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EVALUATION REPORTS

Agenda item 6

For consideration

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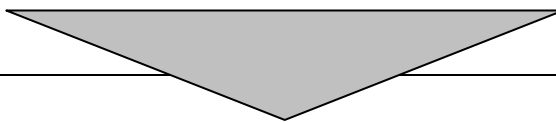
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SUMMARY REPORT OF THE MID-TERM EVALUATION OF COUNTRY PROGRAMME— HAITI (1998–2002)

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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

The adoption of the Country Programme (CP) in Haiti has helped enhance the flexibility and integration of WFP activities in the country. The CP is strategically focused on the most vulnerable areas of the country, targeting women, men and pre-school and school-age children. The CP demonstrates a degree of coherence and is consistent with national policy and priorities and the Enabling Development policy. CP activities are complementary to one another.

However, the activities require further consolidation through the adoption of clear development objectives based on a logical framework and a performance-based monitoring and evaluation (M&E) system. The mission has also identified the need for additional staff to strengthen M&E and training related both to gender and to WFP's Commitments to Women.

Existing CP activities should be intensified, and partnerships with bilateral and multilateral aid agencies, non-governmental organizations (NGOs) and other United Nations system agencies should continue to be sought out.

Faced with the prevailing instability and insecurity affecting the country, the Government has failed to deliver the financial and human resources it agreed to provide to implement CP activities. The crisis that has affected the country has also contributed to a significant delay in the start-up of CP activities. To make progress, WFP has needed to assume full responsibility for logistics and for the preparation, implementation and follow-up of CP activities. While this expanded direct role for WFP has led to a significant decrease in post-cost, insurance, freight (c.i.f.) losses, there have also been cost increases.

The mission recommends that the country office continue to develop and consolidate the country programme approach within Haiti. Given the highly uncertain situation and the difficult operating environment, the current level of food commitments should not be increased.

Draft Decision

The Board notes the recommendations contained in this evaluation report (WFP/EB.3/2001/6/7) and notes also the management action taken so far, as indicated in the associated information paper (WFP/EB.3/2001/INF/17). The Board encourages further action on these recommendations, taking into account considerations raised during the discussion.



SCOPE AND METHOD OF THE EVALUATION

1. This report is based on the work of the evaluation mission that visited Haiti from 10 to 31 January 2001.¹ The mission sought to evaluate the degree to which the CP constituted a useful instrument for planning, preparing and implementing WFP's activities in Haiti and to make recommendations for the preparation of the next Country Programme.
2. The primary goal of the analysis is not a complete evaluation of each individual WFP activity in Haiti. Rather, the evaluation assessed the suitability and effectiveness of the CP approach in Haiti for achieving the four qualities sought through the introduction of country programming: integration, concentration, coherence, and flexibility through the application of a new process of joint programming and activity preparation, with the collaboration of the Government and other partners such as United Nations agencies, local and international NGOs and bilateral donors.
3. The mission made use of methods such as file and document reviews, expert judgement, key informant interviews, site visits, group meetings, direct observation of training sessions and "mock" logical frameworks (logframes) for developing its main findings and conclusions.

OVERVIEW OF THE COUNTRY PROGRAMME

4. The current CP approved by the Executive Board in 1997 for a period of five years, with a total budget of US\$54.6 million, has two goals:
 - **the development of human resources** through health and nutrition assistance for mothers and pre-school-age children and through school feeding; and
 - **the development of household agriculture and basic infrastructure, and the reduction of the food insecurity of the poorest**, particularly women heads of household and small-scale farmers in mountainous and underprivileged areas. (This will be achieved through labour-intensive works to construct basic infrastructure, rehabilitate and protect natural capital, construct micro-irrigation systems, assist local organizations, etc.)

¹ The mission included two international consultants: a food aid expert as Mission Leader and a rural infrastructure specialist. Two local consultants were also team members: one socio-economist/gender expert and a school feeding specialist. The latter mission member was on loan from the Programme Support Unit of the Canadian International Development Agency (CIDA) in Port-au-Prince.



