

Terminal Evaluation of the UNEP projects in the Haiti Cote Sud Initiative Portfolio

Part I: Gouvernance Sud project



Field visit in the South of Haiti with different Ministries, Donors and partners, organized in the frame of the Green Regional Coordination Table under the leadership of the Haitian Government and supported by UN Environment to discuss sustainable development priorities of the Grand Sud region.

November 2016



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This terminal evaluation was undertaken prior to a new UN Environment Programme directive on the visual identity of the organisation, which replaces previous reference to the organisation as 'UNEP', with 'UN Environment'. This terminal evaluation report, having reached an advanced stage prior to the official directive, has retained the name 'UNEP' throughout to refer to the organisation.

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ABOUT THE EVALUATION

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Brief Description: the UN Environment Haiti Country Office supports the implementation of a portfolio of projects in the Cote Sud region, a particularly disaster-prone part of the country. This evaluation focuses on a number of inter-related projects that all completed within a common timeframe and they are addressed in two separate documents as, Part I: Gouvernance Sud, along with reflection on how the whole portfolio has performed and Part II: Mer Sud and Terre Sud.

Key words: Haiti, disasters and conflict, Grand Sud, management of protected areas, terrestrial ecosystem management, marine ecosystem management, sustainable energy.

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ACRONYMS AND ABBREVIATIONS

ANAP	<i>Agence Nationale des Aires Protégées</i>
CAR-RCU	Caribbean Environment Programme - Regional Coordinating Unit
CBC	Caribbean Biological Corridor
CBD	Convention on Biological Diversity
CIAT	<i>Comité Interministériel d'Aménagement du Territoire</i>
CSI	<i>Côte Sud Initiative</i>
DEWA	Division of Early Warning and Assessment
EO	Evaluation Office
EU	European Union
FAD	fish aggregating device
FAO	Food and Agricultural Organization (of the United Nations)
GEF	Global Environment Facility
GTAP	<i>Groupe Technique d'Appui aux Aires Protégées</i>
HRI	Haiti Regeneration Initiative
IDB	Inter-American Development Bank
IMIS	Integrated Management Information System
MDE	<i>Ministère de l'Environnement</i>
MEA	multi-lateral environmental agreement
MPCE	<i>Ministère de la Planification et de la Coopération Externe</i>
MoU	memorandum of understanding
NGO	non-governmental organisation
ORE	Organization for the Rehabilitation of the Environment
PADI	<i>Pêche Artisanale et Développement Intégré</i>
PCDMB	Post-Conflict and Disaster Management Branch
PIMS	Programme Information and Management System
RCU	Regional Coordinating Unit
RIM	Regional Integrated Mechanism
ROLAC	Regional Office for Latin America and the Caribbean
SNAP	<i>Système National des Aires Protégées</i>
SPAW	(Protocol on) Specially Protected Areas and Wildlife
ToC	theory of change
OCHA	Office for the Coordination of Humanitarian Affairs
UGP	<i>Unité de Gestion de Projet</i>
UN	United Nations
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNON	United Nations Office in Nairobi
UNOPS	United Nations Office for Project Services
UNSDF	United Nations Sustainable Development Framework
USA	United States of America
USD	United States dollar

PROJECT IDENTIFICATION

Table 1: Project identification table (*Gouvernance Sud* project)

UNEP approval date:	April 2013	First disbursement:	December 2012
Actual start date:	April 2013	Planned duration:	21 months
Intended completion date:	December 2014	Actual completion date:	December 2015
Total cost:	USD 892,100	Co-financing (in cash):	UNDP: USD 112,083 Min. Env./IDB: 90,936 ¹ DEWA: 65,000
Norway Contribution:	USD 689,081		
Mid-term review (planned date):		Terminal evaluation (actual date):	April – September 2016
Mid-term review (actual date):	No mid-term review	No. of revisions:	3 extensions (July 2014, December 2014 and December 2015)
Date of last Steering Committee meeting:		Date of last revision:	December 2015
Disbursement as of 31 December:	USD 892,100	Date of financial closure:	December 2015
Date of completion:	31 December 2015	Actual expenditures reported as of 31 December 2015	USD 892,100
Total co-financing realized as of 31 December 2015	USD 268,019	Actual expenditures entered in IMIS and UMOJA as of 31 December 2015	USD 902,972

¹ The value of the contractual agreement between Ministry of the Environment and UNEP was 113,670, but only 90,936 was claimed and received by UNEP by the time the contract expired.

