the design of support projects, avoiding overlapping and maximizing efforts.

As part of improving access to justice, UNDP provided its expertise in developing the action plan for the implementation of the law on legal assistance adopted in September 2018. A validation workshop with representatives of the Government and the National Council of Legal Assistance (CNAL) was organized in October 2019 for the approval of these

instruments. The organization of the CNAL, made up of a political structure, an executive structure and an operational structure, was finalized in August 2020. Two draft orders are awaiting approval by the Council of Ministers for the setting up of the CNAL. Consideration must nevertheless be given to the standardization of the operation modality, funding and independence within the line ministry in relation to their legal status.

UNDP participated in the construction of two peace tribunals⁶¹ scheduled for completion in the last quarter of 2020, by mobilizing additional funds upon the request of the Ministry of Justice and Public Security. This came after the cancellation of MINUJUSTH funds during project execution resulting from the end of that mission. In order to avoid interruption in strategic planning and to maintain good relations with the authorities, UNDP ensured continuity of financing through Canadian funds (Peace and Stabilization Operations Programme - PSOP) and UNDP core resources.

UNDP has strengthened the technical capacities of the CSPJ – the administrative, control, disciplinary and deliberation body of the judiciary – with the development of a strategic plan, a diagnostic tool and a mechanism to prepare annual reports of the judiciary. Interviewed partners appreciated this support stating that the planning documents and reporting tools significantly improved the administrative capacities of the institution. In addition, initiatives such as strengthening the documentation centre in the courts of appeal and upgrading office and communication equipment contributed to improved performance.

Under the aegis of the CSPJ, whose president also heads the board of directors of the magistrate's school, women comprised 49 percent of the student magistrates promoted in 2019-2020. This trend continues in the 2020-2021 batch, which has almost as many women as men. Since the operationalization of the CSPJ in July 2012, women's participation in the Haitian judiciary has risen from 3 percent to nearly

⁶¹ Peace tribunal of Gressier and the Southern Section both located in the district of Port-au-Prince

12 percent.⁶² Although this is far short of 30 percent quota required by the Constitution in the public service, the progress is encouraging and should facilitate better gender integration in the judicial field.

UNDP has contributed to strengthening the Superior Court of Accounts and Administrative Disputes, the tribunal in charge of disputes between the administration and individuals or its employees. Support for developing the diagnostic tool and the strategic plan enabled the institution to revise the court's legal framework, draft organic law and the working procedures of the court, boosting institutional efficiency. Pending approval of these two draft laws, submitted to Parliament in 2018 to Parliament, the court currently operates under a framework dating from 1983 and revised in 2005. UNDP provided technical assistance in the form of staff training to the Superior Court of Accounts and Administrative Disputes in drafting the 2018 report on the financial situation and public expenditure. UNDP supported the court in strategic management training and in mobilizing financial partners such as the World Bank and the Interamerican Development Bank. It also assisted in training 20 management executives and upgrading 250 provincial auditors.

In the context of the operationalization of the law on legal assistance, the PBF project 'Strengthening access to justice for the most vulnerable populations, in particular women and children with a view to better social cohesion', started in 2020, appears to be an appropriate response to the challenges relating to the legal aid service offer. This assistance is intended not only for criminal cases with the support of the Legal Assistance Offices (BAL) but also for civil and administrative cases (land disputes, divorce cases, etc.) with the support of legal clinics through bars and universities. UNDP supports state authorities in setting up BAL, in particular in the identification of premises on land belonging to the State for better sustainability and in the provision of equipment. The country has four BALs supported by the USAID JSSP project, and UNDP has planned to support the

establishment of five additional BALs. The Ministry of Justice and Public Security has allocated an initial budget of \$200,000 for establishing nine additional BALs to complete the territorial presence. These BALs offer both legal aid and legal assistance in terms of advice and information to populations. As part of the support for the processing of civil cases complementing basic legal services, the establishment of legal clinics through professional providers and CSOs will meet the high demand on processing these cases. UNDP has provided support for three legal clinics and three mobile legal clinics.

A workshop organized by UNDP brought together the CNAL, the main international partners (BINUH, UN Women, UNICEF) to harmonize the tools put in place by the USAID JSSP project in support of four BALs in complementarity with the UNDP interventions. UNDP also supported, with the CNAL and the OPC, the implementation of a first series of awareness and sensitization campaigns of the law on legal assistance in coordination with the press and civil society. This initiative will be renewed as the BALs are set up, in order to keep populations and institutions informed of this new and important legal service offer.

It is still too early to appreciate the changes brought about by the legal services provided by BAL and legal clinics for populations. However, these information, advice and alternative conflict resolution services for the populations and the most vulnerable aim to stimulate significant improvement in the settlement of disputes, restoring confidence in a justice system more attentive to the populations, with the participation of civil society. Ultimately, the Government plans to complete the installation of these BAL and also legal clinics to achieve the objective of having a BAL and a legal clinic in each of the 18 jurisdictions in the country.

Finding 6. The technical and financial support that UNDP provides with its partners to the Provisional Electoral Council for the management of electoral

⁶² Site www.cspj.ht: Article magistracy male-female ratios: As of January 6, 2020, of the 868 magistrates in the system, only 101 are women (11.64 percent). With the support of USAID, the CSPJ prepared in 2017 a 'gender policy' document which studies the parameters hindering the integration of women in the legal professions and the judiciary in particular

processes in Haiti has contributed to capacity strengthening in the management of operations, training and the development of legal tools. However, strengthening the structure in terms of technical and operational expertise at the national level remains essential to sustain the results obtained so far. There has been only slight progress in electoral reforms deemed necessary for Haiti.

UNDP enjoys the confidence of technical and financial partners in the support it provides to the electoral process. In fact, UNDP supported the electoral process between 2015 and 2017 by strengthening the operational capacities of the Provisional Electoral Council (CEP). In particular, technical assistance was provided for the implementation of activities relating to electoral operations with the purchase of equipment, printing of ballots, registration of candidates of political parties, result system and electoral register. The CEP took ownership of the regulations, procedures and manuals developed, thus strengthening its institutional and technical capacities in support of the electoral process.

UNDP continued its support through capacity-building of young civil society leaders in civic education. Various tools, including posters, leaflets and a civic and electoral education manual in Creole were produced for awareness campaigns. UNDP with the International Foundation for Electoral Systems supported the CEP in developing a reference document⁶³ for the institutional memory of the CEP, focusing on the capitalization of achievements on the modernization of the electoral sector. The CEP drafted an electoral bill with technical support from UNDP, submitted by the Government to Parliament in November 2018 where it still awaits approval. The collaboration between UNDP and the CEP enabled the latter to benefit from the technical expertise of UNDP after the end of the old electoral support project and even before funds were mobilized for a new project. This has strengthened the strategic partnership between UNDP and CEP based on trust and constructive collaboration.

The new joint project to support the electoral process with the United Nations Office for Project Services (UNOPS), UN Women and the United Nations Educational Scientific and Cultural Organization (UNESCO) continues the work of previous technical assistance projects. This project is being revised in consultation with BINUH to adapt to the current context, which is different from that which prevailed during the development of the project in 2018, initially planned for the elections at the end of 2019, taking into account the delay in the elections. The project was developed in an open and joint manner with the partners of the UN system and with the CEP, which greatly appreciated the inclusive approach. UNDP supported the CEP with the BRIDGE⁶⁴ training on electoral process as well as in the field of data processing.

In terms of gender equality and the integration of young people, UNDP supported the CEP in promoting the participation of women as candidates for elected positions. The CEP introduced the 30 percent women participation provision with the presence of three women in its composition, but has not yet succeeded in integrating gender into electoral processes. Representation of women⁶⁵ (only three female deputies and one female senator) remains an important challenge for the CEP, which has started strong advocacy with political partners, civil society and the various ministries, in particular the Ministry of Women's rights through its gender action plan. This is to facilitate an acceptable threshold of female participation in decision-making at all levels.

Thanks to the capacity-building support, the CEP carried out consultations with political actors and young people on creating an inclusive and participatory environment for the next elections. Occupying a central role in the process, the CEP establishes necessary tools and mechanisms to respect the electoral procedures in force and international standards.

⁶³ Elections 2016-2017 Reforms and achievements - Prospects for the modernization of the Haitian electoral system - CEP - December 2017

⁶⁴ Building Resources in Democracy, Governance and Elections (BRIDGE)

⁶⁵ The draft law on the quota for the representation of the quota of women in the political sphere was not approved by the Parliament. The 1996 Constitution amended in 2011 sets the quota of 30 percent in the public sphere without precision

However, the CEP's institutional capacities need to be strengthened in order to consolidate political stability before and after elections. The CEP aims for national experts capable of meeting the institution's aspirations and mission in order to gradually reduce dependence on international technical assistance. As past support essentially responded to requests in an emergency context, the sustainability of the gains should extend over a longer term. That would ensure a more structured CEP capable of organizing elections with the same high level of effectiveness and of bolstering the confidence of society and political actors in the CEP.

Finding 7. At the central level, UNDP supports the authorities in developing coherent public policies on land-use planning, deconcentration and decentralization. At the local level, the interventions underway support strengthening more inclusive, responsible and responsive administrations. Several target municipalities already have municipal development plans. However, the top-down intervention does not sufficiently consider the local realities, particularly how different local authority bodies operate with the participation of stakeholders to promote more extensive local democracy.

Since 2017, UNDP has contributed to the implementation of the national decentralization policy and improved regionalization of public policies driven by territorial-level institutions, particularly the decentralized services and the local authorities. Local governance and decentralization represent an important undertaking in the context of state reforms with a multitude of actors. UNDP supports the Human Resources Management Office (OMRH) in the promotion, awareness and operationalization

of PME 2023, in particular on the component relating to territorial governance and the policy of decentralization and deconcentration.⁶⁶ However, the state of local governance is hampered by the non-operationalization of the PME 2023, and the weakness of deconcentrated and decentralized structures as well as the limited capacities of local authorities to provide services to the population.

As part of the Support for Local Governance and Territorial Development (AGLDT) project,⁶⁷ UNDP is committed to supporting the Haitian state in the design and implementation of deconcentration, decentralization⁶⁸ and land-use planning reforms, by combining support for the formulation and management of public policies and their operationalization in local development clusters. The AGLDT project supports four institutions⁶⁹ in 12 municipalities and four departments in the border area. Although some municipalities are more committed than others to promoting gender (through the support of UNDP in awareness campaigns with the OMRH and the territorial committee of decentralization), advocacy for a transformative change still remains to be supported. UNDP provided support to the local finance sub-directorate of the general directorate of local authorities to include in the upcoming municipal budget guide a gender-sensitive component to make elected officials more attentive to the question. UNDP also supported a study report on gender in territorial administration at the level of 12 border municipalities, published in February 2020. This report presents trends in the representation of women in decision-making positions in the territorial public administration in the intervention areas of the AGLDT project. The study⁷⁰ shows that the quota

⁶⁶ Deconcentration refers to moving decision-making authority and management responsibilities away from centralized control and closer to the users among different levels of a national government

⁶⁷ The national execution project (NIM) lasting five years (2017-2023) works in 12 municipalities of the 17 municipalities that make up the border strip in the east of the country with the Dominican Republic with three outputs coordinated by (i) the Human Resources Management Office (OMRH) for output 1 addressing the management of reforms, (ii) the Ministry of the Interior and Territorial Communities (MICT) with output 2 concerning the modernization of territorial institutions (local governance), and (iii) the Ministry of Planning and External Cooperation (MPCE) with output 3 in relation to territorial planning and which coordinates the project with all the stakeholders. The Ministry of Women's Status and Women's Rights (MCFDF) has recently been added to the first three institutions for the promotion of tools and policies for gender equality and to strengthen the capacities of the departmental directorates of this ministry in the achievement of planned targets while taking into account a real gender dynamic in the local sphere

⁶⁸ Decentralization refers to the transfer of authority and responsibility for public functions from the central government to subordinate or quasi-independent government organizations (e.g. regional government)

⁶⁹ Namely, OMRH, MICT, MPCE and MCFDF

⁷⁰ Extract from the February 2020 study: Compared to other countries in Latin America and the Caribbean where the feminization rates in the civil service are as follows: Dominican Republic: 63.71 percent, Argentina 53.5 percent, Chile 54.6 percent, Paraguay 50.4 percent, Costa Rica 48.9 percent

of at least 30 percent of women in public administration, provided for in article 17.1 of the amended 1987 Constitution, is respected only at the level of the deconcentrated directorates of the MPCE. The fact remains that representation of women is very low in Haiti compared to an average rate of over 50 percent in the subregion and in Latin American countries. These initiatives, which have encouraged the participation of women in decision-making and local democratic debate, need to be continued.

UNDP helped launch a financial governance programme in the border area to mobilize and manage resources and provides technical assistance to establish an investment fund for local authority bodies targets of the AGLDT project on the border strip. UNDP also participated in capacity-building through training intended to provide tools to facilitate municipal officials' services and support the organization of the congress of mayors in 2018 with the National Federation of Mayors of Haiti. UNDP has supported the Ministry of Interior and Territorial Communities, and more particularly the Directorate-General of Territorial Communities, in the implementation of national programmes such as the programme to modernize the municipal administration, the Municipal Public Finance Improvement Programme, and the Delegation Capacity-Building programme. The objective of these programmes are to strengthen the capacity of municipal staff in a spirit of local public service development.

On strengthening services to communities, UNDP is continuing its support to eight municipalities to prepare a municipal development plan by the end of 2020. A participatory approach was adopted during plan development, which allows all the actors (mayors, officials and communities) to identify socio-economic needs and define priorities in order to build a resilient society.

UNDP has also supported local governance through South-South cooperation. With the support of UNDP, a joint Haitian-Dominican mission visited the Franco-Spanish border in October 2018 to study structures providing services to the border populations of the two countries. The Haitian delegation benefited from the experiences and on-the-spot

discussions with the authorities on strategies to improve services in border communities. In view of the lessons learned, UNDP coordinated an exchange visit of five senior Haitian government officials to Morocco in November 2019 to better understand the strategic and operational mechanism put in place by Morocco in 2011 to boost state reforms and, in particular, territorial governance. In addition, UNDP supported discussions during the international forum on state reform in March 2018 with senior officials from the Dominican Republic and Senegal who led similar projects in their countries. The discussions helped to broaden the approaches of Haitian officials in charge of reform and allowed them to capitalize on the lessons learned and the challenges faced. As part of technical assistance, the Technical Group on Local Governance, co-chaired with the Swiss Embassy, and bringing together the main technical and financial partners, facilitated the establishment of a digital library to better equip partners with legislative documents, evaluations and planning documents. The link was shared with the associations of elected officials and the ministries concerned.

In response to the Covid-19 health emergency, UNDP has provided sanitary equipment for the 17 municipalities of the border strip in the east of the country. A digital portal has been set up with the support of the AGLDT project to transmit administrative documents from local authorities to the central administration.

With the end of the mayors' terms, the Government renewed their interim mandate in July 2020 to facilitate continued administration of local municipal structures until the next elections, which remain to be scheduled. This decision partly came in response to advocacy by UNDP and all the partners members of the Technical Group on Local Governance with the Government and the associations of local elected officials. The technical capacities and the lack of means do not allow local authorities to fully assume the new functions of decentralization. There is a lack of political consensus on how to drive decentralization. UNDP supports the authorities and civil society in building consensus for reforms through workshops in the departments with the OMRH. On

deconcentration, UNDP supports the coordination of the departmental delegations of local authorities. UNDP also assists the OMRH in developing a national deconcentration charter as a framework document.

UNDP requested the support of other financial partners and was able to mobilize funds from Canada (nearly \$13 million) allowing the extension of the AGLDT project over three additional years for new activities to integrate the gender dimension and expand the territorial scope.⁷¹ Through its additional contribution of \$1 million, the Haitian State has shown political commitment to build capacity for territorial reconstruction. The municipalities were chosen in full consultation with the MPCE and the Directorate-General of Territorial Collectivities of the MICT, taking into account interventions in progress or being planned by State and technical and financial partners. The AGLDT project has benefited, with the leadership of UNDP, from consultation, harmonization, and information exchange through the Technical Group on Local Governance, and joins the previous initiatives of other partners such as USAID, the World Bank, Canada and Switzerland in assisting the local governance sector. This synergy contributes to strengthening the sector amid the European Union's focus on urban development in based on a local approach and social cohesion. In the absence of functional multi-level coordination platforms under the Government, the Technical Group on Local Governance has established itself, by default, as a space for dialogue among key actors. The group, among other things, regularly involves representatives of the central government and local authorities to discuss priority topics of the local governance sector. UNDP leadership within the Technical Group on Local Governance facilitated the consultative approach among the partners that has benefited the AGLDT project.

In general, the support provided by UNDP to strengthening territorial governance capacities has put in place the bases for the management of

resources for inclusive community development planning. However, this support would become more effective if better coordination of the State's efforts were put in place between the various sectoral ministries for territorial development. Local democracy also suffers from the lack of functioning of certain local bodies (municipal assemblies, departmental assemblies, departmental councils, etc.), which are expected to promote local democracy through dialogue among all political forces and actors. Finally, multi-level interventions would facilitate greater orientation of efforts and achievements towards the realities of the territories by involving such actors as youth, women and associations.