5. The Government of Haiti identified the departments in the north and northeast and the area of Port-au-Prince as the most needy and therefore a priority. The CP incorporated those activities that had previously been undertaken as separate projects. Given the stagnation of the economy and the deterioration of infrastructure in the country, the Government was keen to incorporate these existing food-assisted activities into the new country programme approach. The activities approved under the CP, which are all scheduled to terminate by the end of 2002, are as follows:
- **Project No. 4111.01:** Support to School Canteens in Poverty-stricken Areas; US\$15.4 million;
 - **Project No. 6153.00:** Health and Nutrition for Vulnerable Women and Children; US\$15.6 million; and
 - **Project No. 6150.00:** Household food production and infrastructure; US\$23.6 million.

ASSESSMENT OF COUNTRY PROGRAMME PERFORMANCE

6. Although the Country Programme was approved for a five-year period beginning in 1998, the school feeding activity did not start until January 1999. The other two core activities began only one year ago. This delay was caused not only by the continuing instability in the country, but also by the significant staffing problems faced by the WFP country office up until 1998. It is therefore perhaps too early to assess the results obtained so far. Moreover, the chronic instability experienced by the country in recent years continues to have a disruptive effect on decision-making, prioritization of actions and food distribution.

Integration, Coherence, Targeting and Flexibility

7. The CP activities are consistent with the Government's policy priorities. However, the stated goals of the Country Programme remain quite vague. They are also not properly differentiated from the lower activity-level objectives. This is an important weakness that needs to be improved in the next CP. The adoption of a logframe approach will help.
8. CP activities also match the sectorial programmes and activities supported by the other United Nations agencies and bilateral and multilateral organizations. Efforts have been made to **integrate** the various WFP-supported activities with one another and with those of other agencies and organizations. These include FAO, the Pan-American Development Foundation (PADF), CARITAS, Haiti Outreach, the World Health Organization/Pan-American Health Organization (WHO/PAHO), the United Nations Fund for Population Activities (UNFPA), Acadia-Haiti, Education 2004, the United States Agency for International Development (USAID), the Canadian International Development Agency (CIDA) and the European Union.
9. The mission noted a degree of **coherence** among the various activities, even if, at present, complementarity among projects and activities has been more the result of individual actions undertaken in the context of a particular project rather than of a conscious effort at the outset to establish synergies. For example, the school feeding activity benefits from interventions undertaken under the agriculture and infrastructure activity through the construction of rural roads, which facilitates the transport of food supplies.
10. The geographic **targeting** of CP activities in the northern and northeastern departments and in the marginal areas of Port-au-Prince is well justified in that these are very



underprivileged zones with vulnerable populations who have poor access to health care services. All available studies confirm that large household food deficits, chronic food insecurity and frequent droughts characterize these areas. The technical staff of the Office for the National Coordination of Food Security (CNSA) are preparing a national vulnerability map and believe the current geographic focus to be appropriate.

11. In health/nutrition and school feeding activities, the beneficiaries are mostly women and children, while in the rural agriculture/infrastructure activity, men and women benefit almost equally. In the latter case, the objective of targeting the poorest, and in particular women heads of household, does not always seem to have been achieved. Insufficient attention is given to making a priority their participation in the different activities undertaken in their area.
12. WFP has been able to provide commitments of food and funding in response to various needs that were not directly envisaged in the planned activities. This has demonstrated the CP's **flexibility**. Support has also been provided for schemes to build or improve infrastructure outside areas initially selected and for successful pilot activities such as sandwich- and biscuit-making.
13. An **emergency-development** interface capability has also allowed the country office to respond quickly and effectively to two disasters in 2000: floods affecting the city of Cap Haïtien and a drought in the north of the country. This represents another important example of flexibility. WFP's capacity for immediate response to meet rapid-onset emergency requirements has been greatly appreciated by the authorities and by the international community.

