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**Rome, 22–26 October 2001**

# **COUNTRY STRATEGY OUTLINES**

**Agenda item 7**

***For consideration***



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## **COUNTRY STRATEGY OUTLINE— HAITI**



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# Note to the Executive Board



**This document is submitted for consideration to the Executive Board.**

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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# Executive Summary

One of the poorest nations in the world, Haiti is also the poorest country in the Americas, owing to its limited, overexploited natural resources, prevailing political and economic instability and exposure to recurring natural disasters. More than two thirds of its eight million inhabitants live below the absolute poverty line, on less than US\$160<sup>1</sup> per year. Most poor households subsist on less than US\$40 per person per year, and are often single parent– or female-headed households. The country has a chronic food production deficit that amounts to some 50 percent of needs, and is growing. The total food deficit represents 7 to 10 percent of requirements after imports and aid. Food aid meets 5 to 8 percent of food needs.

The per capita gross domestic product (GDP), which has been stagnating or decreasing for the past 40 years, is calculated at US\$413, and the per capita net annual income in rural areas is US\$134. In 2000, Haiti was classified as a least developed country (LDC) and ranked 150<sup>th</sup> (123<sup>rd</sup> in terms of gender parity) out of 174 countries, according to the UNDP Human Development Index. This represented a drop compared with 1990, when the country ranked 124<sup>th</sup>. Some 32 percent of Haiti's children are affected by chronic malnutrition, while 8 percent are acutely malnourished. Less than 50 percent of inhabitants of rural areas have access to safe drinking water. Infant and child mortality is at 131 per 1,000 live births (decreasing), and maternal mortality is at 523 per 100,000 live births. The net enrolment rate in primary education is 65 percent, while 52 percent of adults (and 54.4 percent of women) are illiterate.

Under the proposed strategy (this is a second-generation Country Strategy Outline [CSO]) for the 2002–2006 period (programming cycle harmonized with UNDG bodies), the main objective is to enable the most vulnerable population groups to meet their short-term food needs and to invest in human capital in the short and medium term in order that they can break out of the cycle of poverty. Priority groups being targeted are the poorest women and children living in areas defined by the Government, WFP and United Nations organizations as priority areas, i.e. the North and North-East departments and certain highly marginal areas in the Port-au-Prince metropolitan area.

This CSO is based on the United Nations Development Assistance Framework (UNDAF, May 2001), which in turn is derived from the Common Country Assessment (CCA, October 2000).

The basic activity aims to reach 250,000 beneficiaries a year, while the supplementary activity seeks to assist 60,000 beneficiaries (if resources are available). In accordance with

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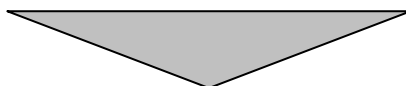
<sup>1</sup> One United States dollar is equivalent to 23 Haitian gourds.



decision 1999/EB.A/2, WFP focuses its development activities on five objectives. The country strategy for Haiti covers three areas, in conformity with Enabling Development policy objectives 1, 2, 4 and 5:

- **Vulnerable women and children: education and nutrition.** The long-term objective is to: (i) contribute to decreasing malnutrition among the most vulnerable groups, including those affected by HIV/AIDS and tuberculosis; (ii) reduce the costs of enrolling in and attending school (in the broadest sense); and (iii) support the initiatives of partners assisting very vulnerable groups' recovery through grass-roots educational and social activities.
- **Watershed management: protection and production.** The objective is to set up an integrated, participatory management framework for three catchment areas, one of them located on the border with the Dominican Republic, so as to make the most of available space.
- **Disaster mitigation: contingency planning and response.** The objective is to contribute to reducing, in the targeted regions, the most vulnerable population groups' risks to natural disasters, both in rural areas and in disadvantaged areas of towns.

## Draft Decision



The Board endorses the Country Strategy Outline for Haiti (WFP/EB.3/2001/7/2) and authorizes the Secretariat to proceed with the formulation of a Country Programme, which should take into account the comments of the Board.



## FOOD INSECURITY AND THE POOR AND HUNGRY

### Food Insecurity at the National Level

1. Chronic social, political and economic instability and generally deteriorating living conditions at almost all levels in Haiti have exacerbated food insecurity there.
2. Some two thirds of the country's population live below the poverty line, most of them far below it. Generally speaking, Haiti's economy has been stagnating for the past 40 years. Between 1960 and 1988 the country experienced growing poverty characterized by a drop in the per capita GDP in constant dollar terms.<sup>2</sup> Purchasing power is insufficient, particularly in rural areas, where income sources are principally non-agricultural. Following the coup d'état in 1991 and the embargo imposed in 1993, the country's economic situation deteriorated further.
3. The share of household income spent on food increased from 56 percent in 1987 to 73 percent in 1999. Food prices doubled in real terms between 1980 and 1991, and increased fivefold between 1990 and 2000. In the provinces,<sup>3</sup> prices fluctuate widely during the year.<sup>4</sup> Food imports absorb 78 percent of export earnings.
4. Food availability is erratic, with a chronic structural deficit fluctuating between 200,000 and 250,000 tons cereal equivalent (TCE). About 1.8 million TCE would be required to meet the food needs of Haiti's population adequately<sup>5</sup> (225 kilos per person per year). Domestic production supplies some 980,000 TCE net, or just over 50 percent of requirements. Since 1986, commercial imports have increased sharply, to some 450,000–500,000 tons (28 percent of requirements), and food aid provides between 100,000 and 165,000 TCE per year (5.5 to 8 percent of needs). Total supplies are therefore between 1.53 and 1.63 million TCE, amounting to between 90 and 93 percent of demand. Generally speaking, Haiti does not produce enough food—either quantitatively or qualitatively—to cover a deficit resulting from strong demographic pressure. (The population grew from 3.1 million inhabitants in 1950 to an estimated eight million in 2000.)
5. Remittances from Haitians living abroad—at between US\$300 million and US\$700 million—and foreign aid have so far enabled the country to maintain a relatively stable level of food availability by making commercial imports possible. Nevertheless, this level is insufficient and above all quite fragile.
6. With poverty worsening in monetary terms, poverty in human terms remains a foremost cause for concern. Gender problems in Haiti can be felt in the economic, social and cultural spheres. The prevalence of multiple romantic ties makes men less attentive to the needs of their partners and children. Women therefore have to shoulder the heavy burden of running the household and providing for their families, which obliges them to undertake various time-consuming activities.