Finding 8. UNDP has played an important role in the participation of young people as agents of change and of peacebuilding, contributing to the reduction of community violence and the strengthening of the social contract between local institutions and youth. However, the continuation of this model of integrating young people into the local sphere is not guaranteed.

UNDP provided technical support for the implementation of the project 'Support for conflict resolution and the promotion of social cohesion in the city of Jérémie' financed by the PBF between 2018 and 2019 in cooperation with the International Organization for Migration (IOM) and UN Women. The project contributed to greater involvement of young people in community development efforts, and better consideration of their priority needs by the municipal administration, strengthening mutual trust. UNDP contributed to strengthening the social contract by initiating an institutional change linked to inclusive local governance, incorporating young people to promote peace, decision-making and managing public affairs in communities.

UNDP has enabled the engagement of young people not only as beneficiaries but also as positive agents of change, promotion of the culture of peace and transformation of society. More than

⁷¹ The Support for Local Governance and Territorial Development project (AGLDT) initially planned in January 2017 intervention in three departments and 10 municipalities for a budget of \$9 million. During the revision in January 2019, the scope of the project has been extended to four departments and 12 municipalities still on the eastern border strip of the country with an increased budget of nearly \$17 million

170 youth associations⁷² were mapped in the city of Jérémie and its surroundings and UNDP, in collaboration with the IOM, facilitated the civil registration of 1,547 young people thus recovering their right to identity.⁷³ The participation of women and young people in decision-making processes was increased by establishing spaces for dialogue for youth associations, political parties and leaders (senators, deputies, mayor, municipal team) and officials of the municipal administration. There were 131 participants when these activities were launched, including 57 young women.⁷⁴ This new listening space has enabled young people to discuss with all those responsible their concerns, needs and expectations vis-a-vis public policies on achieving the SDGs. Youth associations were approached with an emphasis on their rights, duties and especially their roles as agents of social transformation. The young people of the city of Jérémie thus were able to identify the challenges they face, particularly with regard to their involvement in the city's public affairs, the reduction of community violence and gender-based violence.

UNDP has encouraged the involvement of local authorities in a constructive and participatory process in order to strengthen their potential in developing a culture of peace, which should promote local governance and democratic dialogue. In this regard, UNDP supported various local actors and youth associations to better understand the functioning of national institutions in conflict prevention and management, promote social cohesion and leave no one behind. Nearly 700 young people, 64 percent women, have been trained and more than 3,000 people⁷⁵ were sensitized on the concepts of the culture of peace, non-violent communication, peaceful conflict resolution and gender-based violence.

However, despite the preparation of an exit strategy in October 2019 by UNDP, based on stakeholders (local council, communities, young people, local institutions) taking responsibility for the achievements of these social cohesion and conflict resolution initiatives, sustainability of results from a short 18-month project could not be ensured. The political environment at the start of 2020 and the end of the mayors' mandate did not allow the transfer of leadership to local authorities and institutions.

In addition, UNDP has started to invest in community violence reduction, involving rule of law-protection, local governance and social cohesion-citizen security. Two projects financed by the PBF started in 2020 in the field of arms and ammunition control with the IOM and the reduction of armed violence, in two districts of the capital Port au Prince with UNOPS and UNFPA. UNDP also supported the National Commission for Disarmament, Dismantling and Reintegration in developing the national strategy to reduce community violence – awaiting approval from the national authorities – and participated in a study⁷⁶ on the issue with BINUH during the last quarter of 2019. UNDP is working with the United Nations Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean to develop legislation for weapon control conforming to international standards. However, it is still too early to assess the effectiveness of project results.

⁷² UNDP Progress Report, 15 November 2018

⁷³ UNDP Progress Report, 15 June 2019

⁷⁴ UNDP Progress Report, 15 November 2018

⁷⁵ UNDP Document Exit Strategy for the Conflict Resolution Support Project and Promotion of Social Cohesion in the City of Jérémie – 31 October 2019

⁷⁶ Vulnerability study of areas exposed to community violence (Port-au-Prince and Bas-Artilbonite) CERME study Support UNDP - Funding section RVC/CVR BINUH - April 2020

2.2 Poverty reduction

Outcome: The population, particularly the most vulnerable, have equitable access to livelihoods, decent green jobs and productive resources to reduce poverty in all its forms, within a favourable and inclusive socio-economic and cultural environment

Corresponding outputs:

OUTPUT 2.1: The available options for inclusive and sustainable social protection are operational and supported.

OUTPUT 2.2: Women and youth benefited from facilitated access to economic opportunities, including in the formal job market.

OUTPUT 2.3: National and territorial agricultural institutions are operational in order to carry out in-depth transformation of agricultural production methods, which would be both sustainable and employment- and income-generating.

In the area of poverty reduction, UNDP works on three themes: i) social inclusion; ii) inclusive growth; and iii) strengthening of the agricultural sector. In coordination with the 'resilience' component (outcome 3 of the country programme), UNDP's intervention strategy for poverty reduction seeks to link poverty reduction with vulnerabilities, and responsible management of natural resources, as well as the adoption of sustainable agricultural production methods. To ensure social inclusion, UNDP has worked to help the MPCE, the Haitian Institute of Statistics and Informatics (IHSI) and the

National Observatory of Poverty and Social Exclusion (ONPES⁷⁷) to better orient public policies towards the most vulnerable people, with an emphasis on social protection, in accordance with the SDGs. To promote inclusive growth, UNDP has opted to collaborate with the ministries of trade, economy, finance, agriculture, and women affairs, in order to promote employment and support policies for SMEs. In addition, the country programme was to prioritize Haitian products having a positive environmental and social impact and high growth potential. Women and young people are the main target beneficiaries of the country programme's poverty reduction component. In order to strengthen the agricultural sector, UNDP, with the support of the International Fund for Agricultural Development (IFAD), intended to continue building the capacity of the Ministry of Agriculture, Natural Resources and Rural Development (MARNDR) in order to transform the sector through, among others, initiatives to improve access to small-scale irrigation.

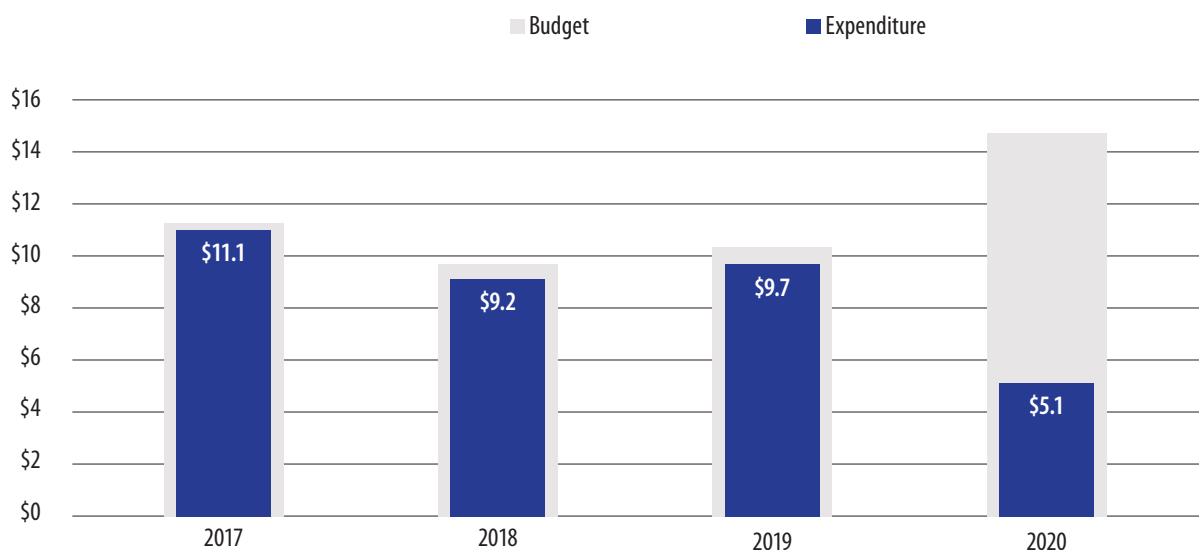
In general, capacity-building is a strategy applied to all projects in the country programme poverty reduction portfolio. Each of the projects includes training and technical assistance activities aimed at developing the capacities of the actors concerned. UNDP has also tried to capitalize on South-South and triangular cooperation as part of this institutional capacity-building.

The poverty reduction component includes 15 projects of varying sizes⁷⁸ for a global envelope of more than \$46 million mobilized through the core resources of UNDP and those of other partners-donors including the Haitian Government, Japan, Canada, and IFAD. These projects touch upon different sectors of the economy that can contribute to reducing poverty such as agriculture and small commerce, alongside cross-cutting factors that need to be addressed such as capacity-building, empowerment of women and youth, and natural disaster recovery.

⁷⁷ In 2016, ONPES became a unit of the MPCE. This unit is called the Poverty and Social Exclusion Observation Unit (UOPES)

⁷⁸ The budget ranges from less than \$70,000 to almost \$9,700,000

FIGURE 3. Evolution of expenditure and budget in the area of poverty reduction, 2017-2020 (million US\$)



Source: Atlas Project data, Power Bi, September 2020

Finding 9. UNDP helped set up national instruments for inclusive and sustainable social protection as well as better targeting of beneficiary populations. Nevertheless, the results obtained at the national level remain mixed, particularly with regard to the public policy component. At the local level, UNDP contributed to the social inclusion of women and facilitated social cohesion in disadvantaged urban neighbourhoods in Port-au-Prince. The community platforms set up and supervised by UNDP have become real driving forces for local development. However, strengthening their capacity is necessary to ensure their sustainability.

UNDP’s work in social protection is essentially a continuation of interventions from the previous cycle. At the central level, UNDP collaborated with state actors who implement the social inclusion policy of the Haitian Government. During the 2013-2017 period, UNDP helped the Government design and implement a cash transfer strategy that incorporates good South-South knowledge

transfer practices and targeting the most disadvantaged populations.⁷⁹ As part of the ‘Technical support for cash transfer programmes’ project, UNDP assisted the Haitian Government by working with the Economic and Social Assistance Fund (FAES) to create analytical tools for implementing public interventions aimed at poverty reduction and human development. UNDP provided technical assistance to FAES to develop the Ede Pep Strategy⁸⁰ which was presented and approved by the Prime Minister in 2014. Like the countries of the region, this strategy encompasses a set of public interventions that protect the most vulnerable people throughout their life cycle. UNDP also provided technical assistance to implement the Ede Pep strategy and its associated programmes (Ti Manman Cheri, Kore Etidyan, Kore Moun Andikapé and Bon Dijans).⁸¹ It also supported FAES in piloting an impact assessment of the cash transfer strategy. The evaluation notes that this strategy was innovative for Haiti.

⁷⁹ Technical support for cash transfer programmes

⁸⁰ Ede Pep (Creole) = Helping the people

⁸¹ Ti Manman Cheri (creole) = Dear little mom, Kore Etidyan (Creole) = Support for students, Kore Moun Andikapé (Creole) = Support for the disabled and Bon Dijans (Creole) = Emergency Voucher

Although a questionnaire has been developed for this purpose, the lessons learned from this strategy are not yet documented.

UNDP supported the development of a Unique Register of Beneficiaries (RUB)⁸² which makes it possible to identify and select households living in conditions of extreme poverty, thereby ensuring the objectivity and transparency of interventions and better directing scarce public resources to the poorest households. The RUB inspired the Ministry of Social Affairs and Labour (MAST) to prepare the Information System of the Ministry (SIMAST) with funding from the World Bank. Currently, FAES and some ministries use SIMAST to target vulnerable people. For example, recently SIMAST was used to provide cash transfers to people in difficult circumstances, as part of the Haitian Government's response to Covid-19.

UNDP used its regional network to facilitate South-South collaboration and knowledge transfer – notably with the Dominican Republic (for the strategy and the Unique register), Colombia (for the impact assessment of Ti Manman Cheri) and El Salvador (for the institutional structuring of FAES for the implementation of social programmes).

In addition, UNDP provided technical support to the Haitian Government, through MAST, for the development of a National Policy for Social Protection and Promotion (PNPPS) intended to improve available social services targeting marginalized groups.⁸³ However, the interviews carried out as part of the evaluation indicate that UNDP was unable to move forward on this issue due to the intervention of a multitude of other actors. Indeed, since 2012, there have been many interventions in this area by actors such as USAID, World Food Programme and national institutions. UNDP tried between 2013 and 2015 to target the public policy component, but circumstances favoured other programmes such as the cash transfer rather than the public policy approach.

In view of the multitude of actors involved, UNDP has reduced the scope of its intervention and little progress has been made in promoting the PNPPS. It should be noted, however, that UNDP has resumed since December 2020 activities related to the coverage of SIMAST and social protection.⁸⁴

At the community level, the UNDP approach consisted of working with civic platforms in disadvantaged urban neighbourhoods and promoting social inclusion, particularly the integration of young people and women. This community approach has given good results. Most beneficiaries of economic projects are women living in precarious neighbourhoods (Cité Soleil, Canapé-Vert, Pétion-Ville, Fort National). These projects have created economic opportunities and reduced economic and social exclusion. The community platforms set up and supervised by UNDP have turned into real driving forces of local development in the precarious neighbourhoods served. They work not only with UNDP but also with other organizations and act as intermediaries between communities, state structures and other organizations. These platforms identify and develop community development projects. In Canapé Vert and Pétion-Ville, as part of the inclusive employment project, UNDP created community platforms that still exist. These platforms have enabled UNDP to identify and target beneficiaries. In addition, they are involved in training and supporting the implementation of micro-projects (road repair, sanitation, installation of lampposts, etc.). They are also available to assist in the design and implementation of new projects. However, the interviews reveal a lack of training for strengthening these platforms, particularly in good citizenship and community leadership. Some members have abandoned the platforms because they operate voluntarily, which could ultimately affect their sustainability.

Finding 10. UNDP interventions have contributed, through the promotion of micro, small and medium enterprises (MSMEs), to improving livelihoods and

⁸² The RUB has been transformed into the Information System of the Ministry of Social Affairs and Labour (SIMAST) to be managed by MAST and not FAES

⁸³ ROAR 2019

⁸⁴ Through the pilot project 'Integration of the national social protection policy into local planning and action – Reaching the most vulnerable and strengthening resilience (including for an effective short-term response to COVID-19)'

employment opportunities for young people and women living in vulnerable areas by enabling beneficiaries to access the resources and development benefits necessary for their social and economic empowerment. Although young people and women have benefited from the economic opportunities derived from the projects implemented, the scale of these interventions in terms of the number of direct beneficiaries remains low compared to the expected results and these jobs created are often short-term.

During the current programme cycle, UNDP contributed to creating jobs and economic opportunities through the implementation of projects in the precarious neighbourhoods of the metropolitan area of Port-au-Prince. Beneficiaries were able to develop their businesses and create new jobs thanks to technical and financial support from UNDP. The latter took advantage of its emergency interventions to create income-generation opportunities for its target groups either by providing them with inputs (trade kit, seeds distributed as part of the post-Matthew recovery project) for their businesses, or providing them with short-term employment in the form of labour-intensive work to improve their income and raise their standard of living.

UNDP Haiti has promoted the economic and social inclusion of MSMEs, as well as cooperatives of women entrepreneurs to access the resources necessary for their social and economic empowerment and their inclusion in the formal market. A total of 580 MSMEs managed mostly by women are supported in various value chains. These 580 women owners of these businesses received financial or equipment support to strengthen their businesses and technical support to improve their management capacity.⁸⁵ The UNDP country programme⁸⁶ has also contributed to job stabilization and creation. According to the 2019 ROAR and the interviews carried out as part of the evaluation, the beneficiaries were able to develop their businesses and increase their income. Some

of these companies have also been able to create between one to five additional jobs per company, but often on a temporary basis.

In addition to the jobs created through support to MSMEs, UNDP also contributed to the creation of temporary jobs through the post-Matthew recovery project. The project's annual report noted 480,000 temporary jobs created as of 31 December 2018.

The transfer of knowledge to women entrepreneurs was effective. A qualified pool of consultants has been created to assist the enterprises. The beneficiaries consulted claim that they run their businesses more professionally, which has enabled them to increase their income. Overall, the results obtained must however be considered as pilot interventions which should be evaluated to measure their impacts. It is also important to transform these interventions into public programmes or policies in order to have a systemic and lasting impact in the fight against poverty in Haiti. It is also essential to ensure the handing over of these projects to the ministries, in particular in this case, the Ministry of Trade and Industry which could take over these interventions, but which was not strongly involved in the project.