Appropriate Use of Food Aid

14. The principal donors and stakeholders support the use of food aid for activities in the education, and health and nutrition sectors. Given the present social and economic crisis and the lack of social services, the use of food aid to address malnutrition among the most vulnerable and promote access to education are both widely deemed appropriate.
15. In the area of agriculture and infrastructure development activities, the food for work (FFW) approach is more controversial among the donor community. Donors often question the rationale for food distribution in support of activities aimed at increasing food production. They ask whether assistance in the form of cash or tools might be less expensive and more attractive, for donors and beneficiaries alike. The Government, however, is generally very favourable to FFW. The opinion of the mission is that food usually represents a key input towards the completion of a project of collective interest, thereby playing a significant role in motivating and reinforcing community action.
16. The **level of rations** distributed, particularly take-home rations, was often questioned. Some beneficiaries and local implementing partners complained to the mission that the quantities of food received in food-for-work activities and in the health and nutrition project were insufficient to meet the needs of families.

Recommendation

- ⇒ The country office should closely review the level of rations through a study to ascertain whether the quantities distributed are sufficient to meet the needs of the families. If they are not, a proposal should follow with revised levels of rations.



Partnership and Coordination

17. In addition to collaboration with technical ministries, many partnership agreements have been signed with United Nations agencies, NGOs and other partners. Still, more needs to be done to define in clear and operational terms how activities will be jointly supported among United Nations system agencies, especially in the area of education and health/nutrition. It is important that the concerned institutions agree among themselves and with WFP on the nature and specific objectives of actions to be undertaken jointly. The United Nations Development Assistance Framework (UNDAF) could play an important role in facilitating joint programming and implementation.

Recommendations

- ⇒ The country office should:
- ✍ continue and reinforce current partnership efforts as part of UNDAF; and
 - ✍ harmonize the next Country Programme with the UNDAF programming cycle of 2002–2006.

Monitoring

18. This aspect of the CP demands the most improvement. The monitoring of activities suffers from an insufficient number of staff, who are often inadequately trained and not used to their full potential. The staff of technical ministries and/or regional directorates generally do not have the financial and/or physical means to travel, and are usually limited in number.
19. While monitoring is undertaken, the current system of information and data collection is limited to quantitative aspects. Questionnaires are sometimes both misunderstood and improperly completed, despite the training provided in this. Monitoring procedures have not been defined in enough detail to enable a qualitative assessment of results. The absence of baseline data collected during the early stages of interventions prevents the effective measurement of the extent to which short-, medium- and long-term objectives have been reached.
20. Plans of operations for the different activities make explicit reference to the installation of M&E systems in collaboration with the concerned ministries and technical United Nations agencies. However, the planned support has not been provided. Funds budgeted in the plans of operations by both the Government and WFP have either not all been transferred to the country office or have not been used towards these ends.



Recommendations

- ⇒ The country office should, without delay, put in place a monitoring and evaluation system for the CP. The country office in Port-au-Prince requires support from both the regional office and/or Headquarters to obtain the necessary technical support and guidance. It is therefore particularly important that WFP:
 - ✍ increase the number of field monitoring staff in the country office;
 - ✍ provide country office staff and government officers assigned to CP activities with the necessary training to enable them to undertake proper monitoring and evaluation of all CP activities;
 - ✍ make use of support from the regional bureau and from local experts for delivering training and for the preparation of M&E systems; and
 - ✍ establish biannual WFP/Government/United Nations/NGO Programme Review Committee meetings.

Commitments to Women

21. The CP is clearly oriented towards mothers, children and households headed by women. In terms of beneficiary numbers, gender equity has largely been achieved, but remains purely numerical in nature. Additional effort needs to be made to gather the comments of women on CP activities, to demonstrate the effect of women's presence on the project, and to promote their participation on food management committees. The role of women does not seem to have been taken into account during the design and implementation of the activities. Gender issues have not been addressed in training sessions, no specific training module has been designed to that effect and the results of CP activities on the status of women have not been investigated.
22. This situation indicates that all parties should pay more attention to gender issues. There is need for better information and training, and better integration of WFP's Commitments to Women in the existing and future CPs. There is also insufficient use of available programming tools, such as logframes, and a lack of financial and technical support from Headquarters, the regional office and the United Nations system.

