



# Haiti

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## SUPPORT TO LOCAL GOVERNANCE IN THE NORTHEAST DEPARTMENT (SLGND)

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### FINAL REPORT

#### **Executive Summary**

Presented to:

UNITED NATIONS CAPITAL DEVELOPMENT FUND (UNCDF)

Translated from the original in French

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## ACRONYMS AND ABBREVIATIONS

ACS	Assembly of the community section
AWBP	Annual work and budget plan
BACS	Bureau of the assemblies of the community section
BDCS	Board of directors of the community section
CCFM	Consultative Committee for Fund Management
CCMS	Consultative Committees of municipal sections
CDC	Community development committee
CDP	Community Development Plans (local development plan)
CECI	Center for studies and international cooperation
CIDA	Canadian International Development Agency
CIF	Community investment fund
CIP	Community investment plan
DWSS	Drinking water supply system
EF	Environmental fund
EP	Environmental plan
EWM	Equality between Women and Men
FAES	Economic and Social Assistance Fund
FAO	Food and Agriculture Organization of the United Nations
FISLA	Financial and institutional system of local administrations
GDP	Gross Domestic Product
GE	Gender Equality
HG	Haitian government
HTG	Haitian Gourdes
IDB	Interamerican Development Bank
IGA	Income-generating activities
LA	Local authorities
LD	Local Development
LDF	Local development fund
LDPH	Local development plan in Haiti
LEC	Local Execution Committee
LG	Local governance
MA	Monitoring-assessment
MAM	Monitoring-assessment manager
MARP	Method of Quick Analysis and Participative Planning
MBR	Management based on results
ME	Ministry of the Environment
MEF	Ministry of Economy and Finance
MCC	Municipal Consultative Committees
MCWWR	Ministry of the Condition of Women and Women's Rights
MDG	Millennium Development Goals
MINUSTAH	United Nations Stabilization Mission in Haiti
MIS	UNCDF information system – Database
MITA	Ministry of the Interior and Administrations
MOU	Memorandum of understanding
MPEC	Ministry of Planning and External Cooperation
MTA	Mid-term assessment

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NGO	Non-governmental organization
PRODEP	Community-Driven Development Project (World Bank)
PRODOC	Project Document (Project document in the United Nations system)
ROC	Reinforcement of capacities
RPM	Radio paysan Mont-Organisé
SKDK	Sant pou laKilti ak Devlopman Karis (Center for the culture and development of Carice (community))
SLGND	Support to local governance in the northeast department
TFP	Technical and financial partner
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Program
WB	World Bank
WFP	World food program

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# EXECUTIVE SUMMARY

## 1. REFERENCE DATA OF THE PROJECT

**Country:** Haiti  
**Project title:** Support to Local Governance in the Northeast Department (SLGND)  
**Project number:** HAI/05/CO1  
**Atlas Code of the program (by partner): (Information requested from UNCDF/PAP)**  
 UNCDF: 00051685  
 UNDP: 00047661  
 Donor: 00051687

TOTAL COST OF THE PROJECT (BY PARTNER)	
UNCDF	2,500,000 US\$
UNDP	577,800 US\$
CIDA	2,861,250 US\$
Government	100,000 US\$
AMOUNTS DISBURSED (BY PARTNER)	
UNCDF	1,067,931 US\$
UNDP	322,800 US\$
CIDA	1,877,970 US\$
Government	111,976 US\$
<b>Total budget</b>	<b>5,461,250 US\$</b>

**Governmental agency:** MPEC  
**Cooperation agency:** MITA  
**Approved:** October 1, 2005  
**Duration:** Five (5) years (end 2010)  
**Amendment to the draft:** –  
**Assessment date:** November-December 2008

### Composition of the assessment team:

Head of Mission – international: Mr. Raymond Audette, agricultural economist  
 Member of the team – national: Ms. Merly Liburd, engineer  
 Member of the team – national: Mr. Valery Laguerre, agricultural economist  
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### Additional UNCDF projects:

### Prior UNCDF projects:

## Availability of previous reports:

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## 2. PURPOSE OF THE EVALUATION

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The main objectives of the evaluation are to provide a strategic review of project performance as at the date of assessment, in order to:

- assess the overall progress (or lack of progress) and to detect preliminary signs of success or failure, to validate (or complete) the model of the project and to assess its relevance;
- assess project management to ensure alignment with the achievement of direct *outcomes* as well as the implementation of activities;
- assess the degree of satisfaction of various stakeholders of the project and beneficiaries, according to the results achieved as at the date of evaluation;
- draw initial lessons about the design of the project, its implementation and its management;
- assess the sustainability of the activities carried out and propose any adjustments for the remainder of the project;
- ensure compliance with the specifications of the project document, financing arrangements and policy evaluation of UNCDF.