<sup>2</sup> Inter-American development bank (IDB), Banque de la République d'Haïti.

<sup>3</sup> Household Food Economy Analysis, Common Country Assessment.

<sup>4</sup> Report on food security, European Food Security Network (EFSN), 1999.

<sup>5</sup> Daily calorie requirements have never been established empirically. Different organizations use different estimates, such as: the National Coordination on Food Security (CNSA), which used 2,250 kcal in 1995 and 1,980 kcal in 1997; FAO (2,240); USAID-Auburn (2,235). A *statu quo* calculation of the country's food balances indicates a clear consumption need of 1,795 kcal (based on the period 1987–1996).



7. Biological utilization of food is not optimal, given the prevalence of infectious diseases, the limited access to clean drinking water (53 percent in Port-au-Prince and 45 percent in rural areas<sup>6</sup>) and the absence of food quality control. Non-potable water, a breeding ground for pathogens, contributes to an unhealthy environment.
8. The direct consequences of food insecurity in Haiti include: (i) 15 to 19 percent of children have low birth weight; (ii) 32 percent of children suffer from chronic malnutrition and 8 percent from acute malnutrition; and (iii) a lack of micronutrients such as iron and folic acid causes anaemia (in 35 to 40 percent of women and 40 to 50 percent of children). Whereas rural areas are more affected by chronic malnutrition than the Port-au-Prince metropolitan area (35 percent compared with 20 percent), both areas have a similar rate of acute malnutrition (8 percent). There are no significant differences between boys and girls.
9. In 1998, the net school enrolment rate for primary education was 61 percent, but less than 15 percent for secondary education.<sup>7</sup> Although there are currently no great differences between enrolment rates for boys and girls, this is not the case between urban and rural areas, where rates are very different (86 percent compared with 67 percent). Girls from the poorest households are much more likely to drop out of school because of the expense involved and because they are needed to work at home. Fifty-two percent of the country's population is illiterate, but in rural areas 80 percent of women are often unable to read or write.
10. Nearly three quarters of schoolchildren drop out in junior or senior secondary school.
11. Haiti's poor populations suffer considerably from the natural disasters that hit the country every year, including drought (local every year and regional one year out of three) and periodic floods (several times a year), the effects of which are made worse by severe environmental degradation. The more remote areas are especially vulnerable, as they are difficult to reach. In addition, Haiti straddles a seismic fault line, which, although inactive for decades, potentially could cause enormous damage.
12. Despite an improvement in government management of food security (National Coordination of Food Security [CNSA], Directorate for Civilian Protection), Haiti does not at present have, nor will it have in the medium term, enough resources to cope with major food shortages.
13. Between 1991 and 2000, the volume of food aid to Haiti<sup>8</sup> oscillated between 68,000 tons and a maximum of 165,000 tons (estimated). It should be noted that 70 percent of that aid is monetized in order to finance various development programmes and projects jointly set up by donors and the Government. Some 6 percent of the aid goes through multilateral channels, i.e. through WFP (3,000 tons in 1998 and 10,000 tons in 2000). WFP assistance thus represents some 20 to 25 percent of the food aid distributed directly to the most vulnerable beneficiaries.

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<sup>6</sup> Wasams report 1999 quoted by the "Santé" study group in the Common Country Assessment, United Nations system, Republic of Haiti, Haiti, October 2000.

<sup>7</sup> Ministry of Education, Youth and Sports quoted in the Social Statistics Tables, Vol. 1; Ministry of Economy and Finance/Haitian Statistics and Data Processing Institute (IHSI)/UNDP, Port-au-Prince, 2000.

<sup>8</sup> CNSA and WFP/Interfais.



## Geographical Targeting

14. Targeting the beneficiary population is complicated by a lack of data, and by the fact that when data do exist they are unreliable.<sup>9</sup> Estimates of the level of poverty, of its geographical distribution and of food security in remote areas of the country are most often based on accurate surveys financed by foreign funds. Despite the shortage of data, it is generally accepted that the four departments in the north and centre<sup>10</sup> of the country are the most vulnerable. In addition, with the Government's approval, WFP's Country Programme focuses on the North and North-East departments. Ongoing consultations are held with WFP's principal partners and non-governmental organizations (NGOs), while additional data are available from information and experience gained during activity implementation.
15. With the support of organizations including WFP, the Food and Agriculture Organization (FAO), the Inter-American Development Bank (IDB) and the European Union, the Government has undertaken a vulnerability analysis and mapping (VAM) survey. A preliminary analysis points to certain objective factors confirming the greater vulnerability of the North and North-East departments. These areas are characterized by:
- **A precarious environment:** The climate is arid, some areas inside the two departments are isolated and the region almost completely lacks forest cover.
  - **Weak household incomes:** Measured in 1996, a substantial gap exists between the household expenditure<sup>11</sup> of a typical family in the North and North-East departments (8,421 and 7,363 gourds, respectively) and that in the other three departments (Artibonite: 12,236 gourds; Centre: 15,319 gourds; and West: 13,750 gourds).<sup>12</sup>
  - **A stagnant economy:** The closure in the 1970s of the biggest agro-industrial businesses, plus the fact that local cash crops (coffee and sisal) are not competitive, means that the main income-generating activities in the north have been destroyed, leaving thousands of the region's inhabitants unemployed.
  - **Malnutrition problems:** The prevalence and gravity of infant malnutrition is high in absolute terms in all departments (25 to 38 percent), including the North and North-East (where there is a severe growth deficit in terms of "height for age" of 35 and 27 percent, respectively).
  - **A threat to health:** Women are frequently exhausted by the many tasks they have to carry out in the home, and their state of health urgently needs improving.<sup>13</sup> In 1998, 21 percent of the deaths of mothers in childbirth occurred in these two departments.<sup>14</sup> The scourge of HIV/AIDS strikes children in two ways, afflicting them with the disease and making them orphans when their parents die. The incidence of HIV/AIDS among expectant mothers is also high.
  - **Frequent natural disasters:** In 2000, a drought and floods combined to ravage an area still suffering from the aftermath of Hurricane George, confirming the vulnerability of the two departments to natural disasters.