As part of the implementation of its strategy to create economic opportunities, UNDP has used methodologies⁸⁷ to build the capacities of target groups, in particular women and young people from precarious neighbourhoods, and private sector entities (consultants, companies, chambers of commerce) inspired by work carried out in Latin American countries, in particular Ecuador, Mexico and Peru. For each group, UNDP used the most appropriate methodology. For example, UNDP uses Ann Ale for start-up microenterprises, Bay Biznis Jaret (BBJ) for microenterprises that are more or less developed, the business plan competition to spark innovation among disadvantaged young people in Fort National (precarious district of Port-au-Prince) through the Laboratory of Innovation and Economic Development (LIDE)

⁸⁵ ROAR 2019

⁸⁶ Economic empowerment project

⁸⁷ An Ale (in Creole) = Let's go, is the capacity-building method used for businesses that are at the start-up stage, while Bay Biznis Jaret (BBJ) (in Creole) = Strengthening business, is the approach used to support businesses that are more advanced

project, and the Supplier Development Programme (PDF) methodology to create a business relationship between microenterprises and large companies such as Total and Barbancourt. In terms of support, 1,083 young people, 43 percent of whom are women from universities or vocational schools, were trained in entrepreneurship and in setting up a business plan, 40 young people were supported in the implementation of their business⁸⁸ within the framework of LIDE⁸⁹ while for the PDF, 2,000 micro-entrepreneurs were supported, and 30 temporary and 60 permanent jobs created⁹⁰ within the framework of the operation of these companies. Four hundred and sixty women micro-entrepreneurs received coaching support.⁹¹

In many cases, UNDP livelihood improvement interventions have been preceded by studies aimed at identifying problems and finding appropriate solutions. For example, as part of the post-Matthew recovery project, a study was carried out⁹² in May 2019 in the department of Grand'Anse, particularly in the municipalities of Moron, Dame-Marie, Anse d'Hainault and Les Irois. It aimed to identify and understand the actors involved, the level of production, the mechanisms of transformation and distribution in the value chains considered as priorities. This study made it possible to define six main sectors with high added value: cocoa, fishing, yams, bananas, maize and beans. These sectors were the subject of income-generation activities promoted by the said project. The projects relating to the economic empowerment of women were also preceded by studies, as is the case for the market and baseline study by UNDP-Korea International Cooperation Agency (KOICA)⁹³ carried out in 2019, which assessed the possibilities for women to create viable businesses and productive activities in order to promote their autonomy.

The magnitude of UNDP's impact on job creation cannot be precisely quantified because of the weakness of project M&E systems as well as inadequate practices for consolidating and reporting results.

Finding 11. In terms of agricultural development, UNDP has essentially collaborated with IFAD for the institutional strengthening of MARNDR. This strengthening has enabled MARNDR to better manage IFAD-financed projects and improve their results. UNDP also contributed to an improvement in the food security of beneficiary households. However, in general, UNDP has failed to strategically contribute to a transformation of agricultural production methods, as planned in its country programme.

UNDP intervened directly in the implementation of the Small Irrigation project (PPI-2) by providing fiduciary management and capacity-building for project managers and MARNDR.⁹⁴ The management of finances and procurement carried out directly by UNDP facilitated better management of the project's financial resources. As part of the project 'Strengthening the capacity of the PPI-2 Project Coordination Unit', UNDP made recommendations for better fiduciary management of the project. At the end of UNDP support, the project implementation unit was able to manage the project according to IFAD procedures. The report of the final evaluation of the project 'Strengthening the capacities of MARNDR officials' also informed that UNDP helped build the capacities of MARNDR personnel through training in planning, programming, budgeting, and the formulation of work plans. The project generated tools aimed at improving the operational performance of the ministry in the implementation of agricultural development programmes/projects. UNDP worked not only with personnel based in Port-au-Prince, but also in the provinces. Partners interviewed agree that capacity-building has been

⁸⁸ LIDE Report, 2017

⁸⁹ Including a financial support of \$8,000 for the launch of their business

⁹⁰ ROAR 2017 and interviews carried out as part of this evaluation

⁹¹ Corresponding to financial support or provision of equipment and training to improve their management capacity; 1,083 young people of both sexes of which 43 percent are women

⁹² Study of value chains, UNDP, May 2019

⁹³ UNDP-KOICA Market and Baseline Study, July 2019

⁹⁴ PPI-2_UNDP Completion Report, April 2017 and PPI Project Document, UNDP, September 2015

effective. However, they regret that most of the personnel trained were contractors who have since left the ministry after the implementation of the projects for which they were working (PPI and other projects), thus posing a challenge on the sustainability of the gains in terms of institutional capacities.

The PPI-2 and PPI-3 projects, financed by IFAD with fiduciary management by UNDP, have contributed to the reduction of food insecurity by improving agricultural infrastructure, strengthening rural and agricultural institutions, protecting the environment and capacity-building for farmers. The indicators show a significant increase in the yields of the main crops of 5 to 12 percent at the level of the plots and users' incomes, showing an upward trend.⁹⁵ The 2019 ROAR also noted significant results in improving agricultural production by optimizing irrigation, with an impact on the income and living conditions of poor rural households. It should be noted, however, that UNDP's role in these projects was only to provide fiduciary management support. The interviews for this evaluation highlighted that UNDP did not provide the necessary strategic support for agricultural development, in particular support for the development of policies or the organization of agricultural sectors, which was desired by the national partners. During the interviews, some participants stressed that the technical support provided by UNDP should also include these aspects. It is, however, important for UNDP to collaborate with other UN agencies to avoid any role overlap, given that the Food and Agriculture Organization (FAO) is better placed to support MARNDR in the development of agricultural policies and strategies and that IFAD also supports the implementation of these policies.

UNDP has also leveraged triangular cooperation to improve the food and nutritional security of poor households through the 'Promotion of kitchen gardens' project (PROHUERTA). Collaborating with Argentina, UNASUR, UNDP worked with MARNDR and the National Food Security Council (CNSA) to

help poor households, in large cities in the departments of the South, Northeast, North, South-east, Centre and West to produce vegetable crops, near their houses. The interviews reveal that the project set up a network of more than 3,000 promoters who guided households in production and nutrition as well as 40 local field agents. They were able to guide the families, but were unable to put in place structures to sustain the results once the project ended.

Finding 12. UNDP has developed a concerted response to strengthen the resilience of the most vulnerable populations affected by Hurricane Matthew in the southern region of Haiti through emergency response and an economic recovery project. Its intervention made it possible to meet the immediate needs of the affected populations through the restoration of livelihoods, and the creation of emergency employment in organic waste and debris management. UNDP also supported local governance, contributed to economic recovery, and long-term resilience to shocks. However, the bridges between emergency response and development are limited and fragile.

UNDP's intervention in the southern region of Haiti has contributed to the economic empowerment of affected people, in particular women, thereby contributing to the stability and revitalization of households and communities. The annual report on the overall progress of the 'Post-Matthew Recovery' project for January-December 2018⁹⁶ indicates significant results, with over 250,000 household beneficiaries of the intervention and 480,000 daily jobs created in 19 most-affected municipalities. The report also highlighted other results including cleaning of irrigation canals, drainage canals and roads, collection of waste, and processing of organic debris. The 'Emergency Job Creation Project' with FAES/Inter-American Development Bank reported 20,274 10-day emergency jobs benefiting 100,000 households in the departments of South and Grand'Anse, more than 50 percent of beneficiaries being women.⁹⁷ These results were obtained

⁹⁵ ROAR 2018

⁹⁶ January-December 2018 annual report of the post-Matthew recovery project, UNDP

⁹⁷ Report January-March 2017

in collaboration with the state bodies responsible for implementing these interventions such as the municipalities, the Directorate of Civil Protection and its representatives in the field. In particular, UNDP played a central role in identifying needs, planning interventions, mobilizing funds and providing technical support for the implementation of activities.

The 'Post-Matthew Recovery' project contributed to the rapid resumption of agricultural activities in the affected regions with an indirect effect on reducing vulnerability to food/nutrition insecurity.⁹⁸ Consultations were initiated with government actors at central and local levels, UN agencies, partners and donors and target municipalities in order to define needs and prioritize interventions. Government institutions and donors were involved through project steering committees. National and departmental institutions were involved in capacity-building and preparation of community development plans in order to align the interventions with the national recovery policy. For example, a departmental workshop held in October 2018 on risk and disaster management in Jérémie contributed to the first Congress of Mayors organized by the National Federation of Mayors in Haiti (see also Finding 7).

Bridging the gap between emergency and development, UNDP has also helped municipalities in preparing community development plans, which represents a critical step in strengthening the resilience of communities. Developed in a participatory and inclusive manner, these plans are intended to facilitate, among other things, economic recovery activities, rehabilitation of community infrastructure and environmental conservation. However, it emerged from the interviews and the documentary review that the programme cycle of the post-Matthew programme could be better managed, given the overall context in which it has evolved. The link between emergency and development was not well established or sustained. Given the complexity of interventions in Haiti,⁹⁹ it has been difficult to implement the post-Matthew recovery

programme in the two years initially planned. Due to the urgency, there was no in-depth reflection on all the necessary factors while considering the immediate and medium-term needs. In addition, there was inadequate monitoring of implementation and accountability. Despite the efforts, the management of the project cycle (planning, human resources management, and the monitoring) undermines the results obtained and the institutional reputation of UNDP as an implementing partner.

To help reduce vulnerability and build resilience, UNDP intended to work with all stakeholders, including those in the private sector. However, the intervention took place with limited participation from the Haitian private sector. The latter could help UNDP to better achieve its objective by financing certain programmes such as post-Matthew recovery as well as other projects such as inclusive employment.

Finding 13. UNDP programme in Haiti promotes the SDGs through different strategies. It contributes to the Government's efforts to implement the SDGs and works in parallel with civil society and private sector organizations to promote the SDGs. Nevertheless, the progress made in the implementation of the SDGs in Haiti is mixed, due to the slowness of government actions and limited participation of the private sector and society in general. UNDP has not fully assumed its integrating role in this area, particularly in the involvement and commitment of other UN agencies.

UNDP has been supporting the Haitian Government in prioritizing the SDGs since 2016. After a slow start due mainly to rotations of ministers, the process has experienced a certain acceleration with the support of UNDP (organization of workshops and exchanges), without, however, achieving the desired advancement. A roadmap was completed and accompanied by an action plan for the implementation of the 11 prioritized SDGs¹⁰⁰ by Haiti. However, these documents have not yet been validated, due to political problems, in particular the 'country lock'.

⁹⁸ ROAR 2017

⁹⁹ Institutional vacuum, interruption of project activities due to recurring political and social unrest, lack of interest from high-level executives to work outside Port-au-Prince, multiplicity of programme actors, etc.

¹⁰⁰ However, the 17 SDGs are a priority for Haiti given that it had adopted them in 2015 as part of the Agenda 2030 for sustainable development

Through the SDG Acceleration project, UNDP was able to involve the private sector and CSOs in the implementation of the SDGs. Private sector actors are now aware of the SDGs agenda and challenges in the context of Haiti and have made a commitment to participate. For example, UNDP received funding from a company to implement a competition on the SDGs. The project has also established partnerships with youth organizations that have implemented awareness-raising activities in the 10 departments, through colloquiums, conferences and workshops. To promote the SDGs, UNDP worked with different CSOs with a national reach, including youth associations based in Port-au-Prince, and the private sector, notably with the Grand'Anse Chamber of Commerce. This strategy made it possible to reach business leaders on the SDGs at the level of the department of Grand'Anse, as well as a critical mass of young people at the national level. In Grand'Anse and the West, young people consulted affirmed UNDP had involved their organizations in SDG implementation and that they had received training on the subject. A young person acknowledged receiving from UNDP the information necessary to understand the country's reality and take action against hunger and climate change.

UNDP has developed a new project called 'Integrated Framework for Financing', which will be implemented by the MPCE, to help the Haitian Government to mobilize additional financial resources for the implementation of the SDGs. A national consultation is about to be launched in order to define reform priorities and financing options to accelerate the achievement of the SDGs.

Although UNDP has an integrator role in the area of the SDGs, this has not been fully promoted by UNDP. The donors and UN agencies consulted promote the SDGs through their programmes. For some, the SDGs are integrated in a cross-cutting manner in their strategies without being clearly mentioned, while for others, the SDGs programmes are planned and monitored regularly. There is therefore a potential and interest to strengthen collaboration with these actors.

In general, creating the conditions for the success of the SDGs remains a challenge for Haiti. According to the interviewees, the issue is not yet considered a priority for the Government. It is hoped that the partnership with CSOs and the private sector will improve results. However, without proper prioritization, it will be difficult to achieve concrete results. The engagement of donors and UN agencies that have more resources than UNDP is essential.

2.3 Reducing vulnerability and strengthening resilience

Outcome: National, regional, and local institutions and civil society improve the management of urban and rural areas, agriculture and the environment, and mechanisms for preventing and reducing risks in order to improve the resilience of the population to natural disasters and to climate change

Corresponding outputs:

OUTPUT 3.1: National actors have the knowledge, capacities and necessary tools to improve natural resources management and risk reduction management.

OUTPUT 3.2: Mechanisms and partnerships are set up to promote sustainable models of production, distribution and consumption.

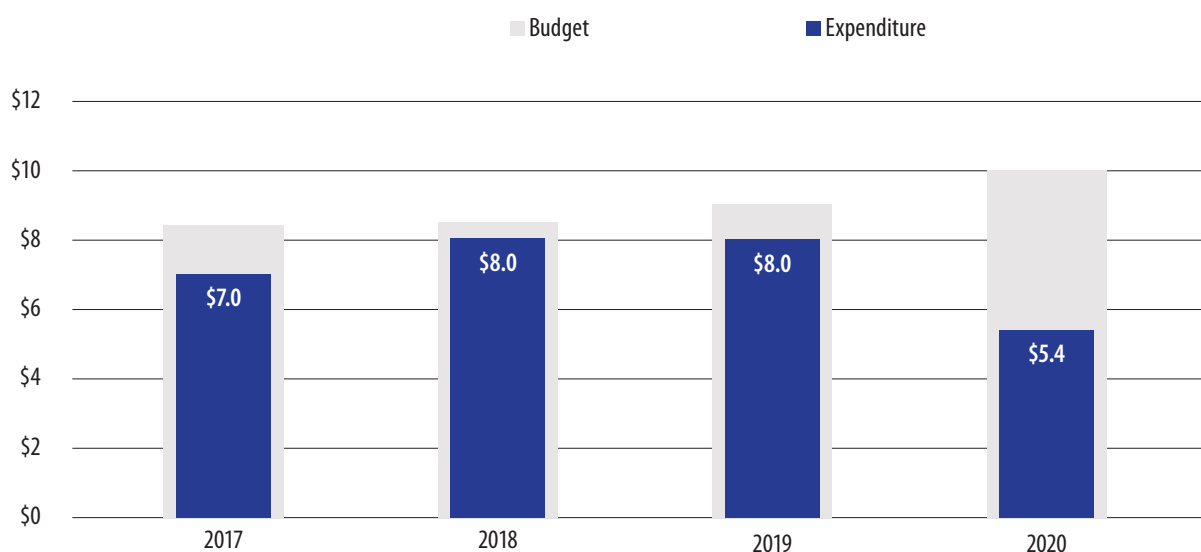
OUTPUT 3.3: The capacities of public administrations to enforce the application of environmental norms and good practices are strengthened.

The resilience of the population to natural disasters and climate change is the central objective of the resilience programme. In line with the country's needs, UNDP focuses its interventions on building the resilience capacities of the Government at different levels, by coordinating, preparing, managing and responding effectively to disasters. All three outputs of the resilience programme are relevant to the country context. The sustainable management of Haiti's natural resources faces multiple and often conflicting problems such as environmental protection and biodiversity conservation, and the immediate needs of the users. Environmental protection must also lead to improved living conditions and wealth and jobs creation. UNDP programme interventions aim to support the efforts of the Government to improve absorption and adaptation capacities to respond to natural and hydrometeorological disasters. By raising awareness among state institutions and populations, and by providing training, tools and equipment, the programme aims to strengthen the performance of civil protection structures to prevent and limit

the negative impacts of disasters. This is done in a manner consistent with the policies and instruments for disaster risk management (DRM) put forward at the international level.

The resilience component comprises 27 projects of varying sizes for a total envelope of nearly \$36 million (see list of projects in Annex 6) mobilized through UNDP core resources and those of other partners including the Global Environment Facility (GEF), Green Climate Fund (GCF), the European Union, and the country's bilateral partners including the United States, Japan, Canada, New Zealand, South Korea, and Norway. The projects touch on themes as diverse as DRM (including capacities of national and decentralized institutions as well as other key actors for the preparation, prevention and reduction of the impact of natural disasters, governance and coordination, culture of DRM and preparedness, monitoring and assessment of natural risks), adaptation to climate change, biodiversity conservation and watershed management, rural access to energy, and solid waste management. The findings below are also organized around these themes.

