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## Summary report on the evaluation of the country strategic plan for Haiti (2018–2022)

### Executive summary

This evaluation covers the transitional interim country strategic plan and the country strategic plan for Haiti for the period January 2018 to June 2022. It examines the relevance, effectiveness, efficiency, sustainability and coherence of WFP interventions, as well as the extent to which gender, protection and accountability to affected populations have been taken into account.

Evaluators found that WFP's work was relevant to the priorities of the Government, with which WFP has established very good technical collaboration, particularly in the area of social protection. WFP has successfully adapted to the many crises in the country and to growing insecurity challenges, positioning itself as a key coordination and logistics partner for humanitarian actors.

Although WFP activities were successful in responding to the immediate and growing needs of populations in emergencies, the anticipated transition from life-saving assistance to assistance oriented towards tackling chronic vulnerability could only be rolled out on a small scale. The main reasons for this are the context of recurring crises, funding pressures, lack of country office capacity and weak strategic partnerships outside the areas of emergency assistance and social protection. Gaps in targeting and outcome monitoring have put highly vulnerable people at risk of exclusion.

*In line with WFP evaluation policy (2022) (WFP/EB.1/2022/4-C), to respect the integrity and independence of evaluation findings the editing of this report has been limited and as a result some of the language in it may not be fully consistent with the World Food Programme's standard terminology or editorial practices. Please direct any requests for clarification to the Director of Evaluation.*

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While WFP has gradually introduced measures to take account of gender inequality in Haiti, they have not been sufficiently implemented due to country office capacity gaps in this area. Various mechanisms were put in place for beneficiaries to provide feedback but these remained underused at the time of the evaluation. Although humanitarian principles and protection formed an integral part of WFP action, some compromises regarding independence were necessary to ensure the protection and safety of people and property.

There are several recommendations in this evaluation: i) pay greater attention to the root causes of food and nutrition insecurity with a view to addressing them in a more integrated way; ii) mobilize the necessary financial and human resources; iii) expand partnerships with Haitian institutions and build their capacities; iv) adjust targeting and forms of assistance in view of changes in needs and circumstances; v) build the capacities of the country office to take greater account of gender equality, protection, accountability to affected populations, the environment and climate change issues in activities relating to all outcomes.

### **Draft decision\***

The Board takes note of the summary report on the evaluation of the country strategic plan for Haiti (2018–2022) (WFP/EB.2/2023/6-A/6) and management's response (WFP/EB.2/2023/6-A/6/Add.1) and encourages further action on the recommendations set out in the report, taking into account the considerations raised by the Board during its discussion.

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\* This is a draft decision. For the final decision adopted by the Board, please refer to the decisions and recommendations document issued at the end of the session.

## Introduction

### Evaluation features

1. This evaluation covers the design and implementation of the WFP transitional interim country strategic plan (T-ICSP) and the country strategic plan (CSP) for Haiti, covering the period from January 2018 to June 2022. It has two objectives: to provide accountability for results achieved and to draw lessons to inform future strategic decisions, particularly for developing the next CSP. The main users are the country office and stakeholders in Haiti, the Regional Bureau for Latin America and the Caribbean and WFP headquarters.
2. The evaluation team followed a participatory, theory-focused approach based on gender equality and human rights. It also adopted a mixed-methods approach, combining desk research, key informant interviews (including among populations targeted by WFP) and direct field observation in line with ethical principles to protect the dignity of individuals and the confidentiality of information shared. To ensure that the evaluation would be used thereafter, the country office and the regional bureau were consulted at key points of the process.