<sup>9</sup> The last population census was carried out in 1982, and collection of statistical data by the Government is rare.

<sup>10</sup> North-West, North, North-East and Centre departments.

<sup>11</sup> Commonly used as an indicator of income substitution.

<sup>12</sup> *A Baseline Study of Livelihood Security in the Departments of Artibonite, Centre, North, Northeast and West*, Adventist Development and Relief Association, Tucson, 1997.

<sup>13</sup> *Nutrition Surveys by Department*, p. 54, Haïti, 1995.

<sup>14</sup> Social statistics tables, volume 1.



- **A social safety net:** The almost complete absence of NGOs involved in humanitarian aid in the two departments at the beginning of the 1990s, plus the vulnerability of target populations, were important factors in determining the targeting of the WFP Country Programme. Close coordination between the Government, donors and WFP and its partners both in and outside the United Nations system makes it possible to provide integrated geographical coverage.
16. In view of the above factors, the geographical targeting proposed for the 2002–2006 Country Programme remains unchanged from the present programme of activities, i.e. the North and North-East departments (see map in the Annex). Certain disadvantaged areas in the Port-au-Prince metropolitan area will also be included to combat the extreme vulnerability of certain groups there, such as street children and victims of HIV/AIDS.
  17. Roughly speaking, out of a total estimated population of around eight million, North department has 811,467 inhabitants, while North-East has 262,141 (Haitian Statistics and Data Processing Institute [IHSI], 1999), of whom a little more than half are women and half are under 18.

### The Target Population

18. The populations targeted for the activities will continue to be mainly poor women and children.<sup>15</sup> But a better understanding of the nature of the elements and dynamics of the food insecurity affecting those populations—derived from the experience gained by the various partners involved—may result in changes in the distribution and mode of delivery of WFP resources.
19. A number of factors lie behind the poverty and food insecurity of the most vulnerable households in the two departments and in certain urban areas. These include: limited, overexploited and mismanaged natural resources; an economy undermined by the nation's political and economic instability; and the problem of immediate hunger, which prevents poor households from investing in, and better exploiting, their human capital. The consequence is a vicious circle of poverty in which:
  - Demographic pressure and the prevalence of subsistence agriculture (less than 1.7 ha of land available per household) have an impact on the environment, translating into intensified production systems. Forests are cleared to make room for annual crops and for charcoal production (which provides 8 percent of household income). The soil is no longer able to retain water, erosion increases, and yields, which are already very low, drop still further.
  - The economy of the most vulnerable households in the area is based on subsistence agriculture and peddling, both of which are yielding ever-diminishing returns. Vulnerable groups become increasingly dependent on remittances (12 percent of household income), especially from the United States and Canada, and/or on migrating to the Dominican Republic or other countries in the region to look for work. As long as the political and economic environment remains unstable, the erosion of individual and collective capital will continue. The dynamism of the Dominican Republic's northwest region testifies to the economic potential of the neighbouring Haitian departments.
  - The poorest households in the two departments will never be able to break out of the cycle of poverty or benefit from engaging in economic activities unless they can invest

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<sup>15</sup> Including street children (estimated at 10,000, of whom 8,030 are in Port-au-Prince, Cap-Haïtien and Jacmel in 1998), concerning whom information is scarce but who are very poor and highly exposed to food insecurity.





more in their human capital, and especially in education. But as long as households remain hungry, children will drop out of school either because their families cannot meet educational expenses or in order to go to work (75 percent of pupils in North department and 67 percent in North-East drop out in junior or senior secondary school). The average duration of schooling in the two departments is 7.3 years. Ten percent of girls aged 5–9 and 33 percent of girls aged 10–14 are part of the working population and do not go to school.<sup>16</sup>

20. These dynamics are most often found in households headed by women, where incomes are lower (at the national level, the average annual income of male-headed households was 20,773 gourds in 1996, as against 13,391 gourds in female-headed households<sup>17</sup>).
21. On the whole, the lean period in the north of the country is particularly difficult between June and November. But periods of vulnerability are often felt throughout the year, owing to micro-climate variations. Household incomes may be affected to the point where parents do not have enough money to send their children to school at the start of the academic year, as it coincides with a period of nutritional vulnerability. In such cases, the presence of a school canteen would encourage parents to send their children to school as soon as classes resumed.

## GOVERNMENT PRIORITIES AND POLICIES ADDRESSING POVERTY AND FOOD INSECURITY

### Overall Policies

22. The new Government's priority is to "achieve a level of growth that is in synergy with human development. It should allow human beings to have access to education [...] and to enjoy political, economic and social liberties, with dignity and respect for the rights of all".<sup>18</sup>
23. Among the main priority thrusts of action are:
- **Implementation of a National Education Plan:** improvement of infrastructure; universal enrolment; preparation of educational programmes and training of teachers; organization of health-nutrition programmes (offering Haitian products wherever possible); mass training of parents in health/nutrition and adult literacy courses.
  - **Access to universal primary health; reduction in mortality and morbidity rates; improvement of the health of the most vulnerable groups—children and women:** As regards nutrition, government policy is that the most at-risk groups (expectant mothers, pre-school and school-age children) should benefit from adequate supplementary feeding; also planned is deworming for all schoolchildren. In addition, a reproductive health and public hygiene improvement programme will be implemented.<sup>19</sup>

<sup>16</sup> Sectorial health review, Canadian Agency for International Development (CAID), 1999.