FIGURE 4. Evolution of expenditure and budget in the area of resilience, 2017-2020 (million US\$)



Source: Atlas Project data, Power Bi, September 2020

Finding 14. Through its resilience programme, UNDP has strengthened the capacities of national and decentralized institutions as well as other key actors for the preparation, prevention and reduction of the impacts of natural disasters. UNDP support has also enabled the development of strategies, plans and tools necessary for the effective management and reduction of natural risks. The programme, however, had little influence in strengthening partnerships with non-state actors and their capacity. UNDP has so far not been able to elevate the debate on resilience and adopt a political economy or political ecology approach to this challenge.

UNDP supports capacity-building for the Ministry of Environment (MDE) through the Capacity Building Support Project. This project aims to strengthen the frameworks of the MDE by putting in place structures and operational tools to ensure better management of the environment and natural resources, as well as decision-making in the development of environmental policies and strategies. Support is provided through i) the development and implementation of institutional, strategic, legal and regulatory tools for MDE; and ii) the development of technical and financial partnerships to better support the implementation of the ministry's projects and the structures which have been put in place. Although the organic law has not been finalized, this support has made it possible, among other things, to move forward on the decree organizing MDE,¹⁰¹ and also to establish the National Office for Environmental Assessment and to train around 100 officers on environmental impact assessment.¹⁰² However, there is no evidence that this support has led to lasting changes in policies and plans for environment and natural resources management.

The project for decentralized strengthening of the National Risk and Disaster Management System (SNGRD), implemented at the national level, aimed to support national and decentralized institutions and civil society for the prevention, management and response to natural risks and disasters.¹⁰³ Documentary analysis and interviews showed that the actors understand the key aspects of good organizational performance necessary for effective risk and disaster management at the national and departmental levels. With UNDP support, the National Disaster Risk Management Plan (PNGRD) 2019-2030 has been validated and officially adopted by presidential decree on 15 June 2020. This Plan results from a consultative process various PNGRD bodies conducted at central and regional levels, with project support through technical validation workshops that brought together the ministries concerned.¹⁰⁴

The PNGRD is a strategic framework which constitutes a national repository for DRM. It establishes guidelines without replacing sectoral policies and plans, which must converge on the economic, social and environmental management of disaster risk reduction (DDR) for the sustainable development of Haiti.¹⁰⁵ However, a system for monitoring implementation could not be set up due to technical reasons and institutional weakness. The Ministry of Planning is reported to lack sufficient technical and financial capacity to manage and maintain a monitoring system for DRM. However, as part of the 2017-2021 UNSDF, the UN team is expected to support the development of a system for monitoring progress and analysing risks to contribute to strengthening the resilience of populations and territories to natural disasters and climate change (see Finding 17 for UNDP's contribution).

¹⁰¹ Adopted on 16 August 2020.

¹⁰² Astier, M. (2016). Mid-term evaluation of the Ministry of the Environment (PARC) Capacity Building Support Project January 2013-December 2015. Evaluation Report

¹⁰³ The project was designed to strengthen the achievements of the European Programme to Support the Recovery of the Haitian Risk and Disaster Management System (PER-SNGRD) set up between 2011 and 2012 by the European Union (EU) in support of the Directorate of Civil Protection of the Ministry of the Interior and Territorial Communities

¹⁰⁴ The Ministry of Agriculture, Natural Resources and Rural Development (MARNDR), the Ministry of Women's Affairs and Women's Rights (MCFDF), the Ministry of National Education and Vocational Training (MENFP), the Ministry of Environment (MDE) and the Ministry of Public Works, Transport and Communications (MTPTC)

¹⁰⁵ Republic of Haiti (2019). National Disaster Risk Management Plan 2019-2030

The UNDP programme also contributed to strengthening national capacities through risk reduction tools, such as the 'Methodological Guide for the Reduction of Natural Risks in Urban Areas of Haiti'.¹⁰⁶ This guide has been distributed since 2015 and was validated in 2017.¹⁰⁷ Its concrete and comprehensive application in the department of Grand'Anse has shown the relevance of such a tool to the resilience of populations and territories and its inclusion in the country's public policies. This was demonstrated during Hurricane Matthew. Improving knowledge of the risks has enabled local authorities not only to guide the evacuation of populations most at risk before the cyclone hits, but also to carry out municipal recovery plans. National institutions and local authorities involved consider the guide useful and having established national standards for the knowledge and management of urban risks in Haiti, which must be applied throughout the territory.

However, the programme did not pay the same attention to developing relationships between the State and citizens to prevent and manage all public service delivery processes related to DRR. This should involve strengthening the performance of public institutions not only at the national and departmental levels, as is the case, but also at the local level. This, in turn, implies supporting an inclusive policy and local development approach that engages individuals and social groups generally marginalized or excluded from political life.¹⁰⁸ Good local development dynamics require partnerships with CSOs and the private sector. However, the programme did not emphasize the role of non-state actors in local development. As a result, there has not been enough investment in strengthening partnerships and the capacities of non-state actors in direct contact with the population on preparation, prevention and management of disaster risks. Such partnerships could be developed through the

participation of CSOs in supporting municipalities in preparing and implementing multi-risk contingency plans. However, the support given to a few municipalities to prepare these plans was not continued for their implementation.

UNDP projects focus mostly on the disaster risk approach, namely, considering that vulnerability depends on natural physical risk factors and the potential loss of human life and property exposed.¹⁰⁹ The evaluation finds little, if any, attention given by the programme to political economy or political ecology approaches, which, in addition, take into account the political, cultural and socio-economic factors that explain the exposure, impacts and the differential capacities to recover from disasters. Disasters threaten Haiti's development progress, push its most vulnerable populations to fall or remain in poverty, and cause human suffering and displacement. On the other hand, populations who do not benefit from development gains and who are economically and ecologically marginalized living on the unstable slopes of slums or eroded lands are more exposed to natural, hydrometeorological and epidemiological risks. Anarchic urbanization increases Haiti's vulnerability to natural disasters. Rural populations who move to urban areas settle in vulnerable places and put pressure on the environment. These settlements generally occur in land less accessible to public services, often in disaster-prone areas. The inhabitants of these areas are particularly vulnerable to natural and hydrometeorological disasters.

It is therefore essential to take into account the marginalization of the poor to get the most out of DRR programmes. The effects of a disaster depend not only on the resistance of physical structures, but also on the resilience of human societies, since the effects of natural hazards vary according to the

¹⁰⁶ UNDP (2015). Methodological Guide for Reducing Natural Risks in Urban Areas in Haiti, https://www.ht.undp.org/content/haiti/fr/home/library/crisis_prevention_and_recovery/synthese----guide-methodologique-de-reduction-des-risques-nature/

¹⁰⁷ Shah, A. (2017). Final evaluation. 'Natural Risk Reduction Programme in Urban Areas'

¹⁰⁸ See on this subject: UNDP (2016). 'Engaged Societies, Responsive States: The Social Contract in Situations of Conflict and Fragility', <https://www.undp.org/content/undp/en/home/librarypage/democratic-governance/conflict-prevention/the-social-contract-in-situations-of-conflict-and-fragility.html>

¹⁰⁹ It is for example, the model of Cutter, SL (1996), 'Societal Vulnerability to Environmental Hazards', *Progress in Human Geography*, 20 (4): 529-539, https://www.researchgate.net/publication/249871422_Societal_Vulnerability_to_Environmental_Hazards

social group (UNDP, 2004¹¹⁰). Haitians have demonstrated during disasters a great capacity for solidarity and post-disaster community recovery. This is an asset based on which programmes could define approaches and interventions aimed at empowering vulnerable populations and strengthening their social capital,¹¹¹ so that they in turn can strengthen management structures for basic services. Resilience interventions could also have further integrated disaster risks management and climate change adaptation in the targeted areas, for example by supporting the establishment or strengthening of organizations of poor urban and rural population groups to adapt their habitat to natural disaster risks and climate change. The strengthening of the social contract between the Haitian State and its citizens requires greater support to the shelter needs of the poorer layers of society. This can be done not only by supporting incremental actions for a better living environment, but also by strengthening the associative capacities of the poor in urban and rural areas to access to credit for resilient housing. This would involve a closer partnership with private sector and NGOs, and the Haitian Government will need to provide shelter.

Therefore, it is important to develop a programme-wide vision for DRR, including a theory of change that reflects a close interaction between disaster exposure and socio-economic and environmental marginalization. Before designing a new programme cycle that takes disaster risk into account, an appropriate multi-hazard study considering the long-term impacts of climate change must be properly conducted.

Finding 15. UNDP has strengthened the governance of disaster risk reduction, particularly by supporting the implementation of global agreements, norms and standards. UNDP interventions have made it possible to set up systems that facilitate

the coordination of decentralized and deconcentrated structures and intersectoral coordination for disaster risk reduction. The National Risk and Disaster Management System facilitates in particular coordination and operational management throughout the country. However, these coordination mechanisms do not systematically reach the communal and local level.

UNDP has supported the strengthening of governance for DRR,¹¹² including by supporting the implementation of global agreements, norms and standards, such as the Sendai Framework for Disaster Risk Reduction 2015-2030, the 2030 Agenda for Sustainable Development, and the Conference of the Parties (COP21). The main thrusts of this strengthening consist of supporting inter-institutional coordination, training and the development of means and tools to improve disaster response capacities in the short and medium term.

Regarding coordination capacity, the results include a strategic framework for volunteering within the 2018-2023 SNGRD developed in a participatory manner, and a database of volunteer brigadiers transferred to the Directorate of Civil Protection (DPC). Regarding the strengthening of the institutional and technical coordination of decentralized and deconcentrated structures, the results include the strengthening of directives and communication, and the provision of office materials in the Departmental Emergency Operations Centres. Information and communication management is carried out according to standardized and updated procedures and tools.¹¹³

UNDP provided effective support for the intersectoral coordination of disaster preparedness and prevention actors. The programme supported its government partners in developing plans and skills and coordinating all sectors involved in DRR. Resilience actions and plans bring together thematic

¹¹⁰ UNDP (2004). 'Disaster Risk Reduction - A Challenge for Development'

¹¹¹ For an analysis of the importance of social capital in Haiti see: Rahill GJ, Ganapati, NE, Clérisme, JC & Mukherji, A. (2014). 'Shelter recovery in urban Haiti after the earthquake: the dual role of social capital', <https://www.researchgate.net/publication/235946047>

¹¹² The Decree of 15 June 2000 made the Directorate of Civil Protection a General Directorate of Civil Protection and a legal framework for the National Risk and Disaster Management System was also adopted with the PNGRD

¹¹³ UNDP Haiti (2017). Final Report - Project for the Decentralized Strengthening of the National Risk and Disaster Management System (PRD-SNGRD)

areas from various ministries, donors and CSOs and focus on different risks. In addition, the agencies report to different ministries and operate at different levels of governance (national, departmental and communal). One of the most critical challenges in implementing these plans and actions is establishing effective collaboration and cooperation between sectors and actors. With the support of UNDP, the SNGRD has a coordination and operational management capacity throughout the country. The DPC has been strengthened by providing technical expertise at central and departmental levels and developing tools for the transmission of information, planning and management of volunteering.¹¹⁴

In general, emphasis has been placed on capacities related to improving governance of DRM processes between the national and departmental levels, and less between the departmental, municipal and local levels. At the national level, and to a lesser extent at the departmental level, the programme has contributed to the establishment of new operation models of the public services directly responsible for the preparation, prevention and management of disaster risks. At the municipal level, 1,724 volunteers had access to training.¹¹⁵ It should also be noted that some projects increase the absorption capacities of local populations through awareness raising, early warning systems and contingency plans.¹¹⁶ In the North and North-East departments, for example, the general public has been made aware of the major disaster risks, including specific groups in the targeted departments. However, while the municipality is placed at the centre of the country's recovery process¹¹⁷ and constitutes a crucial level for disaster risk prevention and management, no particular project targets the municipalities to strengthen their

capacities to develop and implement contingency plans, and thus contribute to good governance of civil protection at the local level. While essential for resilience, strengthening the absorptive capacity of local populations has received limited attention from the programme.

Finding 16. Through its training, education, awareness-raising and institutional partnerships, UNDP has contributed to the anchoring of a culture of disaster risk management and preparedness at both national and subnational levels and has also facilitated raising public awareness of the concept of risk prevention.

The progress made towards anchoring a culture of disaster risks in the country is assessed through the way the country faces the challenges of integrating vertical cooperation between civil protection services for the prevention and management of disasters, from the municipal level to the national level, the need to sensitize the population to disaster risks, the recognition and motivation of volunteers who participate in the implementation of prevention measures in public places and in managing disasters. The awareness-raising activities supported by the programme have enabled public administrations, at national and subnational levels, to improve knowledge of disaster risks. UNDP supported the strengthening of the knowledge of national, governmental and non-governmental actors, of the risks and vulnerabilities of the populations, which contributed to the strengthening of disaster preparedness capacities at the national and departmental level. Interviews with stakeholders show that UNDP has helped strengthen the culture of risk prevention and the professionalism of staff in these services to ensure human security in the event of disasters.

¹¹⁴ UNDP Haiti (2017). Project for Decentralized Strengthening of the National Risk and Disaster Management System (PRD-SNGRD). Lessons Learned Report, [https://info.undp.org/docs/pdc/Documents/HTI/PID00087962_%20R rapport%20de%20lecons%20appreises%20et%20capitalisation.pdf](https://info.undp.org/docs/pdc/Documents/HTI/PID00087962_%20R%20rapport%20de%20lecons%20appreises%20et%20capitalisation.pdf)

¹¹⁵ UNDP Haiti and MICT (2017). Final Report - Project for the Decentralized Strengthening of the National Risk and Disaster Management System (PRD-SNGRD)

¹¹⁶ These aspects are indeed fundamental. But to strengthen the absorptive capacity of vulnerable groups, it is also important to protect the source and level of income, protect housing, protect health and maintain living conditions, maintain social capital and social networks, and enable community organizations, private sector actors, CSOs and authorities to function effectively and collaboratively in post-disaster situations

¹¹⁷ Government of the Republic of Haiti (2010). Action plan for the national recovery and development of Haiti, [https://issat.dcaf.ch/download/2091/18065/Plan%20d'action%20pour%20le%20relevement%20et%20le%20developpement%20d'Haiti.%20Les%20grands%20chantiers%20pour%20l'avenir%20-%20Gouvernement%20d'Haiti%20\(2010\).pdf](https://issat.dcaf.ch/download/2091/18065/Plan%20d'action%20pour%20le%20relevement%20et%20le%20developpement%20d'Haiti.%20Les%20grands%20chantiers%20pour%20l'avenir%20-%20Gouvernement%20d'Haiti%20(2010).pdf)

The training of professional constructors is one example. The 'Reduction of Natural Risks in Urban Areas' project trained 365 constructors and foremen in seismic and cyclonic construction techniques. Having familiarized themselves with the seismic and anticyclonic standards,¹¹⁸ they can help improve social infrastructure and housing in the country, thereby reducing the vulnerability of the population. In their activities, they themselves become trainers on the construction sites and pass on this culture. Apart from the training of constructors and foremen, the programme did not have specific interventions, either directly or through partnership, to support the work on earthquake-resistant improvements. Such support would be justified because among the people affected by disasters, there are groups who do not have the capacity or the means to build disaster-resilient houses. As noted above, such capacity can be built by strengthening social capital to establish linkage with agencies involved in inclusive housing reconstruction programmes for the urban and rural poor who are most vulnerable to disasters.

UNDP also signed with the State University of Haiti in 2019 a partnership agreement by which UNDP undertakes, according to its mandate and within the limits of its funding, to strengthen support to students of the Geosciences master's programme for effective and sustainable transfer of competencies in terms of qualification and mapping of natural hazards. This partnership has allowed an analysis of weaknesses in national capacities in research and knowledge of risks to better orient technical assistance. The Faculty of Sciences of the State University of Haiti through the Geosciences Research Unit, with the support of UNDP, organizes an annual drawing competition in which participate young Haitians,

with the aim of making them aware of hydro-climatic risks in Haiti, in particular cyclones, torrential downpours, floods and drought.

As a result of the introduction of good risk management practices, UNDP interventions have also enabled target populations to internalize a culture of disaster risk and risk reduction.¹¹⁹ Through the 'Support for Disaster Resilience' project, UNDP carried out activities by strengthening training and education and raising awareness of the general public to disaster risks. UNDP provided training to all journalists from the 10 community radio stations in the targeted departments of the North and North-East of Haiti on their essential role during preparation for and response to disasters. They enhanced their capacity to inform and sensitize the population to major disaster risks.^{120,121}

The final report of the 'Support for Resilience to Natural Disasters' project shows that the target groups comprising the vulnerable populations of the main cities of these departments and the governmental and non-governmental actors who support them know the risks and vulnerabilities and ways of reducing their impact. The practical trainings organized for the operationalization of DRR plans aroused enthusiasm. They helped to establish the link among hazards on sites more exposed to floods and landslides and to transpose them on maps.