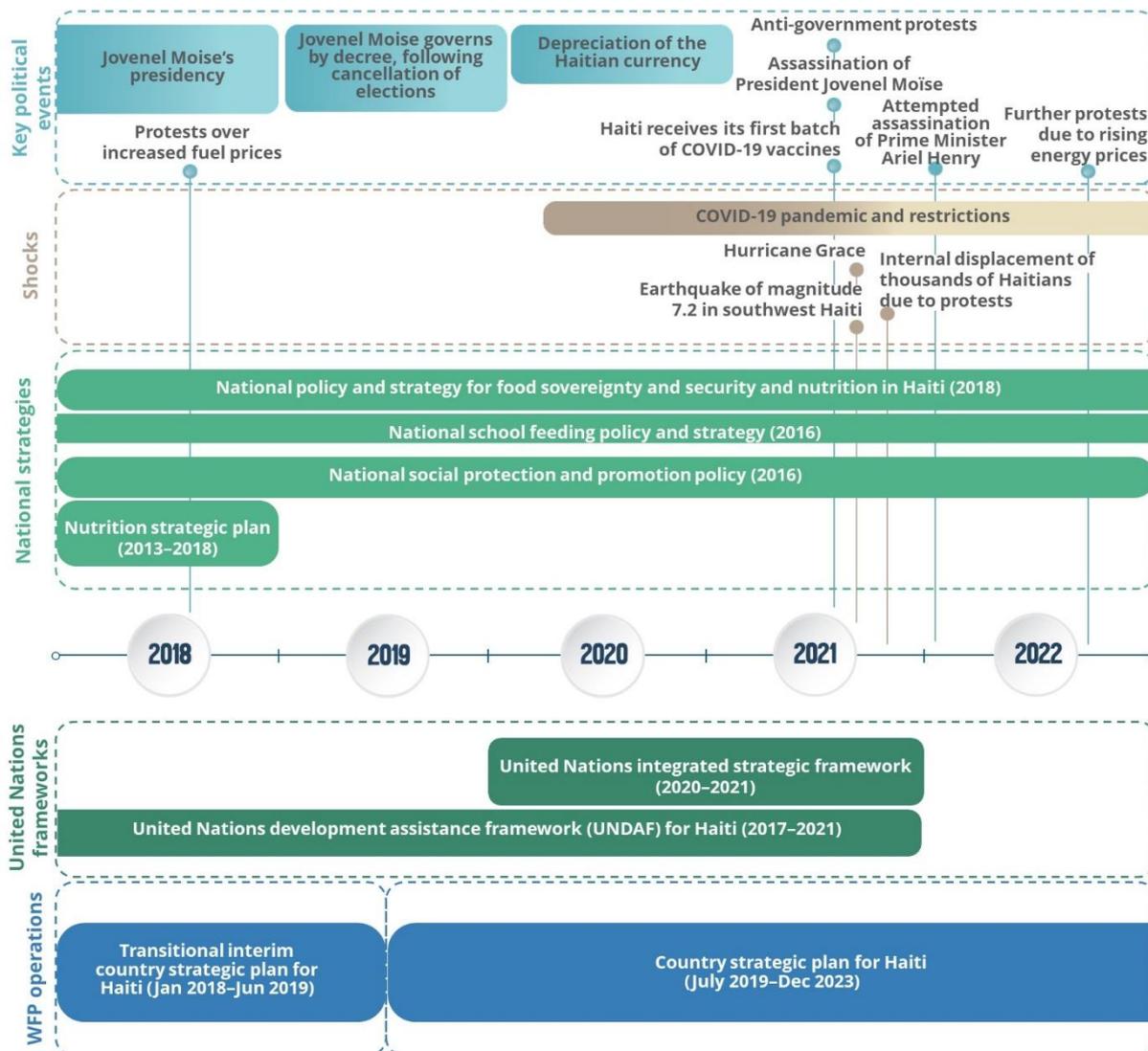
### Context

3. Haiti has a population of around 11.6 million, 58 percent of whom live below the national poverty line.<sup>1</sup> In urban areas, 82 percent of children have at least one of their basic needs unmet, with this rate rising to 97 percent in rural areas.
4. The country frequently faces political instability and natural disasters (figure 1). According to the Global Climate Risk Index 2021, Haiti ranks third among the countries most affected by extreme climate-related losses. Over 96 percent of the population is exposed to natural hazards and shocks (hurricanes, floods, earthquakes, etc.) and the frequency and intensity of extreme weather events are set to increase due to climate change.
5. Haiti has also experienced several periods of political instability, the most recent of which was marked by the assassination of President Jovenel Moïse in 2021 and a sharp rise in insecurity. Armed gangs control a large part of the capital and the country. These gangs block the port and access routes, force businesses and public services to close and hinder the population's ability to secure their livelihoods and access essential services. This situation has caused the displacement of thousands of people who are fleeing the violence and has disrupted WFP operations and logistics services.

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<sup>1</sup> World Bank. 2022. [World Development Indicators – Haiti](#).

**Figure 1: Country context and WFP operational overview, 2018–2022**



Source: Office of Evaluation.

- Political instability since 2019 and the coronavirus disease 2019 (COVID-19) have triggered a contraction in the Haitian economy. In 2020, the average length of schooling was 4.3 years for girls and 6.6 years for boys.<sup>2</sup> The agricultural sector, which accounts for 20.4 percent of the gross domestic product (GDP),<sup>3</sup> is subject to multiple constraints, making the country dependent on imports.<sup>4</sup> Haiti suffers from growing food and nutrition insecurity. By the end of 2021, 44 percent of the population (4.3 million people) were in phase 3 (crisis) or worse of the Integrated Food Security Phase Classification (IPC).<sup>5</sup> Since 2012, chronic malnutrition has stagnated at around 22 percent among children.<sup>6</sup> Anaemia affects 66 percent of children under 5 and 49 percent of girls and women aged 15 to 49.<sup>7</sup>

<sup>2</sup> United Nations Development Programme. 2020. [Human Development Insights – Haiti](#).

<sup>3</sup> World Bank. 2020. [Agriculture, forestry, and fishing, value added \(% of GDP\) - Haiti](#).

<sup>4</sup> Jose Flecher. 2019. [À propos des contraintes du secteur agricole haïtien](#).

<sup>5</sup> Integrated Food Security Phase Classification: a global, multi-organization, multi-sector initiative covering five phases of food insecurity. See: <https://www.ipcinfo.org/>.

<sup>6</sup> 19.9 percent for girls and 24.0 percent for boys under 5.

<sup>7</sup> World Health Organization. 2021. [WHO Global Anaemia estimates, 2021 Edition](#).

7. Haiti ranked 152nd of 162 countries in the 2020 Gender Inequality Index.<sup>8</sup> Nearly half of all Haitian households are headed by women. Women, most of whom work in the informal sector, are more likely to be unemployed than men. They are also paid less than men. One in three women has been subjected to violence and women have less legal protection than men. As a result, women and girls are more vulnerable to the effects of other shocks such as insecurity, COVID-19 and natural disasters.

TABLE 1: SOCIOECONOMIC INDICATORS			
	Indicator	Value	Year
	Total population (million) (1)	11.6	2022
	Human Development Index (rank) (2)	170 of 189	2020
	Urban population (% of total population) (1)	55	2021
	GDP per capita (in current USD) (1)	1,829	2021
	Agriculture, forestry and fishing, value added (% of GDP) (1)	19.8	2020
	Poverty headcount ratio at national poverty line (% of population) (1)	58	2012
	Global Hunger Index (score and rank) (3)	32.7 116 of 121	2022
	Prevalence of moderate or severe food insecurity in the total population (IPC phase 3 or worse) (%) (4)	44	2021
	Prevalence of undernourishment (%) (1)	47	2020
	Prevalence of chronic malnutrition among children under 5 (%) (4)	23	2021
	Gender Gap Index (rank) (2)	152 of 162	2020
	Adult literacy rate (% of people aged 15 and over) (1)	33	2020

Sources: (1) World Bank. 2022. [Haiti data web page](#); (2) United Nations Development Programme. 2020. [Human Development Report 2020: The Next Frontier – Human Development and the Anthropocene](#); (3) Global Hunger Index. 2022. [Haiti](#); (4) Integrated Food Security Phase Classification. 2021. [Haiti: Acute Food Insecurity Situation September 2021–February 2022 and Projection for March–June 2022](#).

<sup>8</sup> United Nations Development Programme. 2020. [Human Development Report 2020: The Next Frontier – Human Development and the Anthropocene](#).

8. The national policy and strategy for food sovereignty, food security and nutrition in Haiti intends to promote food sovereignty, food security and nutrition, among other things, by focusing on local agriculture, investing in social safety nets and improving access to basic services. The United Nations development assistance framework for 2017–2021 (extended until the end of 2022) sought to increase political, human, territorial and economic resilience through capacity building and to align national priorities with the Sustainable Development Goals (SDGs). The United Nations integrated strategic framework for Haiti for 2020 and 2021 offered a unified vision of the action taken by the United Nations system in the country.<sup>9</sup>
9. In 2020, Haiti received a total of USD 886.8 million in official development assistance. Since 2015, humanitarian aid has gradually declined, with significant funding gaps faced for plans and appeals launched in response to disasters and crises.