Recommendations

- ⇒ Key staff in the country office should receive gender training, covering WFP's Commitments to Women and providing appropriate supporting documentation.
- ⇒ Technical advice and support from the regional office is needed in order to assist the country office in:
 - ✍ preparing a plan of action for moving forward;
 - ✍ developing training modules; and
 - ✍ reviewing potential gender-sensitive indicators.
- ⇒ Special efforts are needed to ensure that women participate actively on local project committees and have the same level of responsibility as men.



Vulnerability Analysis and Mapping

23. In 1996, the Government established the CNSA, which is financed by the Public Treasury and the European Union, which was appointed a full-time technical adviser to the CNSA. FAO supports selected studies undertaken by the CNSA.
24. WFP does not have a vulnerability analysis and mapping (VAM) unit within the country office, but decided instead to support the CNSA by financing a statistician/cartographer beginning in July 2000, thereby reinforcing partnership efforts and the Government's operational capacity.

Recommendation

- ⇒ The country office should continue the financing of the cartographer/statistician at the CNSA to help support the preparation of the next vulnerability map.

Participation and Support of the Government

25. The CP explicitly mentions that the “key problems that threaten to hold up implementation of the CP are the scarcity of resources and the Government's weak operational capacity”. The political instability and the continuing decline in living conditions have confirmed this. The Government strongly supports WFP activities at both the level of the Planning and External Cooperation Ministry and at the technical ministries level. According to statements by officials at the highest levels, WFP interventions are greatly appreciated. Unfortunately, the lack of financial and human resources has up until now not allowed the Government to play its role fully as partner and co-financier. Only the education project benefits from a real financial commitment from the Government, thanks to contributions from an external donor.

Recommendation to the Government of Haiti

- ⇒ The Government (i.e. mainline ministries, regional departments and local administrations) needs to provide the financial and technical support already agreed to in the various plans of operations contained in the CP.

Linkages with the Common Country Assessment (CCA) and UNDAF

26. WFP actively participated in the preparation of the CCA and was jointly responsible with FAO for the part of the CCA dealing with food security. For the next CP, the mission recommends strong linkages to the UNDAF. Special attention should be given to governance issues, which are of particular importance in Haiti at the present time. The WFP sub-office in Cap-Haïtien has an important role to play both as a catalyst and a coordinator of all United Nations interventions in the area.

Management and Implementation of the Country Programme

27. WFP's expanded role as an executing agency for the various CP activities has largely been a result of continuing instability in the country and inadequate government capacity. WFP has assumed full management responsibility for logistics, which is normally done only under emergency conditions. Currently, under the CP, food is supplied to some 650 delivery points. The principal constraints are the small tonnages transported to a large



number of remote destinations, the bad state of roads, the difficulties in finding reliable transport operators and the risk of theft and spillage.

28. The mission confirms that the WFP country office is largely fulfilling its logistics-related objectives: food is delivered within reasonable timeframes and the level of post-c.i.f. loss has been reduced: falling from 12 percent in 1998 to 0.5 percent in 2000.

Recommendation

- ⇒ If the Country Programme is to continue, the country office will need to carry on managing all logistics operations, from the point of delivery of commodities in-country to their final distribution point.

29. The mission underlines the importance of maintaining a full-strength office in Cap-Haïtien. The presence of WFP staff, even within the limited areas where the CP operates, has contributed to the development of pragmatic and effective partnerships. Given the poor state of the roads, all movements require an enormous amount of time, and it is normal for field staff to spend three quarters of their day on the road. The Cap-Haïtien office is required to play an important role in the implementation of partnerships and in the reinforcement of coordination among United Nations agencies in the northern and north-eastern regions. WFP is the only United Nations system agency to have a presence in the north of the country and is therefore best suited to play the role of catalyst in the coordination of all the activities and to reap the benefits for its own projects.

Recommendation

- ⇒ The office in Cap-Haïtien must be at least maintained and preferably reinforced with additional M&E capabilities. One additional international staff member and four additional field monitors are needed.

