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I. Situation analysis

1. Haiti has undergone significant political and economic upheaval since the end of the Duvalier regime in 1986. The overthrow of Jean-Bertrand Aristide in 2004 brought further unrest and violence at the hands of armed gangs, and led to a breakdown in law and order throughout the country. In response, the United Nations Security Council established the United Nations Stabilization Mission in Haiti (MINUSTAH) to enhance stability and security and support the rule of law. At the same time, the international community approved an international cooperation framework and pledged \$1 billion to the reconstruction and development of Haiti.
2. In 2006, President René Préval was elected along with a new legislature, ushering in a period of increased security, relative political calm and modest economic growth that lasted until riots erupted in April 2008, sparked by dramatic increases in food prices. This led to the dismissal by parliament of the Prime Minister and his government, dramatically demonstrating the still fragile situation in the country.
3. Haiti is the only least developed country in the western hemisphere and ranks 146th on the 2007 Human Development Index compiled by UNDP. The per capita gross domestic product is estimated at \$390 and more than three-quarters of the population lives on less than \$2 dollars a day. Female-headed households are among the poorest in the country, and poverty is most prevalent in rural areas, where 63 percent of the population lives, and in city slums. Severe social and economic disparities exist throughout the country.
4. A growing population is adding mounting pressure on agricultural and environmental resources and on already weak infrastructure systems. Food security is a major challenge: 77 per cent of the rural population reports having difficulty meeting their food needs. Urgent food aid is required, as well as strengthened public policies to address the crisis. The country depends heavily on imports for food and other commodities, such as petroleum, making it particularly vulnerable to price increases. Unemployment is estimated at 30 per cent, with a much higher incidence among women and young people. Women are also widely underrepresented in jobs where education or training is required. Virtually all schools and health services require the payment of fees and only about half of children between the ages of 5 and 15 attend school. Adult literacy is approximately 60 per cent and less than half the population has access to health services or to clean water and sanitation.
5. There have been modest gains in the growth of gross domestic product in state revenues, but these are insufficient to contribute to poverty reduction. The economy remains largely dependent on official development assistance, debt relief (notably under the heavily indebted poor countries initiative) and remittances from the Haitian diaspora, which constitute approximately 30 per cent of household income. Investment in the economy is negligible and the absorptive capacity for donor assistance is extremely low.
6. State institutions are weak and require considerable investment and capacity development to achieve sustained recovery and development and to assure basic state functions. The government must be supported to coordinate and facilitate agreements internally and with the judiciary and legislature. The justice sector must implement its reform plan and the national police force must be strengthened to become a full-fledged national force that truly protects and serves citizens and receives their trust.
7. The environment in Haiti is dramatically degraded: forest cover is less than 2 per cent, approximately 37 million metric tons of top soil are eroded every year, and 25 of the 30 watersheds in the country are depleted or close to depletion. This situation could have irreversible consequences on the population, infrastructure, agriculture, and biodiversity of the nation.
8. Also exacerbating the fragile situation is exposure to hurricanes and other natural disasters, which have caused extensive damage and loss of life in Haiti in recent years. These threats to stability and recovery not only undermine poverty alleviation and development programmes but also increase the hardships of the poor and vulnerable.

9. In November 2007, the Government of Haiti approved a national strategy document for growth and poverty reduction, which reflects the strategic vision of the Government for the near future. In pursuit of poverty reduction, the government aims to maintain a 3.4 per cent economic growth rate between 2008 and 2011 and plans to raise levels thereafter.

10. The strategy document identifies four main objectives: (a) accelerate progress towards achieving the Millennium Development Goals; (b) develop a dynamic, competitive economy with a geographical base throughout the country; (c) modernize the state and advance a thorough reform of the public sector and; (d) promote the enormous cultural creativity of Haiti and involve the Haitian diaspora in the development process. The strategy for meeting those objectives rests on three pillars: economic growth based mainly on agriculture and rural development, tourism and infrastructure modernization; human development, including improved access to education and training, health services, water and sanitation and gender mainstreaming in programmes for children, youth and people with disabilities; and democratic governance, with a particular focus on the rule of law, security, decentralization and reform of the public sector. The document also covers cross-cutting themes such as food security, environment, HIV/AIDS, public sector reform, and equity and gender, and outlines a macro-economic strategy, agreed upon with the Bretton Woods institutions.