### **WFP country strategic plans**

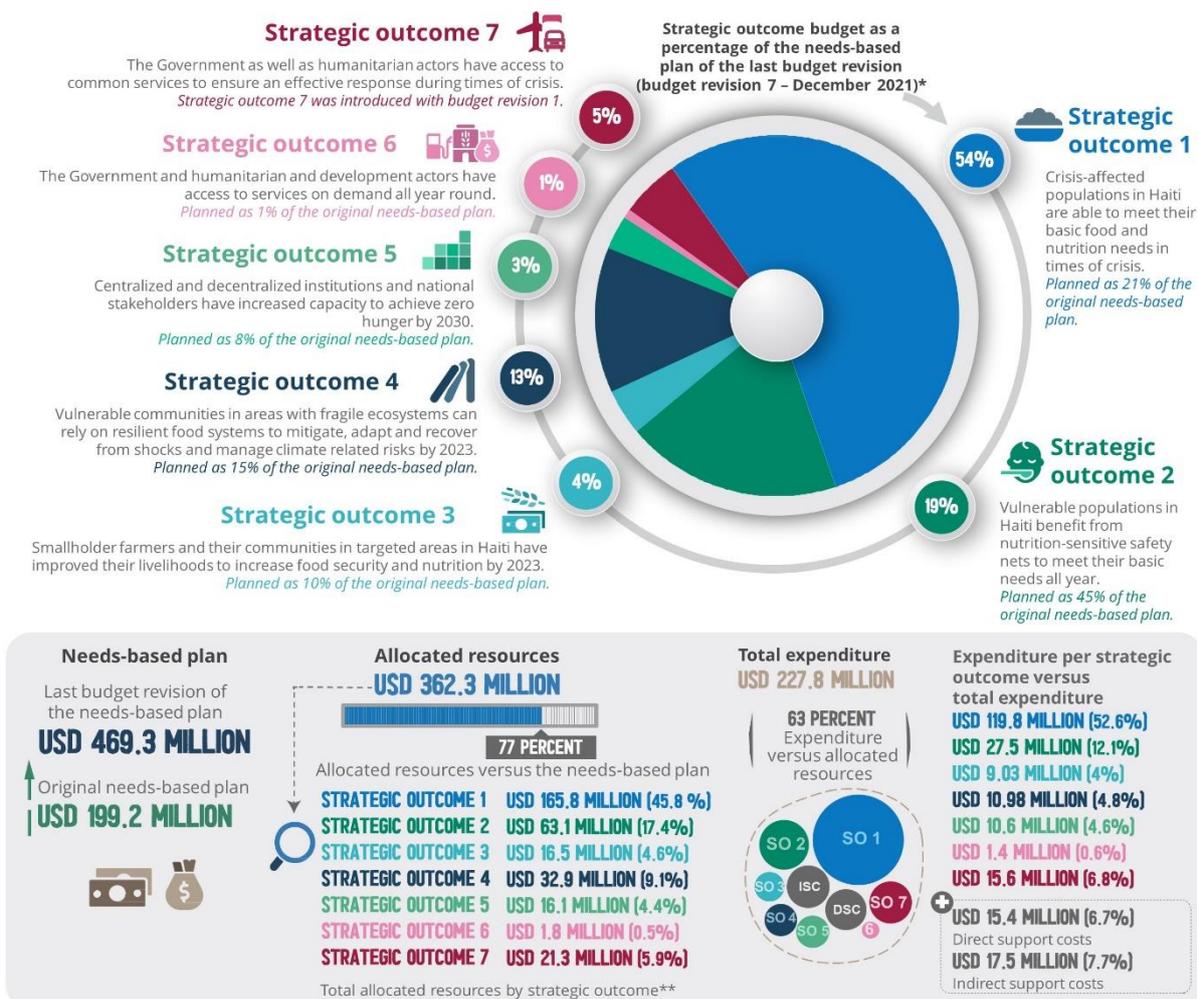
10. WFP has supported Haiti through two strategic plans: first with the T-ICSP from January 2018 to June 2019, then with the CSP from July 2019 to December 2023. The T-ICSP covered school feeding, capacity building for emergency preparedness and social safety nets. Through four budget revisions, the T-ICSP needs-based budget increased from USD 24 million for 631,000 beneficiaries to USD 88 million for 1,182,000 beneficiaries. Approximately 49 percent of required resources were mobilized, of which 91 percent were utilized.
11. The CSP is focused on agricultural development and climate change adaptation; the link between humanitarian action and development; support for government policies and capacity building; synergies between strategic outcomes and activities; the mainstreaming of gender equality and women's empowerment in all activities; and the treatment of malnutrition. It has seven strategic outcomes and ten activities, and it had an initial budget of USD 199 million for 1.47 million beneficiaries. This amount was gradually increased through seven budget revisions to USD 469 million to support almost 2.9 million beneficiaries (figure 2).<sup>10</sup>

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<sup>9</sup> A new United Nations sustainable development coordination framework for 2023–2027 was approved at the end of 2022.

<sup>10</sup> An eighth budget revision was approved in December 2022, followed by a ninth in March 2023, bringing the needs-based budget to USD 830,024,515 for 4.35 million beneficiaries. The evaluation did not take these revisions into account, as they did not fall within the period covered.

**Figure 2: Haiti country strategic plan (2019–2023) strategic outcomes, budget, funding and expenditures**



\* The needs-based plan budget percentages by strategic outcome have been calculated at the grand total level (USD 469.3 million), including direct support costs (USD 30.3 million) and indirect support costs (USD 28.4 million). This data refers to budget revision 7 approved in December 2021.  
\*\* The allocated resources by strategic outcome do not add up to USD 362.3 million as resources were also allocated to non-strategic outcome purposes (USD 1.97 million) as well as to direct support costs (USD 25.3 million) and indirect support costs (USD 17.5 million).