30. The “value added” of the CP in the current context of Haiti is clear. WFP is appreciated by both the Government and local authorities for its capacity to deliver much-needed food aid when required and to establish genuine grass-roots partnerships.
31. Apart from the need for additional staff with M&E skills, the present staffing levels are sufficient for managing the operations at their current levels.
32. The evaluation mission examined the current method for calculating and allocating direct support costs (DSC) for the CP. Linking the DSC to exact tonnages called forward represents an obstacle to the effectiveness of WFP’s development activities. The approach is valid in the case of emergency operations, where practically all the costs are tied to logistical operations. This is by no means the case for development activities, however, where the efficient use of food must be supported by other contributions, including cash financing, human resources and technical studies.



33. Accounting for food resources continues to take place at the project level, not at the programme level, which does not favour flexibility in terms of transferring resources from one project to another or for de-earmarking food resources from their original project. Administrative/budget procedures to regularize transfers or loans between different projects are long and cumbersome.

Recommendation

- ⇒ The country office should consider shifting from project-level to programme-level accounting. Such a shift could help provide more flexibility and strengthen the ability of the Country Director to carry out his/her delegated responsibilities.

ASSESSMENT OF ACTIVITIES AND THEIR CONTRIBUTION TO COUNTRY PROGRAMME OBJECTIVES

34. Insofar as the stated objectives of the Country Programme are not adequately distinguished from those at the level of the individual activities, it is difficult to make any meaningful assessment of the extent to which the individual activities are contributing to the achievement of higher-level goals and objectives. This is an important weakness of the CP and needs to be rectified through the adoption of a logframe approach.
35. Given the lack of clear higher-level CP goals to use as a basis for assessment, the mission could assess the activities only in terms of their own stated objectives.

Assistance to the Health and Nutrition Sector

36. The main objective of the activity is to support government strategies for ensuring regular visits to health centres and improving the nutritional status of children and expectant and nursing mothers. The project, which began in December 1999 and covers 64 health institutions, was reaching approximately 132,000 beneficiaries at the time of the mission. Of these, 50,000 were women, 44,200 were girls 6 months to 5 years of age, and 37,800 were boys 6 months to 5 years of age.
37. While the activity has been largely successful at increasing attendance at health centres, the current strategy relies on a traditional conception of women as the sole child-care providers; any potential role for men is not considered. Women remain passive beneficiaries of food aid. They are not regarded as controllers of resources who decide their own destiny. Community participation is not encouraged, for example, through a project committee, which could help give women some voice in the management of the activity. Existing monitoring systems record women as numerical recipients of food, but their critical role as controllers of food within the household is not explored. The mission also observed that many of the expectant mothers attending the health centres were not receiving adequate medical care.



Recommendations

- ⇒ The country office should:
- ✍ undertake post-distribution monitoring, exploring women's role as household managers of food resources;
 - ✍ encourage women's active participation in the management of the activity; and
 - ✍ ensure synergy among the various stakeholders—the Ministry of Public Health, WHO/PAHO, UNICEF and UNFPA—in order to optimize the health services being provided to expectant mothers.

Assistance to the Education Sector

38. The education component of the CP seeks to support the Government's education objectives of stabilizing attendance rates, preventing students from dropping out, improving children's learning capacity and concentration, and enhancing the integration of schools within their communities. Reducing micronutrient deficiencies is a further objective of the component.
39. The project, which started in January 1999, covers a total of 342 schools. Its target population was initially 73,000 students. That number was surpassed in 1999, with 121,530 target students benefiting from the project in its first year of implementation. In June 2000, the targets were adjusted for the increase to 131,000 schoolchildren. Beneficiary data obtained for December 2000 indicate that the project had reached nearly 125,000 schoolchildren, some 95 percent of the intended target group.
40. Clear success indicators and data collection strategies have not been established for any of the objectives. Nor were any baseline studies carried out at the beginning of the intervention, which would have allowed comparisons to be made with schools without canteens. It is therefore not possible to assess properly to what extent any of the above-mentioned objectives are being achieved. Assessing improved learning capacity and concentration is particularly problematic as these improvements are difficult to measure in objective terms. As a result, the continuing appropriateness of such objectives to the activity may need to be reviewed.
41. The mission appreciated the very positive role food aid appeared to play in encouraging school attendance, reducing drop-out rates and improving concentration—as discovered through direct observations and discussions with teachers. Community involvement in the management of the school canteens has primarily been through the establishment of parent committees. Training is provided, and membership is typically made up of a majority of women. Committee members interviewed by the mission generally appreciated the training provided, but doubts about the long-term effectiveness of the committees remain. Some concern was expressed to the mission that school feeding might be having negative effects on academic performance through time lost in the daily curriculum. However, the mission's view, based on qualitative data collected from key informants, is that food did not appear to be having any serious disruptive effects.