UNDP has also relied on its experience in DRM to quickly provide support to structures in charge of civil protection through short-and medium-term actions, including public awareness to support Haiti in its management of Covid-19. As immediate support, the programme provided financial support to a National Emergency Operations Centre staff member to participate in decision-making on communication and community engagement to orient decentralized civil protection structures to

¹¹⁸ UNDP Haiti (2017). Final Evaluation: Project for the Reduction of Natural Risks in Urban Areas

¹¹⁹ UNDP (2018). Final Report - Project 'Support for Resilience to Natural Disasters'

¹²⁰ UNDP Haiti (2017). Annual Report of the 'Support for Disaster Resilience' Project - Overall progress of the project from 1 July 2016 to 30 June 2017

¹²¹ UNDP Haiti (2018). Final Report - Project 'Support for Resilience to Natural Disasters'. Period July 2015-November 2018

better prepare the population. The programme also provides support from existing projects underway in the field.¹²²

Finding 17. UNDP has contributed to improving the monitoring and assessment of natural risks, particularly seismic, in Haiti. This contribution enabled the preparation of a multi-risk mapping. Although positive, the results have not yet been scaled up by the programme partners in order to achieve lasting changes at the national level in terms of environmental management and land use.

The programme provided support at the departmental level in the Far North for multi-risk mapping (floods, land movements, earthquakes, marine submersion/tsunami, drought and land degradation), thus demonstrating the usefulness of a tool the State and other actors may use to prepare contingency plans. UNDP supported the implementation of the 'Multi-risk mapping and land use management' project in the Department of the North-West and the district of Gros-Morne in the Department of Artibonite. The project contributed to improving knowledge of risks, as a basis for regional planning and land-use management. There was general stakeholder satisfaction and ownership of the results.

However, the project results have not been used by the programme partners for sustainable change in terms of environmental management and land use. Although a few municipalities received support to develop DRM plans, the effort was too limited to contribute significantly to results on a larger scale. In addition, plans developed with project support were not implemented due to a lack of budget. The programme also lacked a scaling-up approach to reach other municipalities.

The programme also supported the implementation of the 'Earthquake Prevention Plan for the Far North of Haiti' project, which carried out seismic zoning studies for five large cities in the north of the country and provided the basis for making predictions and plans. It has brought together several partners and

actors in its implementation, including the Haitian State, the Departmental Coordination of Civil Protection (whose brigadiers have received training), municipal councils (10 in the north-west, 13 in the north, and 11 in the north-east) which collaborate with civil protection, schools, universities, and NGOs. The main results are the establishment of a committee to manage possible seismic disasters in the North, the training of personnel from 11 state institutions, soil studies, a complete package of multi-risk maps, the training of engineers in building more resilient houses, the elaboration of multi-risk contingency plans for the targeted departments, and as an unexpected result, the preparation of three in-depth studies on the conditions of three high schools in the Far North.

Thanks to the mobilization of partnerships, the project contributed to improving the protection of infrastructure and strengthening the adaptive capacity of the populations of the Far North of Haiti in facing seismic threat. In terms of preventing seismic disasters in the Far North, the construction chain has been trained in earthquake-resistant practices, local populations know what to do in the event of an earthquake and a tested seismic contingency plan is now available. The realization of three seismic contingency plans for the three departments of North, North-East and North-West was carried out to increase the capacities of disaster response organizations.

Project activities helped to quantify the threat and vulnerability of targeted cities in the North. The leadership and capacities of public services in seismic prevention to plan and manage territories in order to reduce risks were strengthened. Nonetheless, programme support has only targeted five large cities, while national needs are greater. In addition, this support could not reach the local level, and did not allow local authorities to initiate effective actions and decisions in terms of adequate planning and urbanism aimed at reducing the vulnerability of the population. At this level, there is no improvement

¹²² UNDP Haiti (2020). Support to the National Response and Recovery to Contain the Impact of COVID-19. https://www.latinamerica.undp.org/content/dam/rblac/docs/COVID-19-Country-Programme/LATEST/UNDP-RBLAC-HTI%20CV19%20Respond%20Fiche_v8Jun2020.pdf

in the local authorities' post-earthquake response because the departmental, communal and local risk and disaster management committees in the Far North are not sufficiently well established and equipped to intervene properly.¹²³ However the lessons learned¹²⁴ will enable decisions in the future in the field of seismic risk prevention.

Finding 18. UNDP's contributions to building adaptive capacities of populations and ecosystems in the face of disasters, particularly through risk reduction and vulnerability mitigation initiatives, is widely recognized by its national partners. However, the programme faces a dual challenge: integrating climate change adaptation into disaster risk reduction and scaling up to broaden the reach of its project results.

UNDP has diversified its interventions to strengthen the adaptive capacity of populations and ecosystems in the face of disasters. The programme supported the development of the national climate change policy¹²⁵ adopted in 2019. UNDP supports the process of preparing the National Adaptation Plan (PNA) launched in 2019, through the 'National Adaptation Plan for Climate Change' project. The PNA aims to strengthen the instrumental and technical capacities for interactive development and for effective integration of climate change adaptation in national planning and budgeting coordination.¹²⁶ It is aligned with Haiti's Strategic Development Plan and the National Disaster Risk Management Plan.

In less than a year, the project was able to mobilize key actors in the PNA process, develop a roadmap, and hold regional consultation workshops in 80 percent of the country's departments. The pandemic did not allow consultations to be completed for the remaining 20 percent.

However, the evaluation noted, through the interviews, that there was no in-depth review of the 2006 National Adaptation Action Plan in order to draw lessons and recommendations to inform the preparation of the PNA. Only a summary assessment of the 2006 plan¹²⁷ has been done. There is also a lack of updated studies on the vulnerability to climate change affecting different sectors. Such studies would have made it possible to inform the process of preparing the PNA, a document which should contain the country's responses to the various dimensions of vulnerability, namely, exposure, sensitivity and adaptive capacity (individuals, households, communities, society, ecosystems).

The evaluation team noted that climate change adaptation has not received particular attention in terms of coordination between various levels of governance. The programme has not invested enough to stimulate the participation of actors at different levels and communities in the development and implementation of plans. The programme did not explore participatory planning and implementation of absorption, adaptation and transformation strategies under conditions of high uncertainty regarding the risks of natural and hydrometeorological disasters. Based on interviews with representatives of the target groups of the projects and project documents, the evaluation noted that the participation of target groups was not used to identify climate change adaptation needs and actions.

Finding 19. UNDP has made significant efforts to support the introduction of the 'ridge to reef' approach to biodiversity conservation and watershed management. At this stage, the project has not been able to demonstrate its ability to integrate climate change adaptation, biodiversity conservation, ecosystem services and sustainable management of natural resources. This is notably

¹²³ Pre-positioning committee for the management of possible seismic disasters in the North (2017). Report on the state of risk in the Far North and recommendations for mitigation (Summary)

¹²⁴ Renaud Voltaire (2017). Project Earthquake Prevention Plan in the Far North of Haiti - Lessons Learned. Unpublished note

¹²⁵ MDE (2019). National policy against climate change (PNCC), <https://mde.gouv.ht/phocadownload/PNCC-HAITI-2019%20Final.pdf>

¹²⁶ MDE (2019). Haiti launches its National Adaptation Plan in the face of climate change, <https://www.mde.gouv.ht/index.php/fr/nos-publications/our-publications/103-haiti-lance-son-plan-national-d-adaptation-face-aux-changements-climatiques>

¹²⁷ MDE (2017). Update of the National Adaptation Action Plan (PANA)

due to significant delays, intersectoral coordination difficulties and institutional challenges of key partners. The programme also lacks normative support for decision-makers in climate risk governance.

The 'ridge to reef' approach integrates watershed management, conservation of terrestrial ecosystems and coastal management to preserve ecosystem services, improve climate resilience and maintain livelihoods. Under this approach, good coordination of stakeholders, from the community to ministerial levels, is a key condition for success. The project 'Increasing the resilience of ecosystems and communities vulnerable to climate change and anthropogenic threats through a 'ridge-to-reef' approach for biodiversity conservation and watershed management' implements the 'ridge-to-reef' approach. It has the potential to demonstrate how to approach climate change adaptation and resilience and environmental DRR in an ecosystem context. At mid-term,¹²⁸ the project suffered considerable delays. Only the activities related to improving climate resilience and restoring ecosystems (except the restoration of forest resources) were being carried out. The identification, delimitation and mapping of the Source Royer National Natural Park were conducted and this area of 4,127.7 ha was added to other protected ecosystems. In addition, the project supported the establishment of the Haitian Biodiversity Fund, a financial mechanism aimed at increasing financial resources for biodiversity conservation. The integration of the ecosystem-based adaptation approach into planning was largely delayed because certain essential studies were substituted with micro-projects following the cyclones that occurred at the start of the project. The complexes' zoning was delayed due to the upheavals in the sequencing of activities. Activities aimed at reducing the pressure on marine resources were ongoing but too limited to create overall environmental benefits.

As the mid-term evaluation carried out in 2018 showed and stakeholder interviews confirmed, the project is experiencing problems of intersectoral coordination in implementation. This concerns in particular the role that MARNDR should play in the implementation of the project. Agriculture and natural resources, central to the Haitian economy and the rural population's livelihoods, is highly vulnerable to climate change. Weather extremes and flooding directly affect agricultural production and yields, food security and the livelihoods of millions of Haitians. It is therefore evident that MARNDR should play an active role in the implementation of the project. However, interactions with MARNDR remain very limited despite the undeniable added value of this ministry, in particular for all activities related to the adaptation to climate change component in relation to fishing. The mid-term evaluation also underlined that the project faces institutional risks linked to good governance affecting the achievement and sustainability of expected results. These include institutional changes within the MDE, i.e. the creation/reorganization of new technical departments, without clarity on project collaboration and commitment, and the absence of the initially planned co-financing. These factors, in combination with insufficient intra/interinstitutional dialogue, makes it difficult to achieve the objectives of this overly ambitious and underfunded project. In addition, the MDE has departments similar to those of the MARNDR ('Watersheds' and 'Forests') which raises the question of duplication.

UNDP and its partners did not seize the opportunity offered by this project to integrate DRR and climate change adaptation approaches. The project is a missed opportunity, given that the scaling up of experiences would strengthen the integration of these two approaches at the national level. As the ecosystem-based adaptation approach marks a paradigm shift, the project should have provided normative support to decision-makers in the governance of climate risks and other disaster

¹²⁸ Mid-term evaluation (2019) of the project 'Improving the resilience of ecosystems and communities vulnerable to climate change and anthropogenic threats through a "ridge-to-reef" approach to biodiversity conservation and basin management slopes', PID 90545/PIMS 4648

risks following the implementation of global agreements, such as the Sendai Framework for Disaster Risk Reduction and the Paris Climate Agreement. However, this support is missing.

Finding 20. UNDP supports access of isolated rural areas to energy, with particular attention to women's empowerment. However, this intervention lacks strategic links with other programme interventions. The project has not yet demonstrated results related to the empowerment of women.

The challenge in Haiti is to make electricity available in areas that do not have access to the electricity grid. In addition to the problems of geographical location of users, there is a significant challenge related to women's access to energy for income-generating activities. In this regard, UNDP has been implementing the 'Improving rural electrification' project since 2018.

The 2019 annual report¹²⁹ of this project shows that most activities have been completed. In capacity-building support, 16 training sessions on management models and on energy services control were conducted at central, departmental and municipal levels. The project also carried out environmental and social impact studies, pre-feasibility studies, design and engineering studies, and developed training modules to strengthen the organizational capacity of target community organizations. Regarding the construction of rural electrification systems based on renewable energy, target sites for the construction of micro-grids have been identified. Activities were carried out to strengthen communities' efforts to create SMEs with an emphasis on the productive use of electricity, economic development and women's leadership. These include the recruitment and training of six community agents for three target communes.

The evaluation found a lack of linkages between this project and other strategic programme interventions aimed at helping local communities adopt approaches focused on risk management, environmental management and climate change adaptation. Access to electricity in rural areas can improve the adaptive capacity of target groups and promote integrated rural development. The electrification of the productive uses of energy in rural areas is increasingly proposed to make electrification investments viable and improve the socio-economic conditions of this area.¹³⁰ However, the project design did not consider, for example, using electrification and other interventions to address the different dimensions of resilience in an integrated way, notably by strengthening adaptive capacity. Efforts on women's empowerment do not put enough emphasis on the factors that enable them to invest in longer-term changes, for example, new livelihood development strategies.

Regarding how rural electrification can contribute to gender equity, results showing the effects of the project are not yet available. Due to the lack of a theory of change-based M&E system, project progress reports until the end of 2019 are not focused on results and changes at target group level.¹³¹ In addition, this project has not developed indicators to monitor and measure effectiveness in terms of women's empowerment.

Finding 21. UNDP supports Haiti's efforts through a participatory community approach for better management of urban solid waste and through support to the National Solid Waste Management Service. However, the formulation of the solid waste management system strengthening project failed to consider best practices for solid waste management in cities and failed to integrate the informal sector into solid waste management systems. Finally,

¹²⁹ UNDP Haiti (2019). 2019 Annual Report. Rural Electrification and Empowerment of Women Project (ERAF)

¹³⁰ Kyriakarakos, G., Balafoutis, AT, and Bochtis, D. (2020). Proposing a Paradigm Shift in Rural Electrification Investments in Sub-Saharan Africa through Agriculture. Sustainability 2020, 12, 3096. <https://doi.org/10.3390/su12083096>

¹³¹ UNDP Haiti (2018). Annual Report 2018 - Project for the Improvement of Rural Electrification and Women Empowerment

the project faces a major problem of ownership by the municipalities in terms of inter-municipality cooperation.

In September 2017, the Government adopted a legal framework for the National Solid Waste Management Service (SNGRS). In this new framework, the SNGRS is a legal entity under the supervision of the MDE and is responsible for political and strategic issues. This autonomous structure extends throughout the national territory and replaces the Metropolitan Service for the Collection of Solid Waste under the Ministry of Public Works, Transport and Communications. The new law specifies the SNGRS mission is to manage solid, medical and high toxicity waste, to ensure the coordination and control of various operators and entities working in this sector and to promote responsible habits among the citizen for the protection of the environment.¹³² Under the same law, the responsibility of this service for the management of solid, medical and high toxicity waste is exercised together with the local authorities.

The project 'Strengthening the solid waste management system in Haiti' aims to improve the living conditions of the target populations through proper solid waste management. For its implementation, it uses the participatory community approach, and resorts to the sharing of experiences through exchange visits on the theme of waste management, to work with municipal councils (beneficiaries), and to the promotion of intermunicipal cooperation for the management of the waste reception centre.

The project, launched in 2019, has carried out a communication campaign in Jérémie and Ouanaminthe and has implemented a community programme for sanitation, collection and transport of waste. It should create 920 jobs, collect 3,595 m³ of solid waste and clear 3,490 metres of canals in 25 localities to prevent flooding. A memorandum of

understanding was signed by UNDP and the State University of Haiti, and a list of themes for promoting innovations through research was established. Between late 2019 and early 2020, the project developed the baseline study and municipal solid waste management plans. The capacity-building activity was ongoing and substantial technical assistance was provided to MDE/SNGRS.¹³³

The project design does not indicate synergies with other interventions of the resilience portfolio, and the added value of UNDP is not clear. In the context of urban solid waste management in Haiti as described in the project document, one would expect this project to help apply good practices in several cities to demonstrate how solid waste management could be improved with appropriate technologies and socio-economic and political innovations. One aspect not sufficiently considered in the design and implementation of the project is various co-benefits such as increased community participation and integration of the informal sector in solid waste management. Restricting access to recycling markets to municipalities only could hamper solid waste management in general and the creation of jobs and the distribution of potential benefits, in particular.

Therefore, the participatory approach advocated in the project document should also include the integration and strengthening of the capacity of the informal sector to play a key role in the management of solid waste in cooperation with the municipalities to ensure the sustainability of the results. One good practice¹³⁴ should be the involvement of informal waste pickers, who can make an important contribution to waste management by collecting, sorting, and sometimes treating waste. These activities also provide income opportunity for poor and unemployed youth. Therefore, it would have been relevant

¹³² Law on the Organization and functioning of the National Solid Waste Management Service (SNGRS), <http://extwprlegs1.fao.org/docs/pdf/Hai172031.pdf>

¹³³ UNDP (2020). Annual Report 2019. Project of solid waste management system strengthening in Haiti - Municipalities of Ouanaminthe, Jérémie and Mirebalais

¹³⁴ Rodic, L., Scheinberg, A., and David C. Wilson, DC (2010). Comparing Solid Waste Management in the World's Cities. https://www.researchgate.net/publication/48201142_Comparing_Solid_Waste_Management_in_the_World%27s_Cities_Key-note_paper

for the project to design and put in place enabling conditions and measures to integrate informal workers in solid waste management operations.

In view of the progress made at this stage and considering the delay due to Covid-19, there are difficulties in ownership concerning intermunicipal cooperation. No municipality has agreed to provide a site for the waste treatment centre. The Chamber of Commerce had to provide its own land.