Sources: Country portfolio budget, seventh revision of the CSP (December 2021), integrated road map analysis tool and annual reports for Haiti.

## Evaluation findings

**To what extent are WFP's strategic position, role and specific contributions based on country priorities, people's needs and WFP's strengths?**

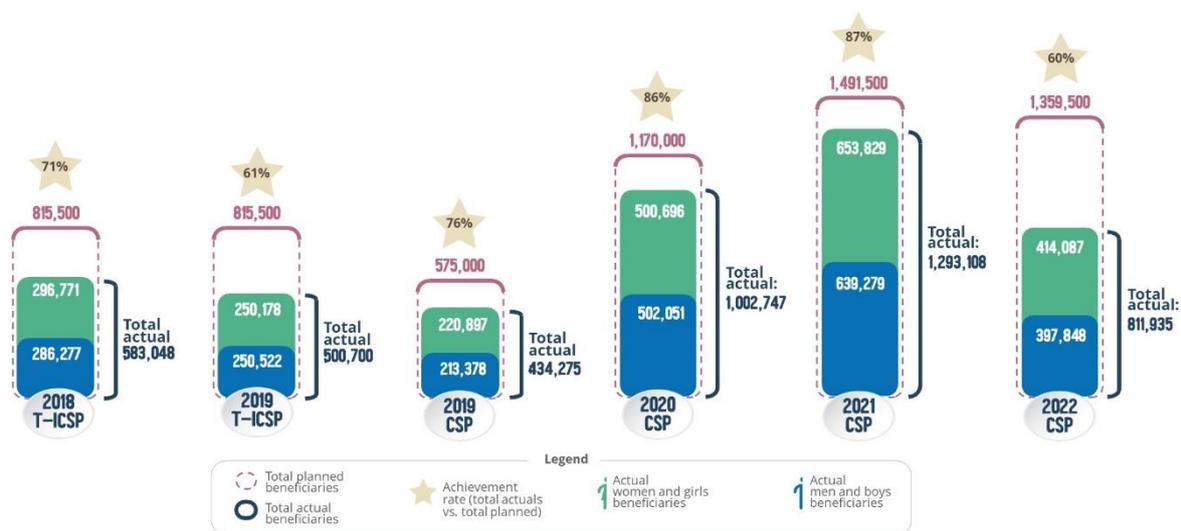
### Relevance to national policies

- The strategic focus of the CSP links three areas of action: addressing crises, tackling the root causes of food insecurity and strengthening national capacity. This focus is in line with Haiti's food security and social protection objectives, as well as the SDGs, particularly SDG 2 on zero hunger. Despite the political instability in Haiti, WFP's technical collaboration with the Government has enabled it to maintain its relevance to national priorities and to establish a constructive partnership, notably for implementing the national social protection and promotion policy.

**Relevance to the needs of those most vulnerable**

- WFP’s activities have helped to meet the immediate food security and nutritional needs of target populations, especially in emergencies. The number of planned beneficiaries almost doubled between 2018 and 2021, due to the increased needs resulting from consecutive crises (figure 3). However, in terms of the transition from life-saving assistance to resilience building support, the limited scale of longer-term activities has limited WFP’s success in addressing chronic vulnerabilities among the population.

**Figure 3: Actual versus planned beneficiaries by sex, 2018–2022**



Sources: Annual reports for Haiti (2018–2021), WFP country office tool for effective management, and CM-R001b and CM-A003 reports. Figures for 2022 are up to August.

- Geographical targeting was relevant and based on several food security analyses. Targeting at the individual level, however, was more problematic and based on two mechanisms: the information system of the Ministry of Social Affairs and Labour, which had limited geographical coverage,<sup>11</sup> and community committees which, despite enabling greater stakeholder participation, did not ensure transparent decision-making and fair targeting. Furthermore, the CSP and its activities were based on an incomplete analysis of vulnerabilities and did not reflect the specific needs linked to certain kinds of vulnerabilities and their possible intersection, such as gender, age, internal displacement, health status or disability. Children in very poor or remote areas were excluded from the school feeding programme, as their schools lacked the minimum capacity needed to host a WFP-supported canteen.

**Strategic positioning and adaptability**

- Since 2019, WFP has reorganized its operations portfolio to focus on emergency response interventions following consecutive crises in Haiti. It has also strengthened its role in coordinating and facilitating humanitarian actors’ access to logistics and air transport services. The country office has demonstrated its adaptability and innovation, notably by adapting its school feeding programme during the COVID-19 pandemic and in the wake of the earthquake in the Grand Sud region. Its organizational agility has stemmed largely from its ability to work with key partners, mobilize resources and operate effectively in emergencies.

<sup>11</sup> By mid-2022, this system was recording data for 26 percent of the Haitian population.

### ***Collaboration with external partners***

16. WFP's institutional activities were aligned with the objectives of the United Nations in Haiti's key strategies and plans for 2017–2021. WFP was heavily involved in Haiti's humanitarian response as part of the humanitarian country team, particularly in terms of providing food security and logistics support. It also helped to coordinate action in the country among several sectors and working groups, in some cases acting as lead or co-lead. Furthermore, it has developed a largely positive collaboration with other United Nations organizations, although some partnerships and synergies were difficult to establish at the programme implementation level due to competition for resources, the siloed approach of some donors and the perception among some organizations that WFP had sometimes gone beyond its mandate and areas of specialized expertise.
17. WFP has successfully coordinated the efforts of multiple agencies and donors<sup>12</sup> to develop and fund the national social protection and promotion policy. However, its role in implementing social protection policy has given rise to tensions within the United Nations country team, where opinions are divided on WFP's role and position in relation to activity implementation, which some believe should be carried out as part of the "Delivering as One" strategic process.<sup>13</sup>

### **What are the extent and quality of WFP's specific contribution to country strategic plan strategic outcomes in Haiti?**