<sup>17</sup> ADRA, Tucson, 1997.

<sup>18</sup> Fanmi Lavalas Organisation, Investing in Humans, Economic and Social Programme 2001–2006, November 2000.

<sup>19</sup> Technical Health Commission, commission charged with handling the transition between the Préval and Aristide governments, Proposal for an Action Programme for the first hundred days of the Aristide Government—health sector, February 2000.



- **The pursuit and “jump starting” of national production, especially in agriculture, plus environmental rehabilitation and protection:** water management, agrarian reform, training, structuring of pipelines, support to the trading sector and rehabilitation and protection of catchment zones.
- **Implementation of infrastructure works using highly labour intensive techniques so as to improve communications between different communes:** This should enable the population to participate effectively in the country’s social and economic development.

### Food Security Policies

24. Haiti’s food security policies provide for the following in the areas listed below:
- **Access:** (i) increased revenues (food-for-work [FFW] programmes), micro-credit and micro-enterprises, support to the informal sector; and (ii) promotion of competition, measures limiting the power of oligopolies, monopolies and import cartels.
  - **Biological utilization:** (i) war on "nutritional diseases", on measles and on infant diarrhoea, and programmes to control tuberculosis and HIV/AIDS; (ii) extension of family planning programmes; (iii) nutritional monitoring and supplements; and (iv) access to micronutrients (iron, folic acid, vitamin A, iodine).
25. In Rome, the Government of Haiti committed itself to improve food security through action in the following seven specific areas:
- (i) creation of the conditions for the kind of social and economic development likely to lead to food security;
  - (ii) elimination of poverty, and access to an adequate and nutritious diet;
  - (iii) sustainable increase in food production;
  - (iv) increased contribution of the commercial sector to food security;
  - (v) planning for, preventing and responding to food emergencies;
  - (vi) improved investment in human capital, in sustainable production capacity and in rural development;
  - (vii) cooperation in implementing and monitoring the plan of action.
26. These undertakings were discussed in a detailed report on the application of the World Food Summit’s Plan of Action to the end of 1997 (CNSA, 1998).
27. These government priorities accurately reflect two of the three priority strategic thrusts for the development of Haiti identified in the Common Country Assessment (CCA) and developed in the United Nations Development Assistance Framework (UNDAF), where the United Nations system has a comparative advantage:
- Universal education, maximization of human capital and access to basic social services. Specific themes include professional training, promotion of productive employment, health and a culture of peace.
  - Food security, rural development and protection of the environment and natural resources.
28. Given the limited financial and administrative means at its disposal, the Government of Haiti does not subsidize agriculture or the import and distribution of food commodities, nor is a food stamp system in place. The Government does, however, provide for the distribution of a daily meal to children at school.



## Food Aid Policies

29. Food aid is used for a number of purposes. The United States programme PL-480 Title III is monetized; proceeds from the sale of wheat, wheat flour and leguminous vegetables go towards financing programmes established jointly by the Haitian and United States Governments. The same holds true for Canada and Japan. In the past, French aid was monetized through the intermediary of a French NGO (Action against Hunger), and the proceeds were used to finance small-scale projects.
30. Another part of the food aid is distributed directly to beneficiaries, principally schoolchildren and recipients of nutrition programmes (children 6-59 months, expectant and nursing mothers, and tuberculosis victims). Such programmes are financed mainly by the United States Agency for International Development (USAID), the European Union and WFP. Aid is also used in FFW programmes. An evaluation of such programmes carried out on behalf of CNSA concluded that the aid resulted in the completion of works that were mostly relevant, but whose quality was only average and sometimes not sustainable; in addition, maintenance of the works frequently left much to be desired, particularly in cases where no arrangements for technical management had been made. Payments in kind can be a problem in administrative terms, but they mean that beneficiaries can be targeted much more accurately.<sup>20</sup> It should be noted that the problems listed above are not necessarily specific to food aid as such. The same could be said of emergency programmes aimed at poverty alleviation, even though wages might be paid in cash (Charlier, 1998).
31. **Monetization policies and mechanisms.** The last few years have seen a notable and constant improvement in the administration of the monetization of food aid in Haiti. This results from close coordination between donors and the Bureau for the Management of Development Aid Programmes, an autonomous government body charged with the coordination and management of food aid monetization. WFP encourages its partners to adhere to pre-defined mechanisms such as: deliveries programmed according to product type and carried out on time, together with a flexible approach to the administrative aspects of monetization. In fact, Haiti could provide technical support to other countries wishing to improve or set up a system for coordinating their monetized aid.
32. **“Project” food aid policy.** The Government is opposed to a piecemeal project approach. It favours a programme approach regarding both the monetization of food and its direct distribution to beneficiaries. The Government therefore supports WFP’s country programme approach, which allows it to intensify its aid to the most vulnerable population groups through various types of interventions so as to achieve more effective coverage of services. Pending an improvement in the economic situation, the Government remains in favour of targeted food aid that reaches the most vulnerable groups and contributes to diminishing their food insecurity.
33. **Food aid policies regarding emergency situations.** The Government has set up a risk-prevention and disaster-reaction unit (DPC) supported by UNDP, WFP and other United Nations organizations and partners. The body has made notable progress over the past two years regarding disaster contingency planning and management. WFP’s performance during the drought in the North-East and the floods in the North prompted local authorities to take up the approach adopted in coordination with WFP. This approach, featuring a decentralized presence on the ground and the delegation of powers to the sub-office at Cap-Haïtien, allows emergencies of this kind to be tackled successfully.