Recommendations

- ⇒ Current monitoring efforts for the activity need to go beyond simple monitoring of food inputs and distributions and move towards collecting qualitative data related to achievable and measurable intended outcomes.
- ⇒ There is a need to intensify the leading role the country office has played for the last two years vis-à-vis the other stakeholders in order to stimulate additional actions around the theme of improving education.
- ⇒ The pilot activity involving the manufacture of biscuits (with imported and/or local products) to distribute to schoolchildren upon their arrival at school to combat short-term hunger deserves to be pursued, with biscuits delivered to all schools where it is technically feasible. In schools where an early-morning distribution of either biscuits or a fortified drink is not possible, a meal should be prepared as soon as possible without encroaching on lessons. Awareness-building among parents, directors and schoolteachers appears indispensable, and this theme should be included in training sessions.

Rural Infrastructure/Agriculture

42. This activity seeks to contribute, through a participatory approach, to an improvement in the food security of poor families in the north and north-east of the country by supporting work in soil conservation and development, environmental protection and basic infrastructure. The participatory design for the activity was undertaken in late 1998 and allowed for the definition of priority needs and for the identification of possible partners. In this connection, the mission was able to ascertain that, with few exceptions only, the activities were selected after consultations with the communities at the village level, and that participatory management committees were set up with representatives of all parties involved.
43. As a result of the political instability in the country and the difficulty of the Government and the Ministry of Agriculture in particular to participate fully in the development of this core activity, the activity could not begin before February 2000. A reprogramming workshop was held in June 2000, which helped to build more flexibility into the activity.
44. By the end of December 2000, 41,826 families had benefited from the distribution of 1,447 tons of food. In all, 310 km of agricultural tracks/roads, 60 km of ravines and about 8 km of irrigation canals had been rehabilitated; two hill lakes had been completed; nurseries had produced 1,250,000 plants; and 990 families had received some kind of training.
45. In order not to encroach on the beneficiaries' agricultural or other work, working days are usually limited to four to five hours a day and four to five months a year. This also permits the activity to reach the maximum number of beneficiaries. It was noted, however, that the agricultural calendar is not always taken into account when the activities are programmed.
46. Contacts with the beneficiaries, NGOs, government officials, donors and various institutions indicated that distribution of food alone was not always considered the best approach. Suggestions were often made that cash alone, a mixture of cash and food, or even a distribution of cash, food and tools would be more appropriate. An integrated approach to this issue with other organizations and donors should be encouraged.



47. In general, works carried out are of average technical quality. The results obtained could be improved if better quality studies were carried out before the works were begun. However, a lack of available expertise and frequent insistence from the beneficiaries that the activity be started as quickly as possible are limiting factors. The problem of how to maintain the assets created or rehabilitated does not seem to be the subject of systematic discussions before an activity is undertaken. In soil conservation activities, a “top-down” approach is followed in treating the catchment area. Participants often do not see any immediate benefits on their own lands.
48. The number of staff in charge of supervising the activities is often insufficient, and the staff’s technical competence is generally poor. An improved system is needed for deploying technical staff in the field to ensure a more regular presence.
49. Monitoring procedures currently collect quantitative data on works undertaken and beneficiaries reached. However, there is a lack of qualitative data and technical assessments, which would allow the quality of assets created to be gauged and the resulting benefits for communities to be assessed.