#### ***Contribution to strategic outcomes and the United Nations integrated strategic framework***

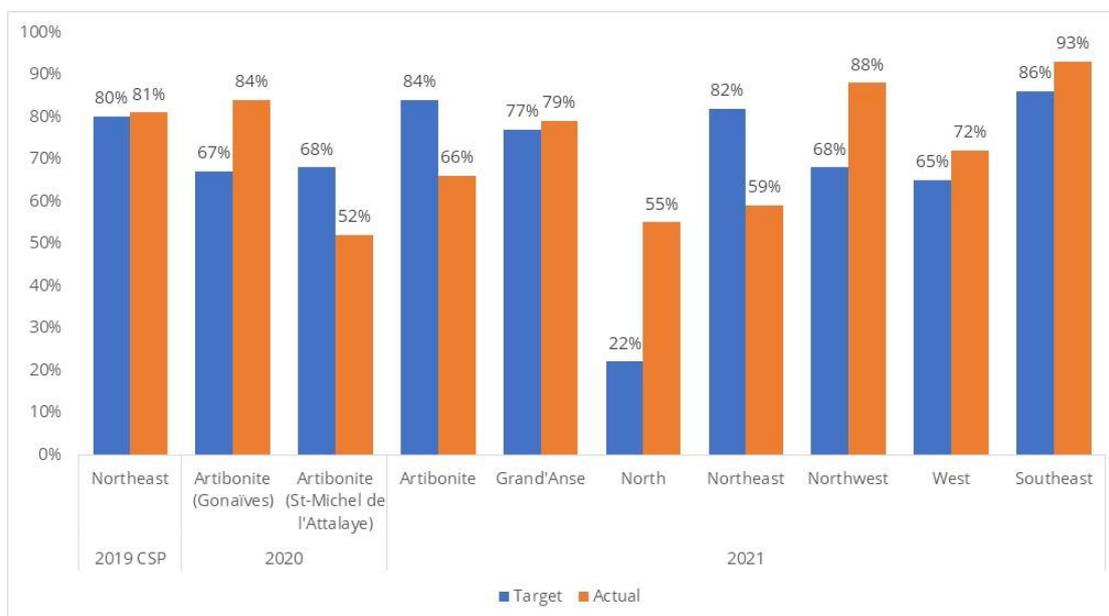
18. **Strategic outcome 1.** Between 2018 and 2022, WFP provided unconditional food assistance to around 33 percent of the crisis-affected people scheduled for assistance during the T-ICSP period and 71 percent of those scheduled for assistance under the CSP (taking into account all forms of assistance). The implementation rate was generally better for cash-based transfers than for food distributions. Over this period, the largest number of beneficiaries were assisted in 2021, with 945,999 people supported in emergencies (49 percent of whom were women), which corresponds to 78 percent of planned figures. The food consumption of beneficiary households was close to – or even exceeded – target values. The diverse range of assistance, which often combined food and cash-based assistance, not only ensured food for beneficiaries but also enabled them to meet other basic needs.

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<sup>12</sup> These include the International Monetary Fund, the European Union, the United States Agency for International Development, the Economic Commission for Latin America and the Caribbean, the World Health Organization, the International Labour Organization, the United Nations Children's Fund, the World Bank and the United Nations Entity for Gender Equality and the Empowerment of Women.

<sup>13</sup> This is an integrated strategic framework that offers a unified approach to the United Nations in Haiti's actions and focuses on cross-cutting structural barriers to achieving stability and the Sustainable Development Goals in Haiti. It was approved in February 2022.

**Figure 4: Percentage of households applying crisis or emergency coping strategies due to a lack of food, by province, during the CSP period**



The actual percentage of households in these categories should be less than the target value. The annual country reports present local figures only, not an overall picture.

Sources: Annual country reports for Haiti (2019–2021).

19. A large proportion of beneficiary households still frequently resort to using negative coping strategies (figure 4) and overall, people's ability to meet their food needs has continued to deteriorate. However, the evaluators are of the opinion that the situation would have deteriorated even further without WFP assistance, given the considerable number of people assisted.
20. **Strategic outcome 2.** WFP has increased the population's access to basic social protection through school canteens and by strengthening safety nets with a focus on nutrition and building the capacities of the Ministry of Social Affairs and Labour. The number of WFP-supported school canteens has gradually increased, from 975 primary schools in 2019 to 1,538 primary schools and 945 preschools in 2021 (figures that are very close to the target figures), with 86 percent of planned beneficiaries having received a meal in 2021. Although COVID-19 and the earthquake in the Grand Sud region severely impacted the regularity of meals, according to testimonies gathered school canteens have helped improve school results and retention rates, as well as the nutrition of children, for whom the meal received at school was sometimes their only meal of the day. Nonetheless, nutrition awareness-raising activities have been inconsistent, and cash-based transfers for social protection have remained well below target due to a lack of funding.
21. **Strategic outcome 3.** WFP's resilience building interventions have helped to provide students in an increasing proportion of schools (8 percent in 2019, rising to 13 percent, or 312 schools, in 2021) with nutritious meals made with local produce. However, the proportion of local purchases in school canteens is still low, in part due to local food being much more expensive than imported food. Due to limited resources, small-scale producer organizations have received little support and only in the short term, making it difficult for the agricultural sector to overcome the major constraints it faces. Furthermore, WFP has been unable to fully deliver on its mandate of providing humanitarian assistance and contributing to development and peace. The impact of local purchases on the productivity or diversification of local agricultural production has not been demonstrated.

22. **Strategic outcome 4.** WFP has provided food assistance for asset creation to a growing number of vulnerable households (50,005 in 2021 compared with 10,600 in 2019). Although this has positively impacted households' food security (the proportion of households with an acceptable food consumption score increased from 26 percent to 36 percent in the Nord-Ouest region between 2020 and 2021) and assets (with rehabilitated roads, improved water management and improved farming tools and seed quality, among others), these impacts are unlikely to be sustainable. The lack of synergy between emergency and resilience activities, particularly the lack of continuity between these two activity types for the same group of beneficiaries, has limited the contribution of conditional assistance to increasing resilience among the most vulnerable populations.
23. **Strategic outcome 5.** WFP has achieved its objectives in institutional capacity building by pragmatically targeting potential beneficiary institutions and developing appropriate activities. It has supported the development and implementation of national policies and strategies on school canteens (2016) and food sovereignty, security and nutrition (2021). It also supported the development of the national social protection and promotion policy<sup>14</sup> adopted in 2022 and its implementation with financial assistance from the World Bank. Through capacity building activities for institutional partners, the percentage of the population benefiting from social coverage rose from 7 percent in 2017 to 20 percent in 2020 (this increase being slightly lower than projected due to COVID-19). However, the results achieved in institutional capacity building are precarious. In addition, the operational environment makes it difficult to transfer responsibility for programmes to the Government of Haiti, which requires further capacity building.
24. **Strategic outcomes 6 and 7.** Populations affected by crises have benefited from more effective interventions by humanitarian partners through telecommunications, logistics, supply and air transport services provided by WFP. Through the trust-based technical partnership it has established with the Government, WFP has been able to work effectively despite political instability. WFP provided its partners with services that were particularly important in helping them overcome difficulties related to the COVID-19 crisis and to the earthquake and the insecurity, which made certain land transport routes unusable. In 2021, 8,112 passengers from 114 organizations were transported via flights provided by the United Nations Humanitarian Air Service. A total of 171 barge trips were also made.