2.4 Cross-cutting issues

Finding 22. National and international partners consider UNDP reliable and experienced. UNDP is strategically positioned vis-à-vis the Government at the national level through the support it provides in the implementation of projects and the provision of strategic and technical advice. However, Haiti's volatile environment had a negative impact on the UNDP programme and the latter did not demonstrate sufficient institutional resilience in relation to this environment. The fragmentation of projects and themes and the lack of a theory of change have likely limited the impact of UNDP in Haiti.

Over the years, UNDP has developed a privileged relationship with its national partners in various areas of its programme, such as governance, post-disaster reconstruction, and DRM. UNDP has positioned itself as a reliable and competent partner in these areas and has proven its ability to provide impartial advice and technical assistance to its national partners. UNDP is recognized especially for its central position in advocacy and the promotion of an enabling environment for development, particularly for the achievement of the SDGs. Government partners appreciate the relevance of UNDP support, its responsiveness and the alignment of its interventions with the country's priorities as well as the added value of these interventions, particularly to meet the challenges of good governance, risk and disaster management and resilience. Several partners interviewed also underlined that UNDP is

generally perceived as a coordinating agency. This gives it legitimacy and leadership in the coordination of certain sectoral tables and the development of integrated projects such as the post-Matthew recovery or the socio-economic response to the Covid-19 pandemic.

Political and social instability as well as the health crisis linked to Covid-19 paralysed the implementation of the country programme. The country has faced recurring electoral and political crises.¹³⁵ Several interventions experienced start-up and implementation delays due to this situation, to internal inefficiencies of UNDP or to inadequacies in project design. For example, the duration of the projects is not always sufficient for a proper exit strategy including capacity-building of national institutions.

It is important to note that the UNDP portfolio in Haiti for this period is characterized by a dispersion of projects and themes. This made it difficult to assess the strategic approach adopted or the underlying theory of change of UNDP in Haiti. No evidence was found that UNDP Haiti has formulated or used theory of change to plan and implement its outcomes or programme, or to adapt management. The evaluation team reconstructed a theory of change for each of the three outcomes using information available in the CPD results framework and the programme portfolio. The evaluation team found that the underlying intervention logic of the UNDP programme is aligned with national priorities, with overall adequate focus on the main country challenges. However, the absence of a clearly defined theory of change remains a missed opportunity to create synergies and complementarities within and among portfolios and to define risk assumptions and adequate mitigation strategies. For these reasons, the fragmentation of projects and themes, and the lack of a theory of change have likely limited the impact of UNDP in Haiti. From interviews, it also seems that this fragmentation of the portfolio affected the perception of certain partners on the technical expertise and the areas of intervention of UNDP.

¹³⁵ Addendum to the Common Country Assessment (BCP) 2016-United Nations, Haiti, January 2020

Beyond the fact that instability and insecurity are incompatible with the creation of an environment conducive to sustainable and inclusive economic growth, these have delayed decision-making, national ownership and the continuity of the work of UNDP.¹³⁶ The changes in administration as well as the recent Covid-19 situation have had a negative impact on the implementation of the country programme in general. Moreover, despite progress in the country's post-disaster recovery strategies (earthquake, cyclones Ike and Hannah, Hurricane Matthew, etc.) and the confidence of state actors in UNDP during the political turmoil, UNDP is slow to transform its know-how into knowledge that allows better planning and predictability for institutional governance and the development agenda.

Despite the legitimate recognition of its skills, UNDP lacked strategic communication with its national partners to support the change to be produced by the country programme. Although the focal points of government partners have knowledge of their projects with UNDP, some government partners did not perceive a strong UNDP strategic positioning in the country. As a result, UNDP's strategic support to the Government's development agenda is slow to materialize fully. The lack of this strategic communication leads to the unawareness of UNDP activities by important actors of civil society. Nevertheless, UNDP has developed in 2020 a communication plan to address some of those challenges.

Finding 23. Resource mobilization is a major challenge of UNDP in Haiti. Faced with the decline in official development assistance, UNDP must more than ever identify its niches of intervention and demonstrate its added value to strengthen its catalytic role. The mobilization of resources seems to be opportunistic rather than a deliberate strategy based on the capitalization of past experiences and on a search for partnership taking into account the country priorities.

The decrease in official development assistance is a constraining and continuous phenomenon which affects the mobilization capacity of the country office and obliges it to review its approach. Indeed, according to World Bank data, aid has been declining continuously since 2011. The overall amounts of development assistance received in 2017 represent only 33 percent of those received in 2010.

The country programme planned to mobilize \$200 million, including \$17 million in regular resources, according to its 2017-2021 results and resource allocation framework. So far, the country office has managed to mobilize \$117 million, or just under 60 percent of its target, with almost \$13 million coming from regular resources.

The Government of Haiti is the top contributor to the programme with \$16.4 million over the period from 2017 to 2020. Japan, the GEF, Canada, the European Union are key partners of the UNDP in the financing of the programme (see Figure 5).

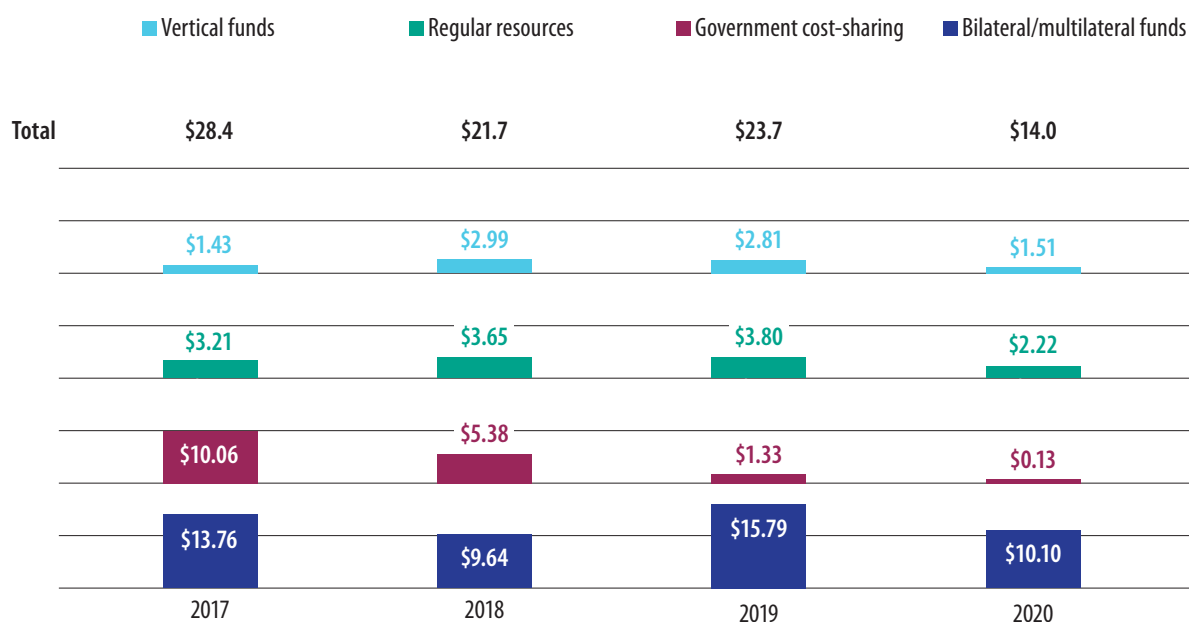
In the area of governance, UNDP had planned to mobilize \$26 million and managed to exceed its target with a total budget of more than \$35 million. This success is notably due to the rule of law joint programme, which has had a catalytic effect for initiatives in the sector by encouraging the participation of international partners such as INL¹³⁷ and UN specialized funds such as the PBF and the Global Focal Point (GFP¹³⁸). Additional funds were mobilized in the PBF 'Access to justice' project (GFP \$150,000 and PBF \$2 million) to carry out new activities. UNDP has succeeded in mobilizing resources to implement its rule of law and local governance programme but has not really developed a resource mobilization strategy knowing that the PBF funds will expire in 2022 during the start of UNDP's new programming cycle (2022-2026).

¹³⁶ Presentation of the country office on the poverty reduction component

¹³⁷ INL: Bureau of International Narcotics and Law Enforcement Affairs (US Department of State)

¹³⁸ GFP: United Nations Global Focal Point for police, judicial and penitentiary activities set up by UNSG in 2012 co-chaired by UNDP & DPO and renamed Global Focal Point for the Rule of Law (Global Focal Point for the Rule of Law)

FIGURE 5. Total programme expenses by funding source and year (million US\$)



Source: Atlas Project data, Power Bi, September 2020

In the area of poverty reduction, UNDP has not been able to achieve its resource mobilization objectives. It was able to mobilize \$36 million against the \$106 million planned for in its programme. The Haitian Government and Canada are the two main donors with a respective contribution of \$14 million and almost \$8 million. The Haitian Government’s contribution is mainly allocated to the post-Matthew recovery programme. From the point of view of resource mobilization, UNDP did not seize the opportunity offered by the interest of donors and UN agencies in the theme of poverty reduction, which represents a common denominator in the strategy of these organizations.

In the area of resilience, UNDP has made considerable efforts to support the Government through technical assistance in the design of GCF and GEF resource mobilization projects. Despite having succeeded in mobilizing \$46 million, UNDP had foreseen a much higher mobilization of \$68 million. In the resilience portfolio, GCF and GEF resources are used to finance projects in the areas of climate change adaptation and the environment. There are enormous needs to

support the Government to implement its policies on climate change, to design a plan for adaptation to climate change or to integrate the risks of climate change, to stimulate the adaptation planning process in Haiti by strengthening the coordination mechanism for planning, and to implement adaptation strategies in natural resource management interventions based on ecosystem management. These are interventions that may also be of interest to other multilateral, bilateral, and private sector partners. However, UNDP has not implemented a clear partnership and resource mobilization strategy aligned with its theory of change to proactively and strategically attract funding from other sources. There is therefore a tendency towards a strong dependence on the GCF as a source of funding, given the number of projects submitted.

UNDP Haiti’s resource mobilization strategy is struggling to broaden its range of contributors, especially from international development banks and less traditional contributors such as the private sector. From the interviews carried out, the lack of appetite of certain partners seems to have more to do with

the lack of clarity on the added value of UNDP than on the opportunities for collaboration. In this sense, it is essential for UNDP to strengthen its capacity to demonstrate its relevance and added value as well as its approach to these partners. This requires reflections on the way to approach partners, the capacity of the M&E system and the communication strategy of UNDP in Haiti.

Finding 24. The country programme M&E system needs to be strengthened in order to be able to supply the various programmes with information for informed decision-making. The linkage between the various parts of the system remains weak.

A large number of projects analysed as part of this evaluation are poorly documented, particularly in terms of results and lessons learned. This is even more of a missed opportunity for new projects implemented in Haiti. Indeed, beyond the information needs for decision-making, the generation of lessons learned is not only essential for the scale-up of these projects, but also for its general contribution to development knowledge and knowledge of the office. The evaluation team also encountered a challenge in accessing historical documentation due to staff turnover.

The quality of the monitoring was also questioned by some partners. In most cases, the reports consulted do not make it possible to assess the level of progress towards project outcomes. Monitoring is essentially limited to reporting on the implementation of activities and the achievement of outputs, without sufficient consideration of the outcomes and impacts of the intervention. Although the monitoring of activities and annual reporting routines often take place, regular in-depth analysis of progress against indicators of expected outcomes and impacts are lacking. With current reporting practices, the effort is not focused on analysing progress towards high-level goals.

At the thematic level, for example in the area of resilience, there is a lack of a system allowing the programme to qualitatively measure the effectiveness of responses to multidimensional factors that limit the country's resilience with regard to the

development of absorption, adaptation and transformation capacities. Internal assessments of the sustainability of project and programme results are not carried out extensively to explore whether there have been real transformations in disaster risk preparedness and prevention and adaptation to climate change. The same observation can be made at the programmatic level. Apart from the ROAR, a progress report is missing which consolidates the achievements of all the sub-projects for each thematic area such as for example job creation, disaster management, etc. In the governance-rule of law portfolio, beyond the changes expected in each of the projects, the formulation of a theory of change for all the interventions would be advantageous. It would not only underline the necessary interdependencies between the three main priority areas of action of the portfolio, but also help to identify the essential conditions to be met for the achievement of the targeted objectives and the achievement of the expected outcomes, taking into account the specific context of each of these projects.

The limitations of current M&E systems can be explained by project results frameworks often unsuited to the context and M&E capacities of certain implementation agencies, the ability of project managers to collect and transmit information but also the importance given to M&E, often secondary to disbursement and implementation requirements. These same failures are found in the results framework of the country programme. The definition of certain indicators could have better captured the changes sought in institutional and behavioural capacities, so that the development conditions which occur between the completion of the outputs and the achievement of the objectives, are optimized. There is no target for some indicators and there are indicators that are not gender specific. The frequency of five years for monitoring employment effects (employment rate) is unrealistic. It is too long, taking into account the programme duration of five years. An annual frequency would have been more realistic. For monitoring the prevalence of food insecurity, the frequency is not mentioned and the directly responsible institution, the CNSA, is not mentioned in the country programme document. It

should also be noted that the monitoring of indicators depends on data available at the level of partner institutions, in particular state institutions (IHSI, MAST, MPCE, MARNDR, etc.). For several indicators, the data are not available because these partners have not yet produced them.

UNDP also lacks a strategy for using M&E to support learning and programme strengthening. This hinders critical thinking about the programme as a whole and limits opportunities to generate knowledge to inform national policy processes and to support advocacy for resource mobilization from diverse sources, including by strengthening the link between communication strategy and M&E. From a programmatic and strategic point of view, UNDP would gain by strengthening its support to data production institutions such as IHSI, CNSA and the National Centre for Geography and Spatial Information, particularly in its areas of intervention.

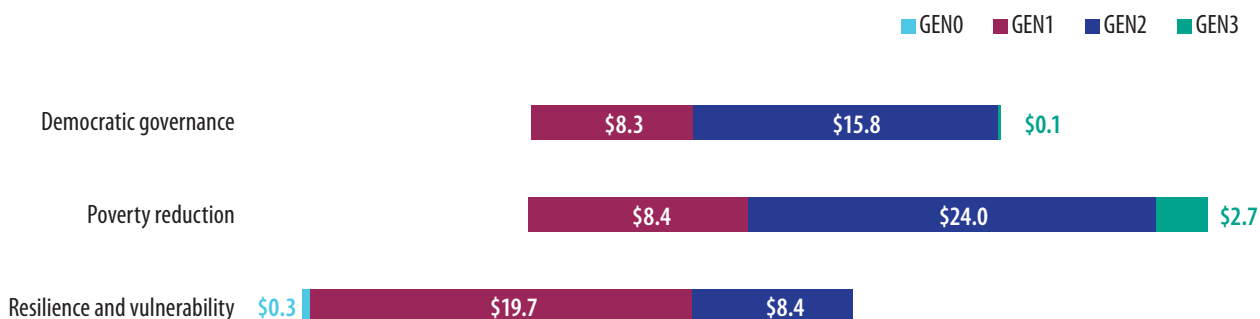
UNDP interventions are rich in experiences that deserve to be gathered and analysed to be shared within the office, but also with other partners and national and international actors, and to inform political dialogue. This capitalization of experiences in a process of lessons learned and promotion of good practices would allow the consolidation of pilot projects into real public policies for inclusive governance and sustainable development.

Finding 25. The UNDP country programme complies with the fundamental principles of gender equality and women’s empowerment. Some projects specifically target the empowerment of vulnerable women. The country programme, however, lacks a transformative results-based approach to gender equality. Moreover, UNDP has achieved little in the way of integrating women into political spheres or promoting the gender agenda at the state level.

Haiti is ranked 152nd out of 162 countries in 2019 according to the Gender Inequality Index.¹³⁹ This situation requires from UNDP a strategic response to support Haiti in terms of gender equality and the empowerment of women. This must be based on theories of change in the design of projects, showing the type of efforts necessary for Haitian women to benefit from the interventions.

Gender equality is considered across the board in UNDP interventions. The UNDP programme has focused on interventions that are intended to contribute significantly to gender equality and the empowerment of women (GEN2 in the UNDP Gender Marker classification represents 53 percent of total expenditure). Interventions with gender equality as the main objective (GEN3) remain few in the current programme with 2.7 percent of total expenditure. There are few GEN2 and GEN3 projects in the field of resilience, although women remain the most vulnerable to the effects of natural disasters.

FIGURE 6. Distribution of gender markers by outcomes and expenditures, 2017-2020 (million US\$)



Source: Atlas Project data, Power Bi, September 2020

¹³⁹ UNDP (2020). Human Development Report 2020 – The next frontier: Human Development and the Anthropocene. Country Briefing Note for the Human Development Report 2020 Haiti, http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/fr/HTI.pdf

In terms of strategic planning at the office level, UNDP Haiti has made efforts to consider gender and has a 2017-2021 gender strategic plan. However, since 2018, no financial resources have been allocated to the implementation of this gender strategy. The country office participated in the UNDP 'Gender Seal' process and was awarded bronze status in 2020. This is significant progress but in general the results in terms of mentality changes have not yet been achieved.