II. Past cooperation and lessons learned

11. In February 2002, the Government of Haiti and UNDP approved a country cooperation framework for the period 2002-2006. This was extended twice, in 2007 and 2008, to allow for transition and the elaboration of the national poverty reduction strategy, and to permit the harmonization of United Nations programming cycles.

12. During the period covered by the 2002-2008 country cooperation framework, UNDP mobilized \$158 million in additional resources. The principal sources were: the European Union (40 per cent), the Inter-American Development Bank (10 per cent), Canada (7 per cent) and the United States of America (6 per cent). Those resources were allocated mainly to: the electoral process (68 per cent), rehabilitation of the infrastructure (17 per cent), disarmament, demobilization and reintegration (5 per cent) and strengthening the rule of law (2 per cent).

13. Following the 2004 crisis, UNDP adapted its programming priorities to the new situation under the guidance of an interim cooperation framework. A set of new initiatives was developed, in collaboration with MINUSTAH, focusing on: strengthening the rule of law; supporting the electoral process; supporting national dialogue; and reducing community violence. Lessons learned during the previous country programme underlined the need for strengthened coordination and integration of initiatives with MINUSTAH to ensure strategic and programmatic alignment and to clearly define roles and responsibilities.

14. Several major evaluations took place during the previous country programme, including: (a) Rule of Law, Justice and Human Rights (2003), which concluded that the level of intervention was “naïve and unrealistic” and did not take into account absorptive capacity or the lack of political will for reform; (b) Capacity Building for Poverty Monitoring (2006), which praised UNDP for its “major contribution” in this area, while again raising the issue of absorptive capacity; and (c) Towards Poverty Eradication (2006), which recommended a more participatory approach and challenged the dispersion of project activities. A review of the joint demobilization and reintegration project with MINUSTAH led to the approval of the community violence reduction project, which focused on community security and the engagement of victims of violence.

15. The new country programme will devote considerable efforts to including the perspectives of its Haitian counterparts and to assuring their ownership and alignment with their priorities, while remaining aware of the challenges related to the political environment and absorptive capacity. The programme will be flexible to changes in the political environment and will increase the planning capacity of the Government by integrating risk management. This may include the need to integrate conflict prevention and mitigation measures into the country

programme to identify and address, to the extent possible, destabilizing factors, as well as consensus builders, with a specific focus on the role of women and youth. A 'do no harm' approach will be part of the analysis prior to and during programme implementation.

III. Proposed programme

16. The 2009-2011 country programme is based on priorities identified in the national poverty reduction strategy and contributes directly to the outcomes stated in the United Nations Development Assistance Framework (UNDAF), 2009-2011.

17. Given the multifaceted vulnerability of Haiti as it emerges from cyclical crisis, UNDP will focus on helping to establish the foundations for sustainable recovery and development. The country programme will combine short- to medium-term recovery activities with longer-term capacity development in strategic areas that are crucial to sustainable human development. This approach will allow the delivery of recovery initiatives that will have a high impact on livelihoods in UNDP areas of expertise while the State develops its capacity to function and deliver.

18. The programme will establish mechanisms to facilitate dialogue with civil society, including the private sector, to assure its engagement during the implementation of projects, based on a deeper, more systematic understanding of the role of civil society within the political and economic environment. The programme will coordinate with MINUSTAH to increase its impact and to assure a smooth transition in the event that the mission is phased out. The programme will work to deploy its activities in provinces outside the capital area, starting with the most vulnerable, and will focus on promoting gender equality.

19. In the area of food insecurity, UNDP will help conduct needs assessments and will support donor coordination to maximize the effectiveness and efficiency of international cooperation. UNDP will provide technical advice to the design and implementation of sectoral public policies addressing the multi-dimensional causes of food insecurity. UNDP will work to strengthen the capacity of government to create income-generating activities and job creation projects.