#### ***Humanitarian principles and cross-cutting objectives***

25. **Gender.** WFP has progressively improved its analyses to take account of gender inequality in Haiti. However, insufficient account has been taken of intersectionality. Measures to promote gender equality and women's empowerment have proven difficult to implement and have not been monitored in detail. Overall, these measures have not sufficiently met WFP policy requirements in this area. It is therefore hard to determine the scope of outcomes that are likely to encourage transformation. Awareness raised on the importance of social and behavioural change with regard to gender-based violence and the roles played by girls and boys in school canteens was much appreciated.
26. **Humanitarian principles.** The principles of humanity, impartiality and neutrality form an integral part of WFP's work in Haiti. They ensure that WFP systematically and indiscriminately supports those most affected by food insecurity and that its assistance does not favour any given party in the event of conflict. However, to ensure the protection and safety of beneficiaries and staff, WFP has occasionally had to request the presence of law enforcement officers at distribution sites or use armed escorts to accompany its convoys, which may have created perceptions of a lack of independence from the Government.

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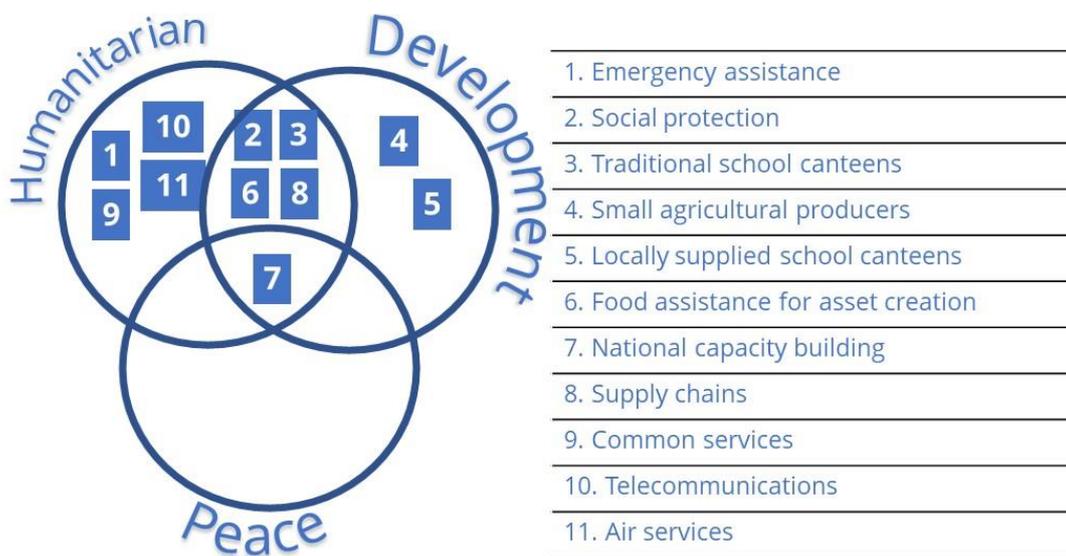
<sup>14</sup> Ministry of Social Affairs and Labour. 2021. *Atelier de travail sur la Politique nationale de protection et de promotion sociales*.

- 27. **Protection and accountability to affected populations.** WFP has recently taken measures to ensure respect for the dignity and well-being of beneficiaries at distribution sites, such as setting up separate queues for certain highly vulnerable groups. As feedback systems have only recently been implemented, they are not yet widely known. Beneficiaries are thus not yet able to share their opinions and complaints with WFP in confidence.
- 28. **Environmental considerations.** WFP has contributed to environmental protection through a number of activities such as the "Clean Cooking" project in school canteens and the systematic analysis of social and environmental risks associated with food assistance for asset creation activities. However, these measures are still in the inception phase.

***Sustainability and the humanitarian–development–peace nexus***

- 29. The sustainability of WFP's results is hampered by the lack of activities focused on addressing the root causes of food insecurity. This is due to the short-term nature of funding and limited capacity and resources of public institutions, as well as the particularly challenging social, political and security context. The synergies and complementarities between humanitarian assistance and development projected by the CSP have only materialized to a very small extent. Collaboration between WFP and United Nations entities with more development-oriented mandates remains inadequate. The link between humanitarian action and contributions to peace is neither clearly defined in WFP's strategy nor highlighted during activity monitoring. Support for social protection seems to have the greatest potential for linking WFP's activities with those aimed at fostering social cohesion and peace (figure 5).

**Figure 5: Humanitarian–development–peace nexus and country strategic plan activities**



Source: Evaluation team.

**To what extent has WFP used its resources efficiently?**

***Resource allocation and expenditure levels***

- 30. The allocation of resources to different activities changed significantly between 2018 and 2022. In 2018, priority was given to school canteens, which received more than a third of the allocated resources. However, from mid-2019 onwards, emergency food assistance received the majority of resources. This change in priority was mainly due to a significant increase in resources for emergency assistance in response to the sharp rise in needs.

31. By mid-2022, a year and a half before the end of the CSP's implementation, expenditure was at 55 percent of that stipulated by the implementation plan, owing to both a relatively low level of resource mobilization and a low rate of fund utilization (61 percent for the entire CSP). This was due in particular to the crises that arose after the CSP had been adopted and which altered priorities; inadequate levels of human resources and limited capacities of cooperating partners; and administrative difficulties and late receipt of some funding.