This evaluation comes three years after starting the implementation phase of the project whose duration is five years. Therefore, it is the mid-term project evaluation. It is also a mandatory assessment according to the criteria of the UNDP assessment policy of 2006 and follows the rules and procedures of UNDP, UNCDF and CIDA.

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## 3. DESCRIPTION OF THE PROJECT

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The Support to Local Governance in the Northeast Department (SLGND) project started in July 2005, in continuation of the pilot phase. It constitutes a laboratory for experiments whose results could be used by the government and other donors. The innovative UNCDF approach is focusing on strengthening local participatory planning capacity. The project fits well within the philosophy of decentralization and the primacy of the individual highlighted by the Haitian Constitution of 1987.

The project has two distinct components (local governance and sustainable management of natural resources) in the four areas of intervention below:

- Training of elected officials, representatives of local authorities, civil society, personnel of deconcentrated state services, private providers;
- Support to municipal planning (preparation of development plans of the communities and community sections);
- Support to municipal contract management, the municipal and the private section;
- Information and communication to raise awareness and develop the institutional framework for decentralization.

The development objective of the project is to reduce rural poverty in a sustainable manner by improving local governance and increasing production, while respecting the environment.

Its immediate objective is to increase sustainable supply and use of services, public goods and natural resources through good local governance. It also aims to contribute towards the Millennium Development Goals (MDGs) below:

- GOAL 1: Eradicate extreme poverty and hunger
- GOAL 3: Promote gender equality and empower women
- GOAL 7: Ensure environmental sustainability.

To help achieve its objectives, the project has implemented five specific outputs that are presented in the UNCDF results and resources framework of the project:

1. Local authorities have mastered the process of local participatory planning.
2. Local authorities (communities and sections) have improved access to internal and external sources of financing.
3. The capacities of local stakeholders in the establishment and maintenance of basic infrastructure are strengthened.
4. Natural resources are sustainably managed by community based organizations.
5. The best practices and lessons learned from the project are documented and disseminated.

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## 4. EVALUATION OF THE PROJECT

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PRODUCT 1: INSTITUTIONAL FRAMEWORK - Local authorities have mastered the process of local participatory planning.

### Output objective

This output is designed to promote the process of participatory local planning, while fostering the involvement of women at all stages. Executed with local elected officials and departmental technical directorates, the process generates municipal development plans. They use a special methodology, a portrait of the municipality that is largely descriptive and qualitative, an analysis of constraints and potentials, a list of priorities and projects identified and a description of the implementation procedures.

### Finding

The process of developing Community Development Plans (CDPs) 2005-2008 took place over approximately 5 and a half months and involved the local population, its main leaders, the intermediary authorities and officials of the municipal authorities around Municipal Consultative Committees (MCCs). The support cell of the SLGND project provided training on diagnostic and planning tools and basic budgeting management techniques.

The new CDPs of communities that received support during the previous phase, are more comprehensive. They include cost estimates and are based on the results of past achievements. The CDPs of the new communities are less detailed, do not always have cost estimates of the projects to be funded and come at best with three-year investment programs. The MCCs and the CCMSs, established with the support of the project, played an important role in the preparation of plans and the monitoring of their implementation.

Overall, the participatory planning process is understood, managed and valued by all players. Based on all social strata and reaching the whole population,

the process seems to succeed in establishing priorities for the municipality. According to several political representatives, it also has an effect on reducing tensions within communities.

The planning exercise has also enabled people to seek significant external financing. Indeed, CDPs are recognized by donors involved in the area and who use them to finance infrastructures, development projects and income-generating projects. The additional partners in the SLGND project are the Haitian government (MPEC), the project funds of MINUSTAH, FAES (IDB financing), PRODEP (WB financing), UNDP and WFP.

The mission retains two weaknesses relative to the planning process: The baseline of the municipalities is still inadequately described in terms of provision of services, use, and impact indicators. The existence of multiple CDPs (one for each community and one for each community section) in the same municipality constitutes the second difficulty.

### RECOMMENDATIONS

Continue dialogue with the central government for the following reasons:

- Ensure swift implementation of the proposed reforms, in particular the methodological tools for establishing a unified development plan for the municipalities (including municipality sections), the master plan for development and financing of the communities;
- Provide communities with qualified personnel, planned as part of the deconcentrated state framework, to support more efficient preparation of CDPs and coordinate their implementation.