<sup>20</sup> Evaluation of food-for-work programmes. Summary Note No. 4, CNSA, Ministry of Agriculture, Natural Resources and Rural Development, October 1999.



## ASSESSMENT OF WFP'S PERFORMANCE TO DATE

34. The preliminary assessment of the Country Programme and of the activities described below is based on a mid-term review undertaken by the Government and the country office in Haiti in September 2000, and on a mid-term evaluation of WFP's programme in Haiti carried out in January 2001 (WFP/EB.3/2001/6/7). WFP also used a number of evaluations undertaken over the past two years, including: the evaluation report on USAID's food security programme (January 2000 and May 2001), the evaluation of the school feeding programme (carried out by the European Network on Food Security on behalf of the European Union), the Government's internal evaluation (2000), the evaluation of FFW programmes by CNSA (October 1999) and the evaluation of the Canadian International Development Agency (CIDA), Canada's health programme (1999).

### Effectiveness of Food Aid

35. The two evaluations undertaken by the Programme noted that WFP aid was generally closely targeted to the poorest population groups, especially women and children. As regards activities involving infrastructure and agricultural production, projects are defined by the communities themselves on a participatory basis, but the targeting of beneficiaries could be improved. In addition, some opportunities for women to participate in decision-making are not taken advantage of.
36. Government programmes supported by WFP do not sufficiently take account of women's socio-organizational environment, training courses do not attach sufficient importance to gender problems, and the effects of projects on the status of women and schoolgirls are not properly evaluated. Improvements are under way or planned (e.g. the plan of action, a qualitative study on women's participation on management committees, training programmes for WFP and counterpart staff as well as for beneficiaries, a study on the impact of the relationship between school canteens and girls' attendance rates). In the school canteen component, WFP's complementary interventions (improved stoves, latrines, etc.) will focus primarily on girls.
37. All these efforts will be continued in the next programme cycle. However, it is essential that the required resources be available.

### Impact

38. The evaluation confirms that the Country Programme's objectives are globally compatible with WFP policy, as defined in the Programme's basic document "Enabling Development". The current Country Programme appears rational and well founded as regards both its principal objectives and the type of activities undertaken; it also reflects the Government's policies. As regards gender issues, girls represent 50 percent of beneficiaries in the education activity. In the health/nutrition activity, 65 percent of children benefiting from WFP aid are girls. In all activities, the commodities supplied are enriched, and thousands of women have been trained in various nutrition-related fields.

### Strengths and Weaknesses in Implementation

39. The main weaknesses noted in the various evaluations are described below:
- With the exception of the Ministry of National Education, which has undertaken the school canteen activity, none of the other ministries has been able to honour its specified budgetary obligations. Without adequate financial and human resources, implementation has been slowed down, technical management and project monitoring



have suffered, and complementary inputs, which are often essential to certain works, have not been available.

- The lack of road infrastructure and of a logistics sector in general is posing logistical problems, which WFP has managed to resolve. But there is a continuing risk that supply problems will arise.
- Monitoring and evaluation of project impact should be improved (see paragraph 44 below).
- WFP officials have not always received all the training required in certain areas, such as gender issues and impact monitoring and evaluation.

40. The evaluations have found the following strengths:

- close collaboration and coordination with the ministries, donors and other partners (NGOs and other United Nations bodies);
- improved management of resources, as evidenced by the major reduction in post-delivery losses, from 12 percent in 1998 to 0.5 percent in 2000;
- improved utilization of the commodities provided (training in preparing foodstuffs and production of biscuits, which have led to an increase in consumption of the products from 5 to 95 percent);
- improved integration thanks to the “bridges” established between projects and to the many partnership-based activities started around the theme of improving education and the educational environment;
- a start on support to mapping in cooperation with other partners, such as CNS, FAO and the European Union;
- effective decentralization of WFP operations and of their management (a sub-office is being opened in Cap-Haïtien) and of the role that that office will be called on to play in the framework of partnerships as defined in the UNDAF.

### Cost-effectiveness

41. In 2000, WFP monetized 980 tons of wheat (1 percent of the food aid monetized) provided by the Canadian Government in support of school and health activities. No monetization took place in 1998 or 1999. The funds were deposited in currency so as to maintain the real value of the donation. CIDA and Haitian authorities agreed on a plan of utilization. Major implementation problems affecting all partners delayed disbursement of the funds.

42. Prior to 1999, WFP was taking some very large losses on wheat flour, as the flour, used to make the bread served in schools, deteriorated over time. Since 1999, in agreement with the donors, the Government and a private company, Flour Mills of Haiti (MDH), WFP has been delivering wheat to MDH, which then makes its flour available to the Programme as and when required. MDH has sometimes advanced flour to WFP pending delivery of supplies pledged by donors. This approach has completely eliminated losses and ensured that the CP has regular supplies of good-quality products.

### Impact on Markets and Domestic Production

43. The food aid provided by WFP in the institutional framework of schools and health centres has little or no negative effect on markets and/or production, as the targeted beneficiaries generally do not have access to sufficient quantities of food. However, in the activity concerning infrastructure and agricultural production, beneficiaries sell off part of



the food that is distributed to them as payment for their work. But the quantities involved are negligible. The project, in conformity with recommendations on FFW projects, spreads out activities in accordance with the harvest and seeks to limit the number of distributions.

### Monitoring and Reporting

44. The missions noted the efforts made by the country office in Haiti regarding field visits and periodic reports (established according to the plans for standard reporting) prepared every quarter. While the field visits enabled progress to be monitored effectively in numerical terms, it was recommended that greater emphasis be placed on the “impact evaluation” aspect by establishing an appropriate monitoring-and-evaluation (M&E) system. Having recognized that weakness, owing in part to the scarce human resources provided by the Government, measures have been taken to improve the M&E of project impact. These include socio-economic studies and a concrete programme for monitoring the impact of activities. The Government, WFP and its partners should pay close attention to this in the next Country Programme.