#### ***Speed of attaining produce***

32. The challenging environment impacted WFP's ability to keep to schedule, with marked variations between regions and distribution sites. Many factors had a negative impact on punctuality. These included external factors (such as insecurity and weaknesses in the banking system) and internal factors (such as delays in targeting, paying cooperating partners and processing monitoring data). While WFP was generally able to deliver rapid emergency assistance, this was not the case for resilience building activities.

#### ***Cost efficiency and effectiveness***

33. Under the CSP, WFP was able to provide assistance to beneficiaries at lower costs than planned for the majority of activities and years concerned. The percentage of resources directly allocated to activities as a proportion of total available resources rose from 86 percent in 2019 to 90 percent in 2021. Between 2018 and 2021, total food stocks more than doubled, reaching 124,427 tons in 2021. During this period, over 500 tons of commodities were lost due to quality, transport and processing issues. Recently, WFP has implemented measures to mitigate the risk of food losses.
34. Significant efforts have been made to achieve the desired results at lower costs (for example, through the introduction of cash-based transfers), minimize losses (through more rigorous controls on cargo arriving at the port) and mitigate risks (such as by using barge shipping to bypass unsafe land areas). However, the need to contain costs has sometimes had to be balanced against the need to achieve the CSP objectives. A school meal prepared using local produce costs around 50 percent more than one using imported produce but is likely to encourage local production.

#### **What factors explain WFP's performance?**

##### ***Use of evidence***

35. The CSP's strategic shift and its adaptation to the changing operating environment were based on WFP's mandate and the lessons learned from evaluations, multi-stakeholder exchanges and food security analyses of varying scope and frequency, which were conducted jointly with the Government and other partners.
36. The monitoring carried out by the country office provided real-time information that enabled activity managers to react promptly to any problems that arose. However, it provided little information on the direct and cross-cutting impact of interventions, meaning that its use in strategic decision-making was limited. This was due to the method used to monitor WFP's outcomes, which reduced the utility of the information collected. Several of the cooperating partners interviewed by the evaluation team wanted the results of WFP's monitoring to be shared with them in more detail.

##### ***Financial resources***

37. The main donors to the T-ICSP and CSP are the Government of Haiti – using funding from the World Bank and the Inter-American Development Bank – followed by the United States of America and Canada. In August 2022, contributions to WFP stood at almost USD 359 million (76 percent of the needs-based plan), leaving a shortfall of USD 110 million to cover needs until the end of 2023.

38. The dominant model of earmarked funding (which reflects donor priorities and has a short-term focus) has significantly impacted WFP's ability to realize the planned strategic shift and to ensure the sustainability of interventions, including those focused on institutional capacity building. Donors have expressed interest in large-scale resilience building and development projects, as well as in social protection.

### **Partnerships**

39. Overall, the collaborative relationships WFP has forged with its partners including in the Government, civil society and development banks, the good coordination it has established with other actors and the synergies it has created have helped it to achieve results in Haiti. WFP has used its resources to support its partners in times of crisis.
40. At the local level, WFP has integrated well into communities through close collaboration with local authorities and community committees. WFP's cooperating partners have emphasized the transparency of its actions, as well as the good communication, flexibility and adaptability it demonstrates in choosing the most appropriate form of assistance for the context. However, capacity gaps of certain key partners may have hampered the implementation and monitoring of activities.

### **Human resources**

41. WFP's performance has sometimes been limited by the human resources available to it, not only in terms of their number but also in terms of individual profiles and experience, due to frequent staff turnover and insufficient attention paid to various aspects of human resources management (recruitment, training, knowledge transfer, team spirit and well-being). Several positions were unfilled and existing staff were underprepared, overworked and personally affected by the events on the ground, which were detrimental to their well-being.

### **Conclusions**

42. **Conclusion 1:** The implementation of the T-ICSP and the CSP has been subject to adverse climate, political, economic and social events that have created an exceptionally challenging work environment. Nevertheless, the country office successfully adapted to many obstacles and assisted a considerable number of people affected by consecutive crises. Despite the context of political fragility and instability, WFP worked with the Government on a technical level, supporting it in the development and implementation of three national policies. However, the volatile context weakened the ability of WFP and its partners to carry out the planned activities effectively and efficiently to achieve lasting results.
43. **Conclusion 2:** Based on more integrated strategic planning at the country level and a shift from humanitarian assistance to activities aimed at tackling underlying causes of vulnerability, the envisaged shift remains relevant, although it is still in its infancy. The context of recurrent crises and funding pressures has led WFP to focus on emergency food assistance. This has prevented it from effectively addressing chronic food insecurity and taking into account the nutritional status and livelihoods of affected and vulnerable populations in each of its activities.
44. **Conclusion 3:** The country office's biggest success has been in achieving CSP strategic outcomes in emergency response and supporting the Government of Haiti in adopting major policies and strategies. The high proportion of earmarked funding has limited WFP's flexibility. Resilience-focused activities were more difficult to fund, underlining the importance of raising awareness among key partners and donors of all aspects of WFP's mandate and the importance of leveraging its growing resilience building capabilities to help the country to achieve SDG 2.

45. **Conclusion 4:** Overall, with its proven ability to adapt and operate in complex environments, WFP is an effective and trusted partner for the Government, donors and other humanitarian actors. By providing essential services to the Government and to humanitarian and development actors, WFP has enabled the people of Haiti to benefit from more effective and efficient assistance. However, partnerships with other United Nations entities that also have long-standing expertise in the field of development have remained underutilized.
46. **Conclusion 5:** In the absence of a strategy to address cross-cutting issues, attention paid to gender equality, accountability to affected populations, protection, climate change and the environment has often been uneven, with varying degrees of consideration given to these areas in strategic outcomes and activities. To achieve transformative results that likely lead to gender equality and empowerment of women, WFP's objectives should be clarified and the country office's resources should be strengthened so that the various needs of women, men, girls and boys can be better taken into account during programme development. Although various mechanisms were implemented to enable beneficiaries to provide feedback, these were underused. Humanitarian principles and protection were taken into account in WFP's work with a view to ensuring respect for the dignity of beneficiaries and protecting them from harm. However, certain compromises in terms of independence were necessary to ensure the protection and safety of people and property, which may have exposed humanitarian staff to new security risks.