EXECUTIVE SUMMARY

1. This report is one of two products resulting from the terminal evaluation of three projects executed by the United Nations Environment Programme (UNEP) as part of the *Côte Sud* Initiative (CSI²) between 2013 and 2015. While focusing on these projects, the evaluation has also assessed the overall portfolio of projects in which UNEP is involved in Haiti, in the context of the country strategy formulated in 2013.

2. This report covers the project entitled “Côte Sud Initiative Development Cooperation Platform” project, or *Gouvernance Sud*, as well as the overall portfolio of UNEP-led projects in Haiti. As *Gouvernance Sud* deals with issues of coordination, institutional arrangements and policy support that are also at the core of UNEP’s country strategy for Haiti, the evaluation findings for this project sit most easily with the findings of the overall portfolio review. A separate report covers the two other projects under review, namely the “Marine Environment Regeneration in the South of Haiti” project, or *Mer Sud*, and the “Agroforestry and Landscape Rehabilitation” project, or *Terre Sud*, which focus more on field-based activities

Main findings

3. CSI – which is implemented by a coalition of United Nations (UN) agencies and other partners in Haiti’s *Département du Sud* and recently expanded to include two other *Départements* of the *Grand Sud* region³ – is highly relevant to that country’s environmental and developmental needs. Within the CSI, the three UNEP projects under review as well as past and current work in the energy sector have aimed to respond to several critical needs in biodiversity conservation and management, disaster reduction, resilience building,

SOMMAIRE

18. Ce rapport est l’un des deux produits issus de l’évaluation finale de trois projets réalisés par le Programme des Nations Unies pour l’Environnement (PNUE) dans le cadre de la *Côte Sud* Initiative (CSI⁴) entre 2013 et 2015. Tout en focalisant sur ces projets, l’évaluation s’est également penchée sur l’ensemble des projets en Haïti dans lesquels le PNUE participe, dans le contexte de la stratégie nationale formulée en 2013.

19. Ce rapport concerne le projet intitulé “Côte Sud Initiative Development Cooperation Platform”, ou *Gouvernance Sud*, ainsi que l’ensemble des projets menés par le PNUE en Haïti. Comme *Gouvernance Sud* traite de questions de coordination, de dispositions institutionnelles et d’appui aux politiques qui sont au centre de la stratégie nationale du PNUE pour Haïti, les conclusions d’évaluation pour ce projet s’accordent assez aisément avec celles de l’examen du portefeuille global de projets. Un rapport séparé traite des deux autres projets faisant l’objet d’une évaluation, à savoir le projet “Marine Environment Regeneration in the South of Haiti”, ou *Mer Sud*, et le projet “Agroforestry and Landscape Rehabilitation”, ou *Terre Sud*, qui se concentrent davantage sur des activités de terrain.

Conclusions principales

20. La CSI – mise en œuvre par une coalition d’agences des Nations Unies et d’autres partenaires dans le Département du Sud haïtien et récemment élargie pour inclure deux autres Départements de la région Grand Sud⁵ – se rapporte étroitement aux besoins environnementaux et développementaux du pays. Au sein de la CSI, les trois projets PNUE en revue, ainsi que le travail passé et présent dans le secteur énergétique, visaient à répondre à plusieurs besoins cruciaux en termes de conservation et gestion de la biodiversité, prévention des catastrophes, renforcement de la résilience, amélioration et diversification des

² CSI currently comprises 5 projects: *Gouvernance Sud*, *Mer Sud*, *Terre Sud*, *Energie Sud* and *Macaya Grand Sud*

³ Haiti is administratively divided into 10 units called *Département*, and there are three such units in the south-western peninsula: *Département du Sud* (capital Les Cayes), *Département de la Grand’Anse* (capital Jérémie) and *Département des Nippes* (capital Miragoâne).

⁴ Actuellement, le CSI comprend 5 projets : *Gouvernance Sud*, *Mer Sud*, *Terre Sud*, *Energie Sud* et *Macaya Grand Sud*

⁵ Haïti est divisé administrativement en 10 *départements*, dont trois forment la péninsule sud-ouest : le Département du Sud (capitale Les Cayes), le Département de la Grand’Anse (capitale Jérémie) et le Département des Nippes (capitale Miragoâne).

livelihood enhancement and diversification, skills development and capacity-building, access to energy, governance, investment and knowledge management.