In the area of governance, UNDP supports ministries in their consideration of gender equality in the preparation of budgets and their annual investment plans.¹⁴⁰ The support of UNDP, in particular to the CEP, made it possible to prepare an electoral bill to promote the political participation of women as well as the development of a declaration of commitment of the Senate which gives priority to the adoption of a bill against violence against women during the 2018 agenda. However, the adoption of these two texts has stalled amid the deterioration of the political context and no progress has been observed on the political participation of women who have occupied only 2.5 percent of legislative positions since 2017. Women are involved in the operation of local mechanisms for social cohesion, conflict prevention and promotion of social peace and activities to promote human rights and fight against discrimination. The role and effective involvement of women in activities for the prevention or resolution of conflicts within communities and families is recognized. Progress has also been made in introducing the gender dimension in many strategies and plans. However, gender must go beyond the level of quotas and must be reflected in activities as a real policy for integration and change. That said, the new joint PBF programming approaches and in particular the Spotlight programme¹⁴¹ with the participation of several agencies, through the strengthened participatory coordination modalities, suggests a potential for improvement.

Projects on employment and the creation of economic opportunities mainly benefit women. For example, the Women entrepreneurs project aims for gender equality through the empowerment of women, by creating economic opportunities for them and reducing their economic exclusion. Through the Ann ale and BBJ methodology and in collaboration with women's associations, UNDP worked on the economic and social inclusion of women, in particular to access the resources necessary for their empowerment. The project documents as well as the available reports consulted highlight a certain collaboration between UNDP and other actors involved in the promotion of gender such as the MCFDF, and the FAES. Nevertheless, according to those consulted, building the capacity of UNDP staff to mainstream gender in project development must be strengthened and go beyond a quota measure to focus on transformative changes in this area.

In the area of resilience, the programme missed an opportunity to define a gender output for full integration of the gender equality dimension and the empowerment of women. The programme includes important interventions in the management of natural resources which are an opportunity to define a specific output for inclusive rural development, particularly with regard to gender equality and the empowerment of women. It therefore missed an opportunity to combine the expertise of national research institutions in a strategic partnership to generate innovative solutions for inclusive development and the empowerment of women.

However, some projects in the field of resilience integrate the gender dimension in their design and implementation. An example is the 'Project to strengthen disaster preparedness and management', which integrates gender into the elements of the logical framework, both in the expected outputs and in the indicators. Another example is the 'Rural Electrification and Women's Empowerment' project which is designed explicitly to address the challenge of gender equality in the production,

¹⁴⁰ ROAR-Haiti 2019

¹⁴¹ Spotlight - Three-year country programme 2020-2023 which aims to protect women and girls against domestic gender-based violence

distribution and use of energy, especially in rural and peri-urban areas. Other projects lack this integration, for example in the form of gender-specific expected outputs and respective indicators. The mid-term evaluation of the 'ridge-to-reef' project¹⁴² illustrates this problem of weak integration of the gender dimension in the design and implementation of projects.

Even in projects that integrate a gender dimension, it emerges from the evaluation interviews that the way in which gender is mainstreamed lacks a gender transformative results approach. For example, the Multi-risk Mapping Project, which has integrated women well in the perspective of inclusive risk management and in georeferencing training, has not sufficiently worked on the sex-specific aspects of disaster risks. The rural electrification project does not include support for the establishment of conditions for the empowerment of women such as support for organizational structuring or entrepreneurial skills development.

Finding 26. UNDP has established partnerships with different types of actors such as donors, UN agencies and the Haitian Government. This strategy has enabled it to generate the synergies necessary to achieve certain results. However, UNDP has only established weak collaboration with the Haitian private sector and CSOs. There is also a need to strengthen communication both on UNDP programme activities and results.

UNDP has developed a sustained and diversified partnership with the Government, particularly upstream for the implementation of its projects. Government partners include the Prime Minister's Office, sector ministries, and public institutions. These partnerships have sometimes led to co-financing of projects by the Haitian Government, as is the case for the post-Matthew recovery programme.

UNDP has broadened the partnership for the execution of certain projects at the decentralized level, in particular with the municipality councils to strengthen local governance. The municipalities targeted by the projects benefit from support in various forms and participate in the project steering committees. This is the case for the post-Matthew recovery project and the Technical Assistance for Integrated Market Management project in Ouanaminthe. These partnerships with local authorities offer opportunities for the transfer of project management skills. They also promote ownership of project results, strengthening their sustainability. With the AGLDT project, UNDP has developed partnerships with local institutions and in particular the National Federation of Mayors and the National Federation of Women Mayors of Haiti.

UNDP country office mentioned that it was able to channel the contributions of the main donors (Japan, Canada, European Union, USAID, MINUSTAH, IFAD, GEF) to obtain important results in terms of post-Matthew recovery, agricultural development, adaptation to climate change and resilience.¹⁴³ This made it possible to strengthen relations with these key partners, to mobilize additional funds for the continuation and expansion of current projects and for the implementation of new projects. They have also led to the emergence of new promising partnerships (KOICA, Norway, Mauritius, etc.), strengthening the positioning of UNDP as a key partner of Haiti. However, the interviews showed that UNDP's collaboration with donors is limited to specific themes. Some donors such as Japan and Canada collaborate with UNDP on resilience and local governance. There is no permanent UNDP-donor dialogue. This is done on an opportunistic basis, as was the case after Hurricane Matthew.

UNDP has also established partnerships with other UN agencies such as IFAD within the framework of the Support for the operational management of PPI Projects project and UNOPS within the framework

¹⁴² Lefebvre, V. and Matthew, J. (2019). Mid-term evaluation of project PID 90545/PIMS 4648 'Improving the resilience of ecosystems and communities vulnerable to climate change and anthropogenic threats through a "ridge to reef" approach to biodiversity conservation and watershed management'

¹⁴³ ROAR 2017

of the implementation of the community assistance or Cholera project, with UNICEF, UN Women, UNFPA, UNOPS, IOM etc. within the framework of PBF projects. Indeed, over 75 percent of the projects in the governance-rule of law portfolio are implemented with UN missions and agencies.¹⁴⁴ This partnership made it possible to mobilize the resources and expertise of these agencies to achieve the objectives of the UNDP country programme. There has, however, been little collaboration between UNDP and UN agencies such as FAO and the UN Environment Programme in the area of climate change adaptation, despite the obvious complementarity in the broad area of resilience. During the interviews, some agencies highlighted a lack of collaboration with the UNDP. They deplore the fact that the UNDP often goes alone in certain issues which also concern them (for example, in the definition of multidimensional poverty). They even call for the implementation of joint interventions drawing on the expertise of each agency and aimed at reducing poverty. However, they recognize the difficulty of working together, in relation to the specific mission of each agency and internal procedures.

The ROAR 2019 also indicates that UNDP has established some partnerships with the private sector and youth organizations for the achievement of the SDGs. However, in general, UNDP has worked on a limited basis with the Haitian private sector.¹⁴⁵ UNDP collaborated with the Haitian Chamber of Commerce and Industry, the Grand'Anse Chamber of Commerce and certain companies involved in the PDF project.

A number of youth associations have been involved in the SDGs implementation support project, although there are many more operating on poverty reduction in Haiti. UNDP has not created enough spaces to engage the private sector and civil society in project implementation beyond participation in

training sessions and project steering committee meetings. UNDP has developed partnerships through agreements with two NGOs 'Lakou Lape' and 'Viva Rio' in the context of support for the reduction of community violence and support to the National Commission for Dismantling, Disarmament and Reintegration, but direct activities have not yet started.

The collaboration, although judged to be fruitful, requires, according to certain national partners, greater communication both in the programming of UNDP activities but also on results. The evaluation noted that a lack of presentation and analysis of the results with regard to the changes induced is felt by some as a weakness of UNDP's programme. This corresponds to the concern expressed by certain national partners seeking to see the consolidation of the gains obtained during the interventions in a more strategic perimeter and not only in the achievement of results without a real exit strategy empowering all actors. For example, in supporting the penal chain, the fact remains that international partners intervene in specific sectors in a more or less compartmentalized manner and national partners and CSOs do not always perceive the transformative results obtained and their capitalization. This general impression is found at the level of human rights organizations, the LGBTI community, youth groups in the peaceful resolution of conflicts and associations at local level. On the one hand, communication must allow the action to be widely disseminated and, on the other hand, it must be proactive in supporting the change advocated by UNDP in supporting Haiti in its sustainable development agenda.

¹⁴⁴ Of the 15 projects in the Governance-Rule of Law portfolio between 2017 and 2020, four projects were implemented with MINUSTAH and MINUJUSTH and seven projects were implemented with six agencies UNICEF, UNOPS, UNFPA, UNESCO, IOM and UN Women including four projects funded by the UN Peacebuilding Fund (PBF)

¹⁴⁵ For example, a database of Haitian suppliers certified Haiti Service Providers and the Catalogue of Exportable Products - Export Haiti was created. To date, more than 600 suppliers of local businesses operational and operating according to established standards have been certified and appear on the HSP website, showcasing exported and exportable Haitian products which have the capacity to correspond to international market needs

CHAPTER 3

CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE



This chapter presents the conclusions of the evaluation on the performance and contributions of UNDP to development results in Haiti, the recommendations and the management response.

3.1 Conclusions

Conclusion 1. UNDP enjoys a good reputation and remains a credible partner in Haiti. It benefits from a strategic positioning and a close and trusted relationship with the national authorities. However, the dispersed nature of its projects and the occasional lack of thematic integration and synergistic complementarities between its interventions have prevented a better contribution of the country programme to national development results. Some partners believe that UNDP could play a more central role in the country's strategic planning to initiate higher-level changes.

UNDP has established itself as a privileged partner of national authorities, which often solicit its support in strategic areas. UNDP is strategically positioned vis-à-vis the Government at the national level through the support it provides in the implementation of projects and the provision of strategic and technical advice. This support was an opportunity for UNDP to consolidate its positioning and its role of helping the Government to address the challenges related to poverty reduction, good governance, risk and disaster management and resilience. UNDP has also established partnerships with donors and other UN agencies which have enabled it to mobilize resources and generate the synergies necessary to achieve certain results. However, some national partners believe that UNDP should engage more in strategic planning geared towards long-term transformation.

UNDP has been able to quickly adapt some of its interventions to respond to some of the challenges generated by the Covid-19 pandemic. The confidence of the Government and international partners has enabled it to play a leading role in coordinating efforts to fight and mitigate the damage caused by the pandemic.

UNDP portfolio in Haiti for this period is characterized by a dispersion of projects and themes. The dispersion and the occasional lack of thematic integration and synergistic complementarity between interventions have probably limited the impact of UNDP in Haiti. The programme currently lacks flexible and robust tools to generate appropriate learning in each thematic area and across different components. Therefore, due to the lack of an explicit theory of change to articulate how transformational change should occur in situations of post-disaster reconstruction and socio-political turmoil, the UNDP programme lacks tools for better planning the institutional governance and the development agenda. UNDP also lacks strategic communication to accompany and support the change to be produced by its country programme.

Conclusion 2. UNDP support in the field of governance and the rule of law is part of the needed efforts to strengthen technical and organizational capacities intended to contribute to the institutional rebuilding, the consolidation of local governance and social cohesion. Promising results have been achieved. However, UNDP interventions seem more able to respond to immediate needs rather than be anchored in a long-term and holistic development perspective allowing to bring about transformational changes.

Following the reconfiguration of the MINUSTAH and MINUJUSTH missions and the establishment of BINUH, UNDP inherited the complex space of support for justice, the rule of law and the reduction of community violence. The multi-agency approach through joint programmes with other UN agencies makes it possible to work in a multi-sector manner. Promising results have been achieved in terms of strengthening local governance and the rule of law, improving citizen participation and social cohesion. It is likely that the programme will achieve the expected results by the end of the programming period apart from those related to the electoral process which is dependent on political decision.

However, it is still early to assess the effectiveness of these results in terms of the transformative impact, namely the profound changes influencing the well-being of citizens and social peace, through the long-term and dynamic process of strengthening the rule of law and building social cohesion. In addition, in general the sustainability of results is also subject to the availability of resources which can only be guaranteed by the diversification of partnerships and appropriate communication mechanisms and approach.

Conclusion 3. UNDP has made a valuable contribution to the economic reconstruction of Haiti through initiatives to create jobs and promote the livelihoods of poor and vulnerable populations as well as to establish the linkage between emergency interventions and development. However, given the existing challenges and their aggravation due to the recurrence of socio-political crises and the current health and economic crisis, much remains to be done.

In terms of inclusive growth and social protection, the most important results obtained concern the creation of economic opportunities through the development of income-generating activities and job creation for vulnerable populations, in the most precarious neighbourhoods and certain rural areas. From a social point of view, the targeted population live in poverty or extreme poverty and are the most exposed to disasters. Grants to communities have increased the assets of affected households and the income of some of them. Community platforms are vehicles for the establishment of social safety nets in pockets of poverty, as well as driving forces for job creation. However, most of the jobs have been generated by activities which are labour intensive but temporary in principle and therefore unsustainable. Furthermore, the lack of partnership and coordination with certain actors represents a missed opportunity to maximize the impact of the projects on poverty reduction.

UNDP has achieved promising results in some vulnerable neighbourhoods using a combination of approaches, including its community development strategy, its capacity-building approaches

(BBJ, *An Ane*, PDF, LIDE, etc.), as well as its beneficiary targeting tools. As with other themes, UNDP has difficulty capitalizing on these experiences and encouraging the scaling up of these results.

Conclusion 4. UNDP has demonstrated a strong capacity to proactively adapt its programme to Haiti's disaster risk management needs as the complexity of these needs evolves from one disaster to another and often within a context of political crisis. However, the contribution of the resilience programme to the country's transformative capacity in this area remains limited.

In the area of DRM, government partners and other actors are uniformly positive about the contributions made by the UNDP programme to enable the Government and other actors to improve knowledge of seismic and hydrometeorological risks and develop disaster preparedness tools. The UNDP programme has also strengthened the National Risk and Disaster Management System in its coordination and operational management capacity. However, the coordination mechanisms put in place with the support of the programme do not systematically reach the local level. The attention paid to building these capacities at the decentralized level remains geographically limited due to the lack of mechanisms to scale up project experiences. One of the constraints is the low availability of resources to continue the capacity-building processes of decentralized government institutions and to promote the leadership of departments and municipalities and strengthen risk management capacity at the local level.

The programme also faces the challenge of integrating climate change adaptation into DRM. Some projects have the potential to help build transformative capacity if measures to scale up their results are taken, such as the ecosystem-based adaptation approach. In general, the projects lack synergies between them to strengthen their contribution and impact. Therefore, they have a limited contribution to strengthening the country's capacity to have a more fundamental change in its approach in order to avoid losses and seize innovative opportunities.

Conclusion 5. The UNDP M&E system is weak, particularly in terms of reporting to donors. It does not sufficiently integrate the function of knowledge management and capitalization of experiences from projects. Beyond the impact on the office's capacity to make decisions based on evidence, these weaknesses affect the formulation of new projects, the sharing of knowledge with beneficiaries and potential users, but also the capacity of UNDP to justify to its donors its added value and the impact of its interventions.

The M&E system is limited to the administrative monitoring of the implementation of project activities. Project progress reports tend to look at the level of activities and outputs (e.g. number of people trained) without evaluating the medium-term effects and the long-term impact (e.g. changes in behaviour as a result of the training). The lack of a robust M&E system has resulted in progress reports that do not provide adequate information on the contribution of projects to the general objectives of the country programme, and in particular on the contributions to the development objectives defined in the development plans for Haiti. This thus leads to weaknesses in reporting to donors, and could potentially hamper the mobilization of resources.

The M&E system does not include in its tools the capitalization of project experiences to allow communication with partners and institutional learning. UNDP interventions are rich in experience and can be used to nurture a culture of learning. The collection of lessons learned from various projects and programmes implemented by the Government and partners in recent years is important. Capitalizing on these lessons learned is a key element in the transformative approach advocated by the country

programme. A strengthened M&E system must go hand in hand with a country programme communication strategy.

Conclusion 6. UNDP has made significant efforts in recent years to integrate the gender dimension into its programme. The gender dimension has been generally taken into account in the design and implementation of its interventions. The country programme, however, lacks a transformative results-oriented approach to gender equality, including changes in attitudes.

There is a wide range of direct and indirect contributions to the promotion of gender equality in UNDP projects, particularly in the governance and rule of law portfolio and the poverty reduction portfolio. Women have been involved in the operation of local mechanisms for social cohesion, conflict prevention and promotion of social peace, in activities to promote human rights and fight against discrimination, DRR and economic opportunity creation. The results obtained vary greatly, ranging from gender-specific results (number of women benefiting from interventions) to gender-sensitive results with transformative potential (differentiated needs have been addressed to move towards changing norms and paradigms). However, considerable challenges remain to be overcome in order to initiate change in terms of gender equality and equitable access to basic services as well as the participation of women in democratic processes, including their involvement in the country's decision-making bodies. The results in terms of changing mentalities are not yet tangible, especially at the level of public sector partners who are the main interlocutors and responsible for public policies.