## Recommendations

	Recommendation	Recommendation type	Responsible WFP offices and divisions	Other contributing entities	Priority	Deadline for completion
1	<b>WFP should allocate more attention and investment to outcomes that address the root causes of food and nutrition insecurity and to resilience building in order to adopt a more integrated approach in line with the strategic shift envisaged in the country strategic plan.</b>	Strategic	Country office programme and policy units		High	December 2024
1.1	In geographic areas affected by shocks, WFP should ensure that its integrated resilience building interventions systematically take over from ad hoc emergency food assistance to ensure continuity and create opportunities to improve the livelihoods and resilience of vulnerable households facing shocks.				High	December 2023
1.2	WFP should scale up activities that both build resilience and address the root causes of food insecurity.  For example, it should scale up the school feeding model based on local procurement, which helps improve food security for pupils while building the capacity of smallholder farmers, who it supports in accessing local markets, diversifying local production and improving their livelihoods and ability to recover from shocks. This involves establishing appropriate partnerships with other players with the necessary specialist skills in the agricultural sector to ensure that local production is adapted to Haiti's agricultural conditions and the food preferences of affected populations.				High	December 2023
1.3	In the next country strategic plan and in the corresponding implementation plans, which will be combined within an overall plan for the country office, WFP should define and explain how activities, outputs and outcomes relate to one another and the implications of this for collaboration between country office units and the implementation of interventions.				High	December 2023

	<b>Recommendation</b>	<b>Recommendation type</b>	<b>Responsible WFP offices and divisions</b>	<b>Other contributing entities</b>	<b>Priority</b>	<b>Deadline for completion</b>
1.4	WFP should clarify and strengthen the contributions it intends to make in collaboration with United Nations country team members through technical support for relevant government stakeholders to enable structural changes to achieve long-term results in terms of food security and Sustainable Development Goal 2.				Medium	December 2024
<b>2</b>	<b>WFP should build its capacity to achieve the results set out in the country strategic plan by ensuring that all necessary resources, both financial and human, are allocated to it.</b>	Operational	Country office	Regional bureau and headquarters	High	December 2025
2.1	WFP should work more with donors (e.g. organizing field visits for them) and find new donors to increase the budget allocated to resilience building outcomes, thus achieving long-term results linked to resilience.				High	December 2025
2.2	WFP should demonstrate its expertise in resilience building and its added value as an actor and partner in humanitarian assistance and development by focusing on monitoring and evaluation.				High	December 2025
2.3	WFP should focus on retaining human resources by working on the types of contracts offered under the new staffing framework and the recently conducted organizational alignment review and by promoting the training of new staff, creating team spirit and establishing stronger synergies and closer collaborative links between country office units.				High	December 2023
<b>3</b>	<b>WFP should broaden its partnerships with Haitian institutions and contribute more to their capacity building.</b>	Strategic	Country office policy unit		High	December 2025
3.1	WFP should define an action plan that sets out a comprehensive scheme of short-, medium- and long-term objectives that enable policies developed with its support to be institutionalized and implemented.					
3.2	In partnership with other relevant international organizations, WFP should support the Government of Haiti in planning, implementing and monitoring policies that promote links between humanitarian assistance and development.					

	<b>Recommendation</b>	<b>Recommendation type</b>	<b>Responsible WFP offices and divisions</b>	<b>Other contributing entities</b>	<b>Priority</b>	<b>Deadline for completion</b>
3.3	In view of climate change, WFP should extend its portfolio of capacity building activities to the ministries of agriculture and the environment.					
3.4	WFP should strengthen the capacities of decentralized government bodies and community organizations to ensure more stable and sustainable interventions.					
<b>4</b>	<b>WFP should continue to adjust targeting strategies and forms of assistance to adapt to changing needs and circumstances in Haiti.</b>	Operational	Country office research, assessment and monitoring, and programme units	Country office supply chain unit Regional bureau	High	July 2024
4.1	WFP should focus on improving targeting and related verification (and documentation) so that the most vulnerable groups have priority access to assistance, including women heads of households and vulnerable people with limited access (due to distance or disability) to food distribution services, among others. It should update existing standard operating procedures for targeting to ensure that they take account of the local context. If emergency support is required, it must strike the correct balance between rapid response and precise targeting.				High	
4.2.	WFP should adapt its forms of assistance to ensure that assistance is easily accessible to all targeted people, including women and highly vulnerable people, and that it accounts for the capacities of each group. It should also adapt transfers to ensure that its assistance contributes to the achievement of its objectives.				Medium	
<b>5</b>	<b>WFP should ensure that cross-cutting issues such as gender equality, protection, accountability to affected populations, the environment and climate change are taken into account more systematically and in a more integrated way in activities relating to all country strategic plan outcomes.</b>	Strategic	Country office research, assessment and monitoring; gender; and communication with communities units	Regional bureau gender and protection units	High	December 2024

	<b>Recommendation</b>	<b>Recommendation type</b>	<b>Responsible WFP offices and divisions</b>	<b>Other contributing entities</b>	<b>Priority</b>	<b>Deadline for completion</b>
5.1	WFP should carry out intersectional analyses of gender, protection, diversity and inclusion issues, taking into account relevant social and environmental challenges, to inform the development of the new country strategic plan and the planning and implementation of related activities.				High	June 2024
5.2	WFP should build the capacity of the country office and its staff to consider cross-cutting issues in programme analysis, design, budgeting, implementation, and monitoring and evaluation so that the distinct food security and nutrition needs of women, men, girls and boys can be better addressed.				Medium	December 2024
5.3	WFP should develop a strategy and an action plan to address the cross-cutting issues to be taken into account in the activities carried out under all the country strategic plan outcomes.				Medium	June 2024
5.4	WFP should communicate more with beneficiaries to explain targeting criteria and forms of assistance, communicate the assistance schedule and report on actions taken. It should establish a targeting-related complaints mechanism for beneficiaries (to address inclusion and exclusion errors).				High	December 2023
5.5	WFP should work to reduce the environmental footprint of its operations in Haiti, particularly by implementing an environmental risk monitoring system for programmes and projects.				Medium	December 2024

**Acronyms**

COVID-19	coronavirus disease 2019
CSP	country strategic plan
GDP	gross domestic product
IPC	Integrated Food Security Phase Classification
SDG	Sustainable Development Goal
T-ICSP	transitional interim country strategic plan