4. The projects under review are therefore also relevant to a broader poverty reduction and sustainable development agenda. With continued work in energy, agroforestry, fisheries, community-based tourism, rural livelihoods and green economy, the projects have the potential to increase and diversify household income substantially and to enhance self-sufficiency.

5. The UNEP Haiti country programme has been managed by UNEP's Post-Conflict and Disaster Management Branch (PCDMB) since 2010, within the framework of the Disasters and Conflicts Sub-programme. The CSI has its origin in a response to the major disasters of 2008 (hurricanes) and 2010 (earthquake) and a context of crisis with persistent instability and insecurity. During the first two years, it was managed by UNEP's Regional Office for Latin America and the Caribbean (ROLAC). Despite its organisational home under PCDMB and its origins as a response to natural disasters, the Haiti Country Programme is thematically linked to many other UNEP fields of expertise and the sum of the activities implemented under this Country Programme make it relevant to all priority areas of UNEP's Mid-term Strategy and of its Programme of Work for the biennium 2016 – 2017, and particularly relevant to the three expected accomplishments of the Ecosystem Management Sub-programme.

6. Over the period 2013 – 2015, by focusing on the South of the country, the UNEP-led CSI projects have together delivered a number of important achievements, including:

- declaration and demarcation of the country's first nine marine protected areas, all located in the coastal region of the *Département du Sud*, to be followed by the preparation of management plans;
- contribution to the development of Haiti's first protected area management and operational plan (Macaya National Park) and to the formulation of a national methodology for protected area

moyens de subsistance, développement des compétences et renforcement des capacités, accès à l'énergie, gouvernance, investissement et gestion des connaissances.

21. Les projets en revue sont donc également pertinents en termes de l'agenda plus large de réduction de la pauvreté et de développement durable. Si le travail dans les secteurs de l'énergie, de l'agroforesterie, de la pêche, du tourisme local/à base communautaire, des moyens de subsistance en milieu rural et de l'économie verte est poursuivi, les projets ont le potentiel d'accroître et diversifier significativement le revenu des ménages et d'améliorer l'autosuffisance.

22. Depuis 2010, le programme national Haïti du PNUE a été géré par son Service Post-Conflict et Gestion des Catastrophes (PCDMB), dans le cadre de son sous-programme Désastres et Conflits. La CSI trouve son origine dans une réponse aux catastrophes majeures de 2008 (ouragans) et 2010 (tremblement de terre) et un contexte de crise caractérisée par une instabilité et une insécurité persistantes. Durant les deux premières années, elle était gérée par le Bureau Régional pour l'Amérique Latine et les Caraïbes (ROLAC) du PNUE. Malgré son domicile organisationnel sous PCDMB et son amorce comme réponse aux catastrophes naturelles, le programme national d'Haïti est thématiquement lié à plusieurs autres champs d'expertise du PNUE, l'ensemble des activités mises en œuvre sous ce programme faisant qu'il soit pertinent au regard de tous les domaines prioritaires de la Stratégie à Moyen Terme du PNUE et de son Programme de Travail biennal 2016 – 2017, et particulièrement pertinent pour les trois résultats escomptés du sous-programme Gestion des Ecosystèmes.

23. Sur la période 2013 – 2015, en se concentrant sur le Sud du pays, les projets CSI sous l'égide du PNUE ont livré ensemble plusieurs réalisations importantes, y compris:

- la déclaration et la délimitation des neuf premières aires marines protégées du pays, toutes localisées dans la région côtière du Département du Sud, qui seront suivies par la préparation de plans de gestion ;
- la contribution à l'élaboration du premier plan opérationnel et de gestion d'une aire protégée en Haïti (Parc National de Macaya) et la formulation d'une méthodologie nationale pour la planification d'aires protégées et de