20. The proposed country programme includes four mutually reinforcing areas that will require internal coordination. Crisis prevention and recovery activities will be integrated into the other three areas, namely: poverty reduction, democratic governance, and sustainable management of the environment and natural resources.

Crisis prevention and recovery

21. Efforts in this area will be focused at three levels. The first will support further reform of the rule of law, based on national reform plans for the police and the justice sectors. The second will work at the community level to reduce violence in the most vulnerable communities. The third will reduce the vulnerability of populations to natural disasters while investing in and ensuring early recovery.

22. The programme will work closely with the Ministry of Justice, the National Penitentiary Administration and the Haitian National Police to support their reform plans adopted in 2005 and 2006. In conjunction with MINUSTAH, UNDP will support the restructuring of the Ministry of Justice and increase access to justice, especially in the provinces. The programme encourages a stronger criminal justice system by reinforcing links between the justice system and the police. UNDP will help tackle preventive detention by focusing on information management, reinforcing the capacity of the penitentiary administration to implement its strategy and helping to rehabilitate penitentiary establishments to improve the living conditions of detainees. Police reform will be supported through increased administrative capacity and the establishment of permanent databases and information systems. UNDP will also work to increase the coverage of the police force throughout the country by assisting with the rehabilitation of police stations at central and departmental levels and providing adequate

infrastructure and equipment. Working with women's groups and increasing the number of women on the police force will also be advocated.

23. Together with MINUSTAH, UNDP will support the preparation and implementation of plans for crisis management and the prevention and reduction of violence in particularly vulnerable communities throughout the country, with particular attention to violence against women. The plans will create jobs, especially for vulnerable youth, and will include the rehabilitation of community assets, micro-enterprise and vocational training. UNDP will also promote the elaboration and application of a legal framework for the control of arms.

24. UNDP will provide support to the Ministry of Interior in elaborating strategic and technical tools and implementing pilot actions aimed at the management and prevention of risks and disasters. To mitigate the effects of natural disasters, and to assure early recovery following disasters, the programme will include high-impact activities such as watershed rehabilitation that will include a majority of women. This will create employment, inject cash into the local economy and increase agricultural production and food security.

Poverty reduction, equitable growth and the Millennium Development Goals

25. Support from UNDP will focus on the implementation of the national poverty reduction strategy, through technical advisory services in central and sectoral ministries and by fostering dialogue among government branches and between the Government and civil society, including the private sector. UNDP will continue its advocacy role, producing the national human development report and the economic and social report.

26. Drawing on its experience and global network, UNDP will support the implementation of the poverty reduction strategy by helping to develop a system for monitoring and evaluation. It will work with the French Government-supported 'Observatory of Poverty and Social Exclusion' to analyse socio-economic, gender-disaggregated data on the evolution of poverty reduction and its links to a reduction in violence. UNDP will take the lead in supporting government initiatives for strengthening donor coordination for greater efficiency of aid and better tracking. In addition, UNDP may consider strengthening the planning capacities of sectoral ministries by helping to establish planning units in the ministries that cover priority sectors.

27. To further support the implementation of the poverty reduction strategy, and considering the importance of maintaining a broad consensus on development priorities, UNDP will support dialogue between the executive, judicial and legislative branches of government and the private sector to reduce legal bottlenecks for investment and stimulate economic recovery, through means such as the creation of small enterprises.

Democratic governance

28. As Haiti emerges from crisis, good governance and continuity of the democratic process will be crucial. To that end, UNDP will work in the following areas: supporting electoral operations and increasing the capacity of the electoral authority; fostering collaboration between branches of government; and advancing the reform of the public administration and strengthening local governments.

29. To assure the continuity of the electoral process, UNDP and MINUSTAH will support the Provisional Electoral Council in conducting elections. In coordination with MINUSTAH and the Organization of American States, UNDP will strengthen the capacity of the electoral council and support efforts to create a permanent council capable of independently and efficiently administering future elections.