3.2 Recommendations and management response

RECOMMENDATION 1.



UNDP should strengthen its strategic positioning by elaborating a sound theory of change of its programme to allow better visibility of interventions and to facilitate communication and shared understanding with its partners. UNDP should also make efforts to expand the coverage and impact of its interventions by consolidating its partnerships and establishing new ones with other actors. UNDP must consolidate its integration with the BINUH using a single planning document and annual work plans according to the integrated strategic framework put in place, as well as revisiting coordination and management structure. UNDP must also strengthen coordination with the UN agencies around the strategic objectives of the joint programmes for greater visibility and changes induced.

UNDP should elaborate a sound theory of change to better articulate its priorities and highlight the results achieved. Programme initiatives should be designed with a deliberate emphasis on cross-sectoral linkage. Consequently, it should avoid spreading its action over a wide variety of projects which may lack thematic integration or synergistic complementarities. If the intention is to implement pilot projects whose results will be transformed into public policies or large-scale programmes, this should be adequately communicated and programmed. The programme must be designed taking into account the situation of recurrent political and institutional instability in Haiti. The political, social and health crises that the country is going through make programming complicated and require the country office to be able to rely on programmatic flexibility and contingency scenarios adapted to this environment in order to ensure its institutional resilience.

Institutional anchoring of UNDP at the public sector level is important. The programmatic approach must focus on providing strategic advice and supporting the Government to steer the development of the country. To have an impact on development planning and implementation, UNDP needs to strengthen relationships with key institutions involved. With donors, UNDP should refine and adapt its resource mobilization strategy, continuing to engage with traditional partners with whom it enjoys established credibility while also exploring other partnership opportunities and new international cooperation mechanisms such as the SDG fund. UNDP should also strengthen partnerships with civil society and private sector. The choice of partner institutions should be made on the basis of their capacity to have a lasting impact and to be able to respect performance contracts.

UNDP should support the establishment of a joint management structure (UNCT, ISF/Benchmarks technical working groups) and agree on responsibilities, decision-making processes and have an appropriate internal quality control system for effective accountability and oversight.

Management response:



The country office fully accepts the recommendation and is currently working on its strategic positioning for the next CPD cycle to align with national plan and objectives and UN agencies frames and plan (One UN)

◀ Recommendation 1 (cont'd)

Key action (s)	Time-frame	Responsible unit (s)	Tracking *	
			Comments	Status
<p><u>1.1 Development within the framework of its new CPD a solid theory of change</u> allowing better articulation of priorities and highlighting the results achieved.</p> <p><u>Design of the new programme</u> with a strong emphasis on intersectoral connections, further integrating into programming contingency scenarios adapted to crises and fluctuations in the political and institutional context, and more focused on thematic integration and synergistic complementarities. The pilot projects will be the subject of specific communication and programming.</p>	January 2021-September 2021	Senior Management Team (SMT)	Consultation in progress, external support for the formulation of the theory of change	In progress
<p><u>1.2 Strengthening national institutional anchoring</u> of the project portfolio through an approach focused on strategic advice to the Haitian Government with a view to more sustainable actions.</p> <p><u>Development of a resource mobilization strategy more focused</u> on consolidating dialogue with traditional partners with whom UNDP enjoys established credibility, strengthening partnership with civil society institutions and the private sector, while diversifying partnerships and new international cooperation mechanisms.</p>	2021	Management Support Unit (MSU)	Portfolio of the Unit having initiated actions to diversify the office's resources, in particular through the private sector approach.	In progress

◀ Recommendation 1 (cont'd)

Key action (s)	Time-frame	Responsible unit (s)	Tracking *	
			Comments	Status
<p><u>1.3 Support for the establishment of an integrated management framework within the framework of One UN (UNCT, ISF/Benchmarks technical working groups).</u></p> <p><u>Support for the establishment of an internal quality control system</u> suitable for effective accountability and oversight.</p>	January 2021-February 2022	SMT	<p>Country office contributions to</p> <ul style="list-style-type: none"> - CCA - Leadership of thematic groups as needed - Country report UNCT report and SG Report - Functional inter-agency M&E group - Groups of PTFs (Technical and Financial Partners) under the lead of the group of Technical Coordination of Partners (Local Governance, Rule of Law, Police/ Security, Prison, Environment, Disaster Risk Management etc.). 	In progress

RECOMMENDATION 2.



In terms of programmatic offer, UNDP responses should tackle the deepest structural challenges faced by the country, notably related to social cohesion, governance, economic vulnerabilities and disaster risks. UNDP must work primarily on technical assistance and training for the various partners, while continuing to focus efforts on activities that bring about change and generate a lasting multiplier effect. In addition, as several of the challenges are intergenerational, UNDP should strengthen its support to the youth including capacity development for effective participation in public life, as well as economic empowerment.

In the area of governance and the rule of law, UNDP should focus on technical support and advice to re-establish an environment of social peace on the path to sustainable development, offering opportunities for women and young people to participate in public life. The objective is to ensure the promotion of initiatives leading to transformations while taking into account the needs in terms of equipment and infrastructure by sharing costs with other donors and stakeholders for the provision of basic services and social cohesion. In view of this, UNDP must focus on the advancement of transformative normative frameworks in collaboration with the BINUH and the UN agencies.

The fight against poverty is a multidimensional and dynamic challenge. UNDP can draw inspiration from its projects to help the Government define transformational public policies. It must generate through multi-institutional advocacy the political will essential to achieve results. UNDP is creating its niche in precarious urban neighbourhoods through inclusive employment and economic empowerment projects. UNDP must quickly capitalize on this experience. UNDP could also strengthen its work on the themes of women's entrepreneurship and youth entrepreneurship for economic empowerment.

For a more integrated implementation of disaster risk management and climate change adaptation interventions going forward, UNDP should take an explicit resilience capacity-building approach in terms of: (i) Absorption capacity targeting exposed and vulnerable groups in risk awareness and prevention measures; (ii) Adaptive capacity for risk management including diversification of livelihoods and increased efficiency of energy consumption and improved climate-smart agricultural techniques and practices; and (iii) Transformation capacity including integration of climate change into sectoral strategies, scaling up of good practices on community disaster risk management, integration of disaster risk management into urban management, etc. This must be accompanied by actions aimed at safeguarding the country's natural environment, including the implementation of natural resource management approaches and practices.

Management response:



The country office fully accepts the recommendation and will strive to strike the appropriate balance between tackling structural issues and responding to emerging priorities. As part of transitional period leading to the formulation of the next CPD, the country office has already started reshaping its programme to focus more on transformational solutions or results.

◀ Recommendation 2 (cont'd)

Key action (s)	Time-frame	Responsible unit (s)	Tracking *	
			Comments	Status
<p><u>2.1 Implementation of projects promoting normative and transformative initiatives</u> offering opportunities for women and young people to participate in public life in connection with governance and the rule of law, through technical support and advice and in partnership with BINUH and the United Nations system.</p> <p><u>Promotion of initiatives leading to transformation</u> taking into account the needs in terms of equipment and infrastructure by sharing the costs with other donors and stakeholders for the provision of basic services and social cohesion.</p>	2021-2022	Poverty Reduction Governance	Portfolio made up of at least three projects over the next 18 months to provide sustainable economic and employment solutions and opportunities for structural transformations to strengthen social cohesion. E.g.: RRF/SDG and Integrated National Financing Framework/ Inclusive development/ CVR-PBF.	In progress
<p><u>2.2 Strengthening of institutional/ governmental capacities in defining transformational public policies</u> within the framework of the fight against poverty with as vector the projects underway in precarious peri-urban areas in terms of inclusive employment, economic empowerment, female entrepreneurship, youth entrepreneurship for economic empowerment.</p> <p><u>Strengthening multi-institutional advocacy</u> with a view to associating political will in achieving results.</p>	2021-2022	Poverty Reduction All units of the Programme	Same	In progress



◀ Recommendation 2 (cont'd)

Key action (s)	Time-frame	Responsible unit (s)	Tracking *	
			Comments	Status
<p>2.3 <u>Update of the integrated implementation strategy for disaster risk management and climate change adaptation interventions</u> oriented towards natural resource management approaches and practices but also an explicit approach to building the capacity of resilience in terms of:</p> <p>(i) Absorption capacity targeting exposed and vulnerable groups in risk awareness and prevention measures.</p> <p>(ii) Adaptive capacity for risk management including diversification of livelihoods and increased efficiency of energy consumption and improved climate-smart agricultural techniques and practices.</p> <p>(iii) Transformative capacity including mainstreaming climate change into sector strategies, scaling up good practices on community disaster risk management, integrating disaster risk management into urban management.</p>	2019-2022	Resilience	<ul style="list-style-type: none"> - Portfolio of projects with strong synergies with the Ministry of the Environment at the national level to strengthen integrated national strategies and with specific regional platforms for the sharing of experiences. - Actions to reduce the vulnerability of communities exposed to disaster risks are underway and are being carried out through mass and targeted awareness-raising activities implemented in the North-West, Artibonite and South departments. - Relevant contribution to strengthening risk prevention measures by emphasizing better knowledge and distribution of the latter through multi-risk mapping and participatory identification. - Livelihood diversification initiatives are being implemented at the level of coastal communities to increase their resilience to climate change and reduce anthropogenic pressure on ecosystems and natural resources. - Continuation of technical assistance in the process of integrating climate change into national strategies through the development of strategic documents such as the national adaptation plan. 	In progress

RECOMMENDATION 3.



UNDP should continue to support capacity-building for partners with an emphasis on upstream and downstream project management to optimize the sustainability of the results obtained. It should strengthen planning, M&E mechanisms and support national partners in results-based management.

UNDP could consider developing a framework to determine what capacity-building means and to have a common understanding with the Government. This framework should include an assessment allowing to identify within a targeted ministry, the key units and mechanisms involved in the planning, budgeting and execution of the socio-economic development projects linked to the country's strategic plan and UNDP plan. For a better contribution to the country, development planning, UNDP should work with the planning unit of each target ministry. UNDP could also involve higher education institutions in a partnership to maintain a continuing education programme for government staff engaged in the planning and execution of the development projects.

Within the framework of the projects, UNDP worked mainly with central authorities. In addition to the authorities working upstream, it is recommended to work with local elected officials (mayors, municipal councillors), and municipal officials, but also local development partners of municipalities (NGOs, grass-roots community organizations, etc.), and build their capacity for project management as well. In order for the theoretical knowledge acquired to be transformed into pragmatic actions, training must be followed by adequate post-training support for continuous learning, in particular during the implementation of local development plans. This support must be organized taking into account the specificities of each partner and the level of their skills in project management.

UNDP must also ensure that the design and execution of projects take into account the opportunities to strengthen the partner institutions and tackle the recurring conjunctural problems. In this regard, the duration of projects should be considered to allocate enough time for the most complex interventions. To address the problem of poor knowledge of project management procedures at the institutional level, UNDP can strengthen the training on its procedures and develop operational capacity-building training on project development, project management as well as results-based M&E.

Management response:



The country office fully accepts the recommendation.



◀ Recommendation 3 (cont'd)

Key action (s)	Time-frame	Responsible unit (s)	Tracking *	
			Comments	Status
<p>3.1 <u>Development of a common capacity building framework with the Government</u> in connection with the planning unit of each targeted ministry and at the same time establishment of a partnership with higher education with a view to continuous strengthening of the skills of the personnel engaged in the planning and execution of the development project.</p>	2020-2022	Governance MSU	At the Programme level, capacity-building strategy for partner institutions, in connection with collaboration agreements with universities for the integration into the training curricula of civil service executives and based on Harmonized Approach to Cash Transfers micro-evaluations where relevant.	Planned
<p>3.2 Strengthening the proximity and project management capacities of local elected officials (mayors, municipal councillors), municipal officials, municipal development partners (NGOs, grassroots community organizations, etc.)</p>	2020-2022	Governance MSU	Portfolio supporting the national strategy of deconcentration, decentralization and regional planning by supporting the formulation and management of public policies, then their implementation in local authorities (AGLDT project).	In progress
<p>3.3 Design and execution of new projects based on opportunities for strengthening partner state institutions and recurring economic problems.</p> <p><u>Strengthening operational capacities</u> of partners in terms of mastering the principles of project development, management and results-based M&E.</p>	2020-2022	SMT MSU	Pipeline projects	Planned

RECOMMENDATION 4.



UNDP should strengthen its own M&E system so that it is able to provide data on the progress of results against targets for all defined indicators, and to generate in a timely manner the information on changes in terms of outcome and impact that are directly related to the UNDP contribution. It is important to integrate a knowledge management component into this system to bring the lessons learned from projects deemed innovative, from the local and regional levels to the levels of planners and political decision-makers in the country.

The current UNDP M&E system meets the minimum requirements for traditional reporting on project implementation. However, this system needs to be strengthened so that it can provide information based on concrete data and analysis on the outcome and impact or benefits of UNDP interventions in order to inform decision-making during programme implementation and maintain donor confidence. Also, it is desirable to readjust the results framework with outcome indicators articulated in a way that allows to capture the contribution of output results to outcome to allow assessing transformational changes. UNDP must pay particular attention to the importance of data collection through greater involvement of the M&E officers of the UN partner agencies in monitoring data analysis while implementing joint programmes.

UNDP should make an inventory and systematically capitalize on its experiences and results achieved in Haiti, identifying the areas where gaps exist. It is essential to consolidate the results and lessons learned from projects to optimize experiences and progress and continue the role of providing strategic advice on programmatic aspects. In general, theories of change appropriate for the respective thematic areas and projects as well as M&E systems should be designed in such a way as to encourage active learning. The knowledge thus gathered could be shared with national partners, project beneficiaries and the public through a user-friendly communication mechanism, with a greater emphasis on positive changes resulting from UNDP interventions.

Management response:



The country office fully accepts the recommendation and is considering building up its M&E system aligned to the theory of change of the future CPD while fitting with the existing M&E system of the UN in the country.

Key action (s)	Time-frame	Responsible unit (s)	Tracking *	
			Comments	Status
<u>4.1 Strengthening of the M&E system</u> focused more on results, favourable for the analyses of the outcomes and impacts or benefits of the programme. <u>Integration of M&E in the context of implementation in conjunction with the UN partner agencies.</u>	2020-2023	MSU	Establishment of support mechanisms for the programme and support for integrated programming and organizational capacity-building.	In progress



◀ Recommendation 4 (cont'd)

Key action (s)	Time-frame	Responsible unit (s)	Tracking *	
			Comments	Status
4.2 <u>Systematic capitalization of experiences and results in Haiti</u> through dynamic mechanisms of sharing and dissemination of knowledge conducive for active learning, decision-making, and the implementation of the theory of change with a view to a virtuous circle of sustainable development.	2018-2022	MSU	The establishment and contribution of strategic decision support tools such as Crisis Risk Dashboard, UNINFO aiming to strengthen the sharing and systematization of experiences.	In progress

RECOMMENDATION 5. 

UNDP should accelerate its efforts to strengthen the gender dimension of its programming and further support the structuration and capacities of women as agents of change which could bring a new dynamic in the consolidation of the social fabric and also the network of women’s associations at the municipal level by bringing together all the potential public or private actors.

UNDP should continue to advocate for the participation of women in governance and mechanisms for the consolidation of peace, social cohesion and the protection of women’s rights, for example by promoting the active participation of women in community exchange structures or spaces for dialogue between the national police and the population. UNDP should strengthen collaboration with civil society partners, especially feminist organizations. It must also continue efforts to support the economic empowerment of women. In the area of resilience, a participatory vulnerability assessment with particular attention to gender specificities could be useful in identifying key issues for gender equality and women’s empowerment and to inform the choices of disaster risk reduction and climate change adaptation strategies for this vulnerable group.

Management response: 

The country office fully accepts the recommendation. Gender has been increasingly and systematically integrated over the last two years in all new projects and the programme with the support of a dedicated staff.

◀ Recommendation 5 (cont'd)

Key action (s)	Time-frame	Responsible unit (s)	Tracking *	
			Comments	Status
<p>5.1 <u>Advocacy for the participation of women in governance and mechanisms for consolidating peace, social cohesion and the protection of women's rights, the economic inclusion of women.</u></p> <p>Consolidation of the participatory diagnosis of key issues for gender equality and women's empowerment in relation to resilience in order to inform the choices of disaster risk reduction and climate change adaptation strategies for this group vulnerable.</p>	2019 - 2022	Governance	Gender-oriented portfolio which makes the participation of women one of the levers of development through a battery of approaches, strategies and actions to promote their effective inclusion in development actions.	In progress

* Status of implementation is tracked electronically in the Evaluation Resource Centre database.

ANNEXES



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at: <https://erc.undp.org/evaluation/evaluations/detail/12782>.

Annex 1. Terms of reference

Annex 2. Evaluation framework

Annex 3. People consulted

Annex 4. Documents consulted

Annex 5. Status of country programme outcome and output indicators

Annex 6. Project list



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