### Conclusion

45. The present CP is coherent with the objectives of poverty alleviation and well targeted in geographical terms. It is a distinct improvement on past projects, which remained confined to their own sector and were not interlinked. The CP, which fully reflects national priorities, is also well coordinated with the activities of other partners, making it possible for WFP to react to emergency situations in a flexible manner.

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## FUTURE ORIENTATION OF WFP ASSISTANCE

### Target Groups and Geographical Targeting

46. In the proposed strategy, the main objective is to enable the most vulnerable groups to satisfy their short-term food needs and to invest in human capital both in the short and long term with a view to breaking out of the cycle of poverty. It is proposed that WFP reach 250,000 beneficiaries a year with the basic activity and 60,000 with the supplementary activity (if resources are available). Groups targeted on a priority basis will be the poorest households, and particularly the poorest women and children in the priority areas defined by the Government, WFP and other United Nations bodies, i.e. the North and North-East departments plus certain highly marginal zones in the Port-au-Prince metropolitan area. These areas, which suffer from chronic food insecurity, are not covered by any of the support programmes run by other partners. Food insecurity there is regularly exacerbated during lean periods and by natural disasters.

### Identification of Key Areas for Assistance

47. Enabling Development policy objectives 1, 2, 4 and 5, proposed in this CSO, reflect the priority strategic thrusts of the CCA and UNDAF for Haiti:
- **Thrust 1:** education for all, promotion of human resources;
  - **Thrust 6:** integration of poverty alleviation with gender issues and with policies and activities designed to improve living standards and the quality of life;
  - **Thrust 7:** sustainable rural development and food security, protection and improvement of environmental resources and sustainable utilization of space.



48. In addition, in agreement with the Government, WFP will provide its support in the following cases:
- activities falling within the objectives and priorities adopted by the Government;
  - firm commitment (in terms of budgetary and human resources) by the Government, its technical ministries and/or partners;
  - increased commitment by WFP and its partners on behalf of women;
  - activities forming part of a wide operational partnership, either with local authorities, United Nations bodies and NGOs or with society at large;
  - geographical concentration so as to generate synergies among activities, reduce delivery costs through economies of scale and concentrate M&E activities, which are seen as essential to obtain the desired impact.
49. In conformity with the recommendations listed in the evaluation of the Country Programme, the next Country Programme will continue and consolidate activities deployed to alleviate poverty and food insecurity in Haiti.

#### **➤ Proposed Area —Vulnerable Women and Children: Education and Nutrition**

50. This intervention corresponds to objectives 1 and 2 of the Enabling Development policy. Its long-term objectives are: (i) to contribute to reducing malnutrition among the most vulnerable groups; (ii) to reduce the costs of participating in and attending schools (in the broadest sense); and (iii) to support partners' activities on behalf of the social recovery of most vulnerable groups (e.g. street children) through educational and grass-roots social activities.
51. The intervention will aim in particular to: (i) encourage expectant mothers to attend health centres early on in their pregnancies so as to optimize their weight gain while improving their infants' birth weight, and to reduce malnutrition-related mortality among children under 2; (ii) develop on a large scale all appropriate means of communication with, and training of, vulnerable groups in the fields of health, nutrition, hygiene, reproductive health and the rights of women and children; (iii) encourage regular school attendance, especially by girls, through structuring activities (school health, infrastructure, training); and (iv) support partners' activities dealing with the social recovery and education of street children and other categories of abandoned children, who represent highly vulnerable groups.

#### **➤ Proposed Area—Watershed Management: Protection and Production**

52. This intervention corresponds to objective 5 of the Enabling Development policy. Soil degradation is particularly problematic in the mountainous areas that cover some two thirds of the territory. Participatory management of the rural environment, with real responsibility given to inhabitants, will contribute to reversing that process. The United Nations system's commitment in this area must be matched by similar political determination on the part of the Government. The Government will need to allocate budgetary resources proportionate to the scale of the problem posed by natural resource degradation in the country and to adopt a land-settlement plan for the territory as a whole. An appeal from the United Nations system could help the Government adopt such measures.
53. Under the UNDAF, the United Nations system in general and WFP in particular have set themselves the long-term objective of contributing to the food security of populations through sustainable rural development. Given its field experience in rural affairs, and to reinforce the impact of its intervention, the United Nations system will concentrate a large



part of its efforts on a specific geographical area, in particular in the North-East, where WFP and the United Nations Capital Development Fund (UNCDF) are already present.

54. The Government has officially approved the articles of a plan of action on the environment relating to this sub-sector. The approach, currently being validated, recommends: (i) the selection of priority catchment areas on the basis of their economic potential, the size of the resident population and their strategic position; (ii) the participation of rural communities; (iii) decentralized and integrated planning of the catchment areas' management as part of a wider plan for the development of the agriculture sector, in turn integrated into a global development programme; and (iv) real responsibility given to the catchment areas' inhabitants through the management plans drawn up on a participatory basis and decentralized and integrated at all administrative levels.
55. In the framework of a concerted action involving all partners, including the communities of the selected catchment areas, WFP will contribute to setting up an integrated and participatory management structure for three catchment areas, including one on the border with the Dominican Republic, so as to make the most of available space. The integrated management structure will involve the drawing up of local development plans on a participatory basis and the implementation of those plans from 2003 onwards. WFP will emphasize gender parity in all its activities. According to the UNDAF, the concrete impact aimed at before the end of 2006 is to increase vegetative cover by at least 20 percent, to regularize the flow of rivers and progressively to reduce the amount of solid debris rivers transport.