30. Support will be provided for the reform of the public administration, notably by developing capacity within the government office for human resources management, which is responsible for implementing the reform. UNDP will also support capacity development to coordinate national and international resources in support of the reform, with an emphasis on the transparency and accountability of public institutions. Reform efforts supported by UNDP

will include developing local governance and the functioning of local authorities, with an increased role for women in the public sector.

31. Based on lessons learned in the past programming cycle, and in collaboration with the United Nations Capital Development Fund, the capacities of local councils will be strengthened by improving participatory mechanisms, constructing and managing basic infrastructure, delivering basic social services and facilitating the relationship between local councils and national authorities.

Sustainable management of the environment and natural resources

32. UNDP will assist the Ministry of Environment in its efforts to reverse the degradation of the environment and natural resources of Haiti. It will support the establishment of a 'national observatory for the environment and vulnerability' and the creation of a reliable database, especially for vulnerable areas. It will also provide advice and support advocacy initiatives to increase preparedness and raise awareness of sustainable land management and climate change, with a focus on socio-economic development and food security.

33. The programme will increase access to clean water and sanitation in rural areas through increased capacity of the public sector at the central and departmental levels. UNDP will support the strategic policy design of the Government and will support the development and management of information systems, which will include advocacy initiatives in favour of sustainable development.

IV. Management, monitoring and evaluation

34. In preparing the country programme, UNDP worked closely with government partners and stakeholders to ensure a high level of national ownership. UNDP will build on the existing partnership and collaboration with the United Nations system, donors, and civil society partners to implement the programme, which is fully aligned with the results matrix of the draft UNDAF, 2009-2011, and which complements other United Nations programmes. The forthcoming programmes of UNDP, UNFPA and the United Nations Children's Fund will be aligned with the UNDAF cycle. A mid-term review of the country programme is planned for 2010.

35. UNDP will continue to collaborate closely with major donors such as the World Bank, the Inter-American Development Bank, the European Union and the Governments of Canada, Spain, and the United States, as well as Latin American countries. UNDP is also expected to play a more important role in supporting government and donor efforts to coordinate international aid for increased effectiveness.

36. The UNDP country office will apply results-based management procedures to implement this country programme. Monitoring, evaluation and knowledge management efforts of the programme will take into consideration the weak absorptive capacity and other vulnerabilities of the country.

37. For the period 2009-2011, an allocation of \$20.124 million from UNDP regular resources is planned. The office will actively undertake resource mobilization to ensure the full financing of the country programme.