Improve base knowledge (baseline) of the municipalities, particularly in regard to basic social services (education, health, drinking water) to establish a database aimed at local governments:

- Support for defining the structure of the database and the procedures for collecting information;
- Funding support to collect information to feed the created database.

PRODUCT 2: BUDGET AND FINANCES OF LOCAL AUTHORITIES - Local authorities (communities and sections) have improved access to internal and external sources of financing.

Output objective

The second output refers to supporting local players through theoretical training and learning to use the tools and procedures for efficient and transparent financial and administrative management.

### Finding

The procedure for allocation of funds is a hybrid formula. It is based more on community based development projects. The allocation is made annually by the Consultative Committee for Fund Management (CCFM), composed of the mayors of eight communities, the departmental director of the MPEC and the head of the support cell. There is still no mechanism for distributing funds among project stakeholders. The projects are then managed by the municipalities.

Moreover, the achievement of the CDPs was to help mobilize a total of \$2.6 million in addition to the SLGND funds (\$1.1 million). It was highlighted that the other donors rely on the CDPs to approve and implement development projects more quickly.

However, despite significant investments, the funds raised are only a small percentage of the overall needs of the municipalities, mainly related to the supply of drinking water and increasing spatial connectivity. Moreover, since social infrastructure and urban facilities were privileged, the investments have not helped improve the revenue of the municipalities.

The mobilization of internal resources is still small. The contribution from municipality administrations to projects funded from the LDF is only in kind (land, building materials, etc.) and represents approximately 5 to 10%.

### RECOMMENDATIONS

- To continue to support and dialogue with the MPEC and the MEF for further opportunities to improve the taxation of municipality and regular transfers to enable them to support basic services that fall under the obligations of municipality administrations and central government.
- To study the potential of internal resources that can be mobilized by the communities on a regular basis, and support them in the establishment of mechanisms and tools for collecting and managing funds.

PRODUCT 3: SUPPLY AND MAINTENANCE OF INFRASTRUCTURES - The capacity of local stakeholders to establish and maintain basic infrastructures is strengthened.

#### Output objective

The third output concerns the training programs offered to increase the capacity of local stakeholders in the management and maintenance of basic infrastructures.

#### Finding

Projects financed by the LDF are usually smaller; companies or consulting firms usually show little or no interest. The few attempts have resulted in significant overruns of the planned budgets, complications in the mobilization of inputs and conflicts generated with local populations. Consequently, the project developed the approach of "state assistance" in order to reduce construction costs and facilitate the integration of the populations.

The capacity of municipality administrations to manage construction projects is still very limited and related to the presence of the PAGLNE engineer, who is in great demand. Despite good overall construction of the buildings, the mission found cracks that are not detrimental to the short-term stability of the buildings, revealing defects in the construction of certain elements.

At the level of the committees for the follow-up of the construction of infrastructures, their ability to monitor the implementation of the projects is good. However, the mandate of these committees stops at the end of the construction and so they no longer care about the maintenance of the infrastructure built. In addition to the fact that the maintenance culture is still not very present, the communities have very limited or no human resources to identify the work to be done and to make sure that it is done. Moreover, the extremely limited financial resources allow them, at best, to ensure the most urgent work.

Nevertheless, the preferred project formula of focusing on the flow of information between the project and the municipal administration is certainly an appropriate strategy. This first positive step sensitizes the beneficiaries on the powers and duties they have by being involved in

the monitoring of the project. It also shows them that, by being the first-line observers, it allows them to quickly identify problems before they gain momentum.

#### RECOMMENDATIONS

- To define a maintenance strategy and mechanisms for maintenance management tailored to each category of equipment in collaboration with the beneficiaries and the decentralized state services, communities and the MPEC. These could draw particular support from users' associations and test some management formulas for the maintenance of the infrastructures.
- To continue efforts to improve the contracting management of the municipality administrations in the areas of planning and execution of work, monitoring of achievements and maintenance of the infrastructures.

#### PRODUCT 4: PROTECTION, MANAGEMENT AND REHABILITATION OF RENEWABLE NATURAL RESOURCES - Natural resources are sustainably managed by grassroots groups.

##### Output objective

The fourth output covers three types of interventions with their own funding strategy to be put in place within the municipality sections: works for community benefit, works for individual benefit with low profitability and related to the management of natural resources and works for individual benefit with high profitability related to economic sectors.