#### **Proposed Area—Disaster Mitigation: Preparation and Response**

56. This intervention corresponds to objective 4 of the Enabling Development policy. Given the dramatic effects of natural disasters on the food security of the groups targeted by WFP activities, it is essential that funds be committed in order to prevent major risks from materializing, at least initially, and to respond to the most pressing needs at the household, community and community infrastructure levels.
57. The intervention will contribute to reducing the risks facing the most vulnerable populations groups in the event of natural disasters, both in rural areas and in the poorest districts of the towns in the target areas. Specifically, support must be provided to activities aimed at improving the environment in the most disadvantaged districts before the rainy season (cleaning of drains and irrigation channels, strengthening of protective dams, removal of refuse in low-lying areas, which are very prone to flooding during the rains and especially during hurricanes).
58. The activities will be planned for the period preceding the hurricane season and will mobilize the communities involved. They will be implemented only if the various partners, and the Government in particular, make available the necessary financial and human resources and technical management. Whenever a disaster strikes, the pre-programmed activities of repair and reconstruction will immediately be implemented. This will safeguard the most vulnerable groups from losing their assets and allow them to benefit from a minimum of food security during a critical period in their lives.

#### **Integration of Activities**

59. Experience with the Country Programme has demonstrated the usefulness of integrating the various activities with one another but has also highlighted the difficulties involved in this. WFP and the Government's approach in using schools as the focal point for a





community's development is worth pursuing and broadening: for example, the Ministries of National Education and Health, in collaboration with various partners, including WFP, have undertaken to integrate health/nutrition questions into school activities. Finally, WFP and its partners' intention of buying products at the local micro-level and using them directly in the schools means that a link can be established between family production activities and the school meals consumed by children.

60. Through institutional networks, the activities will also make it possible for WFP to respond better to the emergencies that regularly strike Haiti (droughts, floods and hurricanes). However, administrative shortcomings make it difficult to integrate poor, malnourished women into WFP projects after they have been identified at health centres; more effort should be made to resolve such difficulties.

### Scope for Joint Programming with Other Agencies

61. Joint programming with various partners has already been undertaken in the first programme cycle. For example, FAO and WFP are working together with local communities to rehabilitate a catchment area and make it sustainably productive. The United Nations Population Fund (UNFPA) and WFP are collaborating in the field of reproductive health and nutrition. There will be more opportunities for implementing joint projects in the next programme cycle thanks to the CCA/UNDAF process for Haiti, in which WFP played a very active role, and which enabled the various partners to identify possible synergies. Joint initiatives will be undertaken in all activity areas.

### The Modalities of WFP Assistance

62. Given the nature of the target groups and intervention areas, and the limited capacity of local agriculture to produce food surpluses, the importation of food adapted to local tastes appears the likeliest way to ensure that beneficiaries achieve a minimum of food security. WFP proposes encouraging the local purchase of produce when technically and financially feasible, without disturbing the local market and when local production is stimulated as a result. The possibility has been discussed for the past two years with partners such as the European Union, Canada (CIDA), FAO and a number of NGOs. There is also the possibility of purchasing food in the Dominican Republic. This could be useful in the event of natural disasters, when WFP and its partners might have to buy food on short notice.

### Allocation of resources

63. It is proposed that WFP allocate 74 percent of resources to education and nutrition, 15 percent to the environment and 11 percent to natural disaster prevention and mitigation. The level of resources provided by WFP will depend on the resources forthcoming from the Government and other partners. Experience over the last three years has shown that a substantial part of the budget package required can be absorbed in the framework of active partnerships.

### Harmonization Implications

64. It is intended that the present Country Programme be in place until 31 December 2002. WFP and the Government recommend to the Executive Board, however, that it be shortened slightly so that the next Country Programme can begin in the fourth quarter of 2002. That would allow closer harmonization with United Nations system programmes, and also for the start of the CP to coincide with the beginning of the 2002/2003 school year. Impact on present CP resources would be negligible.



## PARTNERSHIPS

65. WFP will intensify existing partnerships in order to heighten the impact of activities aimed at target populations. The preparation of the CCA/UNDAF enabled each individual United Nations agency to commit itself to giving concrete support to the activities of other institutions. Specifically, WFP interventions have aroused the interest of UNFPA, UNICEF, FAO, World Health Organization (WHO) and UNCDF. Resources allowing, UNDP will also support a series of activities fitting in with its own projects. WFP will, to the extent possible, encourage the activities of its partners, specifically, resources allowing, by supporting resident coordination in the framework of its activities.
66. The Government will operate the Country Programme and will therefore have to make available the necessary financial and human resources. It will be able to count on tripartite partnerships if and when it lacks the resources to intervene.
67. Following are some concrete examples of future collaboration in the framework of the United Nations system: (i) FAO: technical support in watershed development; (ii) UNFPA, Pan-American Health Organization/World Health Organization and UNICEF: technical support to M&E, participation in women's training and motivation as regards the various activities; and (iii) UNCDF: technical management and inputs for rural infrastructure. WFP, in partnership with FAO, IDB and the European Union, supports the Government's VAM efforts.
68. Following are some concrete examples of partnerships planned with NGOs on the basis of pre-existing activities: (i) National and diocesan Caritas: management and financing of joint projects; (ii) Haiti Outreach: technical management of rural infrastructure; (iii) Pan-American Development Foundation: co-financing, technical management and non-food inputs for the development of catchment areas, rural infrastructure and seedling nurseries; (iv) Action against Hunger: technical support to activities with street children; and (v) Acadia Haiti: human resources for beneficiary training.
69. WFP is also working in close collaboration with donors, and is available to them for bilateral operations or for activities of mutual interest in the framework of the Country Programme. WFP will continue to participate in the coordination of certain themes (political and/or operational) and in certain cases will initiate such coordination. Examples of partnerships include: (i) USAID: improvement in the quality of education, health/nutrition; (ii) the European Union: policy and strategy concerning school canteens, and the development of a strategy for local purchases; and (iii) Canada: financial resources for the setting-up of a national-level micronutrient project and a project for a social development fund.
70. WFP has also made efforts to develop partnerships with the private sector, which it intends to pursue, particularly in employment-creation: e.g. the transformation of food products (locally made bread and biscuits), using local craftsmen to make improved stoves, and the distribution of gas and paraffin.