Annex. Results and resource framework for Haiti, 2009-2011

National priority or goal: Establishment of the rule of law, specifically with respect to the justice and security sectors: Implementation of a justice system that is functional and equitable, and of an environment of public security in which essential conditions for growth and poverty reduction exist. UNDAF Outcome: The State develops policies respecting human rights and which enable access to public services in a transparent manner.				
Programme components/ outcomes	Programme outputs	Output indicators, baselines and targets	Role of partners	Resources by goal
Component: Strengthening responsive governing institutions Outcome: 1. Strengthening democratic governance	1.1. National capacity to manage the electoral process in a transparent manner is reinforced.	1.1.1. Indicator: Percentage of the budget for elections directly managed by the Provisional Electoral Council. 1.1.2. Baseline: 1 per cent of the budget managed by the Provisional Electoral Council. 1.1.3. Target: 50 per cent of the elections budget managed by the Provisional Electoral Council.	<i>Conseil Electoral Provisoire</i> (lead national counterpart institution); United Nations Stabilization Mission in Haiti (MINUSTAH) (political and technical advice); Governments of Canada, European Union, Japan, United States, Brazil (funding and steering committee).	Regular: \$3,600,000 Other: \$4,000,000
	1.2. A road map for the Implementation of Public Administration Reform is prepared.	1.2.1. Indicator: Annual action plans available and monitored 1.2.2. Baseline: The national programme for the reform of the State is available and is published. The management structure to implement the reform is created but not operational. 1.2.3. Target: The implementation strategy is available and annual action plans are prepared.	Primature and Office for the Management of Human resources (lead national counterpart institutions); World Bank, Inter-American Development Bank, Government of Canada (funding and technical expertise).	Regular: \$4,250,000
	1.3. Planning and management capacities are strengthened at local level.	1.3.1. Indicator: Number of local development plans prepared in a participatory manner under implementation. 1.3.2. Baseline: A local governance programme is currently under implementation in seven communes of the North East. 1.3.3. Target: The local governance programme is extended in other departments.	Ministry of Planning, Ministry of Interior (lead national counterpart institutions); Governments of Canada, United States, European Union, MINUSTAH (funding); United Nations Capital Development Fund (funding and technical expertise).	Regular: \$11,750,000 Other: \$17,040,000
National priority or goal: Establishment of the rule of law, specifically with respect to the justice and security sectors: Implementation of a justice system that is functional and equitable, and of an environment of public security in which essential conditions for growth and poverty reduction exist. UNDAF Outcome: The State develops policies respecting human rights and which enable access to public services in a transparent manner.				
Component: Enhancing conflict and disaster risk management capabilities Outcome: 2. Developing national capacities for conflict prevention and management of vulnerabilities from natural disasters	2.1. National police capacities of intervention and management are strengthened.	2.1.1. Indicator: Geographical coverage of the police force is increased. 2.1.2. Baseline: Technical, material and human resources are limited. 2.1.3. Target: Premises of the inspectorate general are constructed and 27 police stations and a maritime base are rehabilitated.	Ministry of Justice (lead national counterpart institution); Government of Canada (funding); MINUSTAH (technical advice).	Regular: \$0 Other: \$19,295,000
	2.2. Access to justice is improved; deadline of detention is decreased; confidence in the justice system is increased.	2.2.1. Indicators: Availability of additional prison space and laws governing the independence of the justice are defined. 2.2.2. Baseline: Very low trust in the justice system; 83 per cent of the total population of detainees are awaiting trial; strategy for improving the correctional system is not implemented; <i>Ecole de la Magistrature</i> is not operational; very weak coordination. 2.2.3. Target: Capacity of the Ministry of Justice is increased in coordinating the implementation of the strategic plan of justice reform; the capacities of the actors of the penal chain are strengthened in order to improve the efficiency of the tribunals; infrastructure is rehabilitated.	Ministry of Justice and Public Security (lead national counterpart institution); Government of Canada and other donors (funding and technical assistance); MINUSTAH (technical advice).	Regular: \$3,379,000 Other: \$6,405,000 Total Resources: 9,784,000