##### Finding

The projects funded are relevant, based on the experience of phase I and overall fit within the guidelines and objectives of the SLGND project. However, the SLGND project does not yet have enough aggregate information to assess the effects, impacts and contribution of the funded projects according to project objectives, nor does it have the framework to assess their evolution and importance.

The mission noted a low number of economic projects. In an environment where the production services are not very developed, with few individuals in supporting roles, and where the private sector is absent or not very present, the project carriers lack examples and support. In addition, the documents for the funded production projects do not sufficiently analyze the initial situation of operators or the status of the targeted markets. This prevents the assessment of expected gains and makes it more difficult to design projects.

#### RECOMMENDATIONS

- To improve the format of the projects and the analysis of the files of productive and income-generating projects (economic and financial feasibility) so as to be able to assess their effects.
- To increase the knowledge of supporting sectors and income-generating activities in communities in the area in order to identify sectors that are relevant to the development of local economies.

#### PRODUCT 5: COMMUNICATION AND IMPACT ON THE DECENTRALIZATION POLICIES – The best practices and lessons learned from the project are documented and disseminated.

##### Output objective

The fifth output is the contribution of the experience of the project to the reflection made at several levels concerning decentralization, the fight against poverty, exclusion, gender equality, and sustainable management of the environment.

### Finding

The project helped to develop appropriate tools that are currently undergoing ownership by the administration. It also helped to validate project formulas that are well-suited to the context of the area and provide solutions to the problems encountered by beneficiaries. However, these experiences have not yet been transformed into methodological guides that would provide instructions for the different partners.

### RECOMMENDATIONS

- The project should document interesting experiences more systematically for wider dissemination to partners involved in the same sector and to technical services that have agents supporting the populations.

### PROJECT MANAGEMENT

In terms of **financial management**, the audit reported no problem with the municipal administrations for the 2005-2008 period. However, the audit linked to UNDP/UNCDF experienced two types of problems affecting the project: the release of UNCDF funds earlier in the year and UNDP financial management procedures. In terms of **technical and administrative management**, the SLGND project has received very little technical and methodological support from the UNCDF headquarters. Moreover, the horizontal structure of the project overloads the coordinator. The management formula for construction work causes a significant burden for the engineer. The management unit has not yet established a management based results system. The logical framework provided by the UNCDF only includes a project results and resources framework. The project relied on the internal monitoring of UNCDF, MIS, but during the evaluation mission, the project did not have structured and aggregated information so as to assess the outcomes of the project.

The project has two logical frameworks<sup>1</sup>: one UNCDF logframe (which is not formal, but simply includes a project results and resources framework) and one prepared with the CIDA to address their requirements and facilitate the aggregation of the results of the various local governance support projects it funds in Haiti. Done at the startup, in collaboration with the SLGND project, it was used to prepare the implementation plan of the project (October 2005), as well as the framework for measuring performance and an array of outputs and activities. The "CIDA" logical framework does not introduce new elements, but takes on, to a varying degree, the blocks of activities and the outputs of the project. However, the logic of the UNCDF generic model of local development programs supported by the UNCDF no longer appears. The mission worked on the basis of the logical framework of the UNCDF project document.

The project document intended to encourage the gender dimension. It recruited a dynamic specialist who worked to define a strategy and action plan for the 2008-2010 period. This specialist initiated many relevant actions with women, and several income-generating projects are underway. Unfortunately, the person holding the position had to leave, and the project was in recruitment stage during the evaluation mission.

### RECOMMENDATIONS

- To review the logical framework to create a document that addresses both the needs of the donors and those of the UNCDF.

- To establish a project management more focused on results and adjust the working tools accordingly (work plan, reporting formats, monitoring framework).
- To improve the organizational framework of the project, in order to increase the responsibility the various collaborators in the management of components.

### RELATIONSHIPS OF THE PROJECT WITH THE PARTNERS

The project has good collaboration, consultation and information relationships with its partners at national level (General Management of the MPEC), at departmental level (Departmental Management of the MPEC, FAES, MINUSTAH and WFP) and at community level (Mayors, LEC, MCC, and CCMS). It develops synergies with them and contributes to reflections on the changing legal and regulatory framework for the implementation of decentralization. Several of its practices are being integrated into the framework of MPEC work in its relations with the municipalities or the draft law being prepared on decentralization and ministry reform.

### LESSONS

The participatory process of the project turned the communities into active players in terms of desired changes in their environment, gave significant results, unified and established a climate of tolerance and solidarity within communities, brought back the trust among local stakeholders and assisted in the process of restoring democratic life.

The management of the local planning process is, however, complex and primarily benefits a core of people trained for this purpose. It is therefore necessary to promote the participation in the project to a greater number of people within the community.