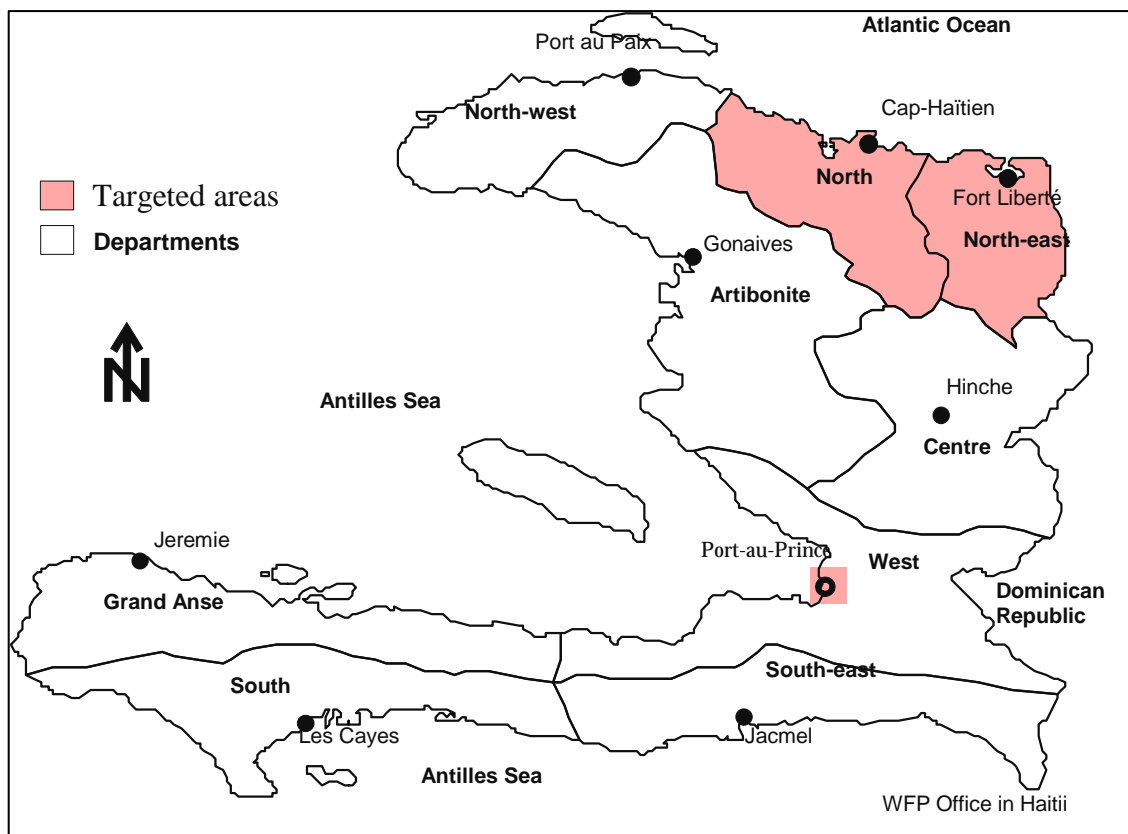
## KEY ISSUES AND RISKS

71. The main risk for successful implementation of the strategy is political instability or a form of political stability where individuals have no rights, as this stands in the way of economic growth. Such growth is essential in order to create jobs and increase revenue, thus allowing the Government to make a greater contribution to financing the country's development in general, and the WFP's CP in particular. Economic growth should lead to lowered demand for food aid for socio-humanitarian projects. Instability could delay implementation of WFP assistance.
72. It is also important that WFP be able to draw on a sufficiently large budget, particularly for operational support, and on qualified, trained staff for the implementation of the various activities.
73. In the event of a serious natural disaster, the lack or unreliability of information, data and vulnerability monitoring could delay WFP's response to a number of immediate and geographically bound food insecurity problems. However, this risk is relatively small given the presence of WFP officers and other partners in the field.
74. It is not unreasonable to expect that Haiti's food aid needs could fall below 100,000 tons over the next three to five years. As a recipient of such aid, Haiti would suffer from a possible reduction in stocks at the global level, triggering a consequent reduction in food aid at the global level. Policies linked to globalization are also a factor in increased fragility and food insecurity.
75. Food aid in Haiti has shown that it is effective when it is an integral part of a programme where the required inputs are provided. Haiti requires food aid because of its dire socio-economic situation and because of its structural and chronic food deficit, which affects the poorest households in particular. In the short and medium terms (2001-2006), WFP food aid distributed directly to beneficiaries in the context of the strategy outlined above appears the best response to the food insecurity of the vulnerable groups targeted in the selected areas of intervention.



## ANNEX

## GEOGRAPHICAL TARGETING



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.



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## ACRONYMS USED IN THE DOCUMENT

CIDA	Canadian International Development Agency
CNSA	National Coordination of Food Security
FAO	Food and Agriculture Organization
FFW	Food for work
GDP	Gross domestic product
IDB	Inter-American Development Bank
IHSI	Haitian Statistics and Data Processing Institute
LDC	Least developed country
MDH	Flour Mills of Haiti
NGO	Non-governmental organization
TCE	Tons cereal equivalent
UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
VAM	Vulnerability analysis and mapping
USAID	United States Agency for International Development
HIV/AIDS	Human immunodeficiency virus/acquired immunodeficiency syndrome