Recommendations

- ⇒ The country office and the Government are advised to:
- ✍ upgrade existing M&E systems to include an assessment of the quality of the assets produced;
 - ✍ make sure that the agricultural calendar of the area concerned is taken into account when programming food-for-work activities in order to avoid overlapping”;
 - ✍ ensure that relevant technical studies are available before starting new activities;
 - ✍ establish a “bottom-up” approach in the soil conservation activities whereby work would first be organized on the farmers’ plots, thereby bringing more direct and immediate benefits and encouraging beneficiaries to continue participating in works not located on their lands; and
 - ✍ encourage greater integration of existing activities with those of other partners and limit activities to projects where the required complementary non-food inputs are available. Mixed payments (one or several of the following elements: food, cash, tools) should be encouraged where partners are able to provide such inputs.



RELEVANCE TO THE ENABLING DEVELOPMENT POLICY

50. All three activities in the Country Programme are largely compliant with the Enabling Development policy, even though the CP was prepared and approved before that policy was adopted.
51. The health and nutrition activity corresponds almost exactly to Enabling Development policy priority 1: enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs. The primary school feeding activity corresponds to Enabling Development policy priority 2: enable poor households to invest in human capital through education and training.
52. The FFW component of the CP is consistent with priority 3: make it possible for poor families to gain and preserve assets. It is also consistent with priority 5: enable households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods.
53. A number of improvements are needed to foster compliance with the Enabling Development policy. These include refining targeting procedures for reaching the most needy beneficiaries, shifting the emphasis away from creating employment under the FFW component and towards creating sustainable assets and adopting more participatory approaches to managing and implementing CP activities.
54. Regarding the timing and duration of the assistance, the mission underlines the fact that because of the precarious and unstable situation the country is facing, a progressive phasing-out of WFP assistance cannot realistically be envisaged.

CONCLUSIONS

55. The current Country Programme is well designed in terms both of its principal objectives and of its activities. The CP is consistent with the policies of the Government and those of WFP.
56. The situation in Haiti nevertheless remains precarious. It is recommended that the next Country Programme consolidate those actions already undertaken for fighting poverty and food insecurity. This means maintaining the activities of the current CP, which are centred on four of the ten strategic thrusts selected in the Common Country Assessment (October 2000).²
57. Given the difficult and challenging operating environment, it is recommended that the country office continue developing and consolidating existing CP activities. Food commitments to the CP should not be increased above their current levels. Priority should be given to improving the monitoring system, which would include adding four field monitors and one international staff member to the Cap Haitien sub-office staff.
58. The next CP for Haiti should adopt a logframe approach, which among other things defines higher-level and activity-level objectives. A performance-based monitoring and

² **Thrust 1:** education for all, and development and integration of human resources;

Thrust 6: insertion of the fight against poverty into the debate, the policies and the actions toward improving the level of the quality of life;

Thrust 7: sustainable rural development and food security;

Thrust 8: the protection and development of environmental resources and the sustainable use of open space.



evaluation system needs to be put in place to track progress against clearly defined indicators of success.

59. The current geographical focus of the CP should be maintained, but additional tools are needed, such as socio-economic studies and surveys, in order to refine the targeting further in terms of:

- reaching schools with the largest number of children coming from the poorest and neediest areas;
- reaching the poorest families with much-needed nutrition and health-related interventions; and
- identifying agricultural and infrastructure activities most suited to the needs of the very poorest households.



ACRONYMS USED IN THE DOCUMENT

c.i.f.	Cost, insurance, freight
CCA	Common country assessment
CIDA	Canadian International Development Agency
CNSA	National Coordination of Food Security
CP	Country Programme
DSC	Direct support cost
FAO	Food and Agriculture Organization
FFW	Food for work
M&E	Monitoring and evaluation
NGO	Non-governmental organization
ODA	Office of Development Activities
PADF	Pan-American Development Foundation
PAHO	Pan-American Health Organization
UNDAF	United Nations Development Assistance Framework
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
VAM	Vulnerability analysis and mapping
WHO	World Health Organization