The establishment of a project to support local development according to the conceptual scheme of reference requires several prerequisites: a policy and strategy framework supported by a legal and regulatory framework with coherent application, a funding framework allowing the communities to fulfill their mandate and an environment where the State is present and ensures its basic functions.

Strengthening the capacity of human resources is an important component, but to produce effects, it must be done in collaboration with existing resources. For this purpose, it must also develop a form of permanence in its core staff.

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## 5. CONCLUSIONS

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The project is implemented in a difficult environment: recent years have been marked by several political crises, periods of insecurity that have led to a peace keeping mission in Haiti, MINUSTAH, in place since 2004, and several hurricanes in 2008. The State is not very present outside Port-au-Prince. The legislative and regulatory framework governing the decentralization is still fragmentary. The draft law prepared with the support of FTPs take a long time to be adopted. The fiscal resources of the municipalities are minimal. The Haitian government does not yet have any mechanisms for financial transfers toward municipal administrations, and their limited funds do not allow them to meet the expenditure under their jurisdiction. The activities undertaken by the project contribute to meeting the requirements to implement, in the future, a project to support local governance that is closer to the standard conceptual scheme .

The main achievement of the project is certainly the production of CDPs (municipalities and municipality sections) according to a local participatory approach. The development of these plans provided an opportunity to analyze problems, reach consensus on priority actions to implement, which, in the opinion of many stakeholders, helped to reduce political tension within municipalities. The project is unquestionably an important facilitator for development and a source of mobilizing people in the area. Moreover, it has integrated women into its approach. They participate actively in the IGAs and monitoring bodies. In this context, the project helps to improve local democracy and transparency and contributes effectively to conflict reduction.

The project helped to establish a participatory approach that includes all segments of society in the preparation of CDPs. It has established good practices of transparency for the overall monitoring of the investment and microprojects through the Monitoring Committees. The beneficiaries who are part of the various committees consulted in *Focus Groups* confirmed that the process is greatly appreciated by people whose desire is to see all the donors adopt such practices.

In the political context of Haiti, where a significant part of the legislative framework for decentralization is slow to implement, and the financial resources of the municipalities remain marginal (taxation and transfer), it is difficult to implement a more "classic" project to support local governance. UNCDF's contribution to the development of local communities remains high. It significantly influences the ways of working. It can, through the LAFIAS, advance the debate significantly on the taxation of local authorities.

If the State comes to pass laws and regulatory framework to facilitate the development of the municipalities, and if it operationalizes the transfer of funds announced (20% of State revenue) to municipalities for investment, then the conditions will be met to create a real interest of community administrations in the municipal management and basic social services for the populations. A phase III of the SLGND project could then participate in a real strategy for strengthening the capacity of the communities to develop the basic services for their people by managing directly the local development funds. The project could then leave its pilot status and become a formula that can be replicated in all projects.

## MAIN OUTPUTS PRODUCED DURING THE PERIOD

OUTPUTS	ACHIEVEMENTS
1. Existence in the municipalities and municipality sections of CDP integrating the Gender Equality (GE) dimension	For the 2006-2008 period, 6 municipalities out of 8 developed their CIPs, 16 community sections had their EPs, the GE dimension is moderately treated in the CIPs and EPs
2. Construction, rehabilitation of basic infrastructures in municipalities and municipality sections	The 8 towns and 16 municipality sections have each had at least one infrastructure project carried out
3. Improved management of natural resources	Restoration/recovery work on 1,583 hectares of land and 40 km of ravines show a success rate of over 75%
4. Consolidation of existing structures for dialogue and quest for gender equality	3 MCCs and 9 CCMSs restructured under new elected officials, the men/women equality is achieved in 4 consultation structures, and executive committees of the MCCs include > 40% women
5. Emergence of local dialogue structures	4 MCCs and 7 CCMSs operate in new communities with the exception of Sainte Suzanne
6. Strengthening of local capacities for LD management	427 elected officials and members of civil society (30% women) master LD planning tools
7. Increase/Diversification of the local production of significant goods and services	Yam, cassava and vegetable sectors promoted, 5 new and 8 strengthened processing units
8. Dissemination and use of practices and lessons of the project by development partners	Biannual publication of a newsletter, monthly participation in Dialogue Round Tables (DRT)
9. Equip the local staff to adequately monitor LD activities	16 monitoring staff trained and 3 CCMSs (25 members) trained

Source: SLGND PROJECT. *Review of Achievements 2005-2008*, November 2008, page 43.