	2.3. A strategy for community violence reduction and legal measures for the control of small arms are formulated and implemented with the support of local communities.	2.3.1. Indicators: Potential conflict and recovery strategies identified by communities; number of violence cases is reduced at the local level; collection and analysis of community and national level data on conflict is consolidated and readily available. 2.3.2. Baseline: Lack of framework in local communities to deal with violence and small arms control. 2.3.3. Target: Establishment of an observatory on violence and crimes in Haiti; development of mechanisms for the reinsertion of victims of violence; legal framework for small arms control elaborated.	Ministry of Planning (lead national counterpart institution); Government of Canada and other donors (funding); MINUSTAH (funding and technical advice).	Other: \$8,499,000
	2.4. National capacities in management of natural disasters are increased.	2.4.1. Indicators: Sectoral strategies for reducing risks formulated. 2.4.2. Baseline: Weak capacities in coordinating response and conducting assessment needs; lack of national policies. 2.4.3. Target: Mainstreaming vulnerability concerns in national strategies; sensitization on vulnerability.	Ministry of Interior and Ministry of Planning and External Cooperation (lead national counterpart institutions); donors (funding).	Regular: \$ 750,000 Other resources: \$2,080,000 Total 2,830,000
National priority or goal: Significant progress registered in the availability and access to basic social services to promote human development. UNDAF outcome: National institutions develop and implement equitable and efficient public policies for the access to basic social services.				
Programme components and outcomes	Programme outputs	Output indicators, baselines and targets	Role of partners	Resources by goal
Component: Promoting inclusive growth, gender equality and Millennium Development Goals (MDGs). Outcome: 3. Promotion of inclusive growth, based on the MDGs and poverty reduction.	3.1. To support implementation and follow-up of the national poverty reduction strategy and advocacy for growth and human development.	3.1.1. Indicator: Annual report on the implementation of the national poverty reduction strategy available. Number of thematic meetings organized. 3.1.2. Baseline: The strategy is approved and an implementation plan is elaborated. The economic and social report for 2006/2007 and the national human development report for 2007/2008 have been published. 3.1.3. Target: The administrative structures to implement the poverty reduction strategy are in place; a statistical information system and a mechanism for monitoring and evaluation is developed through the National Observatory of Poverty and Social Exclusion; MDG monitoring reports produced; the economic and social report and the national human development report are published regularly.	Ministry of Planning and External Cooperation, Ministry of Economy and Finance, National Observatory of Poverty and Social Exclusion and National Statistical Institute (lead national counterpart agencies); Government of Spain, European Union and World Bank (funding).	Regular: \$7,700,000 Other: \$2,710,000
	3.2. A system of coordination and strategic planning is established.	3.2.1. Indicator: Sectoral reports produced. 3.2.2. Baseline: No unit for coordination and strategic planning are organized within the Ministry of Planning and External Cooperation. 3.2.3. Target: The Ministry of Planning and External Cooperation has a unit for coordination and strategic planning; capacities are reinforced in key sectoral ministries.		
	3.3 Economic laws handicapping inclusive economic growth are reviewed and proposals for modernization of these laws are made within the framework of a dialogue between the State and the private sector.	3.3.1. Indicator: Number of laws amended in the framework of the dialogue between the executive, parliament and the private sector. 3.3.2. Baseline: 10 laws are being revised. 3.3.3. Target: Laws or administrative instruments related to the legal framework for inclusive growth are worked out and presented to the executive.		
National priority or goal: Improvement of the management of natural resources in order to contribute to sustainable growth while ensuring economic and social security of the poor, and ecosystems security. UNDAF outcome: National capacities are strengthened and are capable to formulate and implement policies for the management of risks and natural disasters. National institutions, civil society and the population at large are engaged in the process.				
Component: Mainstreaming environment and energy Outcome: 4. Capacity development and governance reform related to sustainable	4.1. Strategic frameworks on desertification, water resources management and climate change are formulated.	4.1.1. Indicator: National institutions are enabled to manage environment and natural resources. 4.1.2. Baseline: Existing tools include: action plan for the environment; national action plan for the adaptation to climate change; action plan for the conservation of biological diversity; bill on drinking water and sanitation; decree on the institutional framework for the management of the environment. 4.1.3. Target: Master plans and institutional frameworks for water management to fight against desertification developed.	Ministry of Environment and Ministry of Public Works, Transport and Communication (lead national counterpart institutions); Government of Spain (funding).	Regular: \$1,900,000 Other: \$5,491,000

management of the environment and natural resources.	4.2. Database is established to support information management and advocacy, focusing on the sustainable management of the environment and natural resources.	4.2.1. Indicator: Advocacy campaigns on impact of climate change conducted. 4.2.2. Baseline: Geospatial information centre and national meteorological centre are not fully operational. 4.2.3. Target: Information system established on water and land resources; study on the social and economic impact of climate change conducted.	Ministry of Environment (lead national counterpart institution); Governments of Spain, Canada. European Union, Inter-American Development Bank (funding).	
	4.3. Access to clean water and sanitation is provided in rural areas.	4.3.1. Indicator: Number of drinkable water and sanitation systems built in rural areas. 4.3.2. Baseline: Insufficient access to water and sanitation systems. 4.3.3. Target: Increase access to water and sanitation systems in seven rural areas.	Ministry of Public Works, Transport and Communication (lead national counterpart institution), Government of Canada (funding).	