- planning and standards for signage in protected areas (with the *Agence Nationale des Aires Protégées – ANAP* and in South-South cooperation with Cuba's *Centro Nacional de Areas Protegidas*);
- development and replication of a new model of reforestation with high-value agroforestry species and introduction of technical capacities in the grafting of mango trees, grain storage and drip irrigation amongst the local population;
 - completion of Haiti's first departmental-level green economy assessment of charcoal, cacao, vetiver and other green value chains;
 - construction of a solar-diesel demonstration mini-grid operated and managed by Haiti's first electric cooperative, capable of serving 1,600 households and micro businesses with regular electricity;
 - pioneering of a solar and grid charged battery rental scheme supported to provide LED lighting and capable of powering 1,800 isolated households;
 - design and establishment of a clean energy retail programme that distributes energy-efficient solar products to families that currently use kerosene or candles, with over 12,000 solar products sold to date;
 - installation of solar panels in 12 health centres in 12 southern communes;
 - creation of Haiti's first coastal species plant nursery, providing mangrove seedlings to rehabilitate degraded coastal areas such as beaches affected by erosion and deforested wetlands important for coastal protection;
 - restoration and protection of riverbanks through the planting of bamboo to reduce flash flooding and erosion in ecologically sensitive and upstream populated areas, under contractual agreements between UNEP and local civil society organisations, with the participation of affected communities;
 - establishment of governance structures such as the coordination mechanism known as the *Table*
- normes de signalisation en aires protégées (avec l'Agence Nationale des Aires Protégées – ANAP et, en coopération Sud-Sud, avec le *Centro Nacional de Areas Protegidas* de Cuba);
- l'élaboration et la reproduction d'un nouveau modèle de reboisement en espèces agro-forestières prisées et l'introduction de capacités techniques au sein de la population locale dans le greffage de manguiers, le stockage des grains et l'irrigation au goutte-à-goutte;
 - la réalisation de la première évaluation économie verte à niveau départemental portant sur le charbon de bois, le cacao, le vétiver et d'autres chaînes de valeur vertes;
 - la construction d'un mini-réseau solaire-diesel de démonstration exploité et géré par la première coopérative électrique d'Haïti, capable de fournir une alimentation électrique régulière à 1.600 ménages et micro-entreprises;
 - l'amorçage pionnier d'un système de location de batteries solaires rechargeables sur le réseau soutenu pour fournir un éclairage LED et en mesure d'alimenter en courant 1.800 ménages isolés;
 - la conception et mise en place d'un programme de vente au détail d'énergie propre, qui distribue des produits solaires éco-énergétiques à des familles se servant actuellement de kérosène ou de bougies, avec plus de 12.000 produits solaires vendus à ce jour;
 - l'installation de panneaux solaires dans 12 centres de santé de 12 communes du Sud;
 - la création de la première pépinière d'espèces côtières d'Haïti, fournissant des plantules de mangroves pour réhabiliter des zones côtières dégradées, telles des plages touchées par l'érosion et des marécages déboisés importants pour la protection côtière;
 - la restauration et la protection de berges en plantant des bambous pour réduire les crues soudaines et l'érosion dans des zones écologiquement sensibles et des terres peuplées en amont, en vertu d'accords contractuels entre le PNUE et des organisations locales de la société civile, avec la participation des communautés touchées;
 - la mise en place de structures de gouvernance, tel le mécanisme de

Verte, to gather international, national and local partners working in the South to discuss key environmental and development projects and initiatives and liaise on issues of regional relevance;

- provision of staff and other capacity-building support to departmental delegations of ministries responsible for environment, agriculture and fisheries;
- development of strong partnerships with local actors, with trust and mutual support;
- increased awareness, within institutions at local and national levels, of the vulnerability as well as the potential of the *Grand Sud*;
- strengthening and professionalization of local partners, primarily a small number of locally-based and legitimate local civil society actors involved in various aspects of project execution;
- enhancement of coordination between departmental ministerial staff and local civil society actors;
- building of technical and management capacity with significant investments in time, technical assistance and resources in local organisations;
- establishment and management of a comprehensive online library;
- contribution to coordination and facilitation of joint reporting among UN agencies.

7. While achievements have been many, there are several outputs that were expected at the stage of design (2012 / 2013) of the three projects under review that have not been delivered, or delivered only partially. There are several factors responsible for the projects' inability to deliver fully on these and other expected outputs, and these factors are analysed in this report. Generally, it is the view of this evaluation that the design of the three projects under review was too ambitious, especially considering the very short time frame available and the specific conditions of project execution. However, this level of ambition has helped to articulate broader goals and aims that have contributed to outlining subsequent phases of programming.

coordination connu comme la *Table Verte*, pour réunir les partenaires internationaux, nationaux et locaux travaillant dans le Sud pour discuter de projets et initiatives clés se rapportant à l'environnement et au développement et échanger des informations sur des questions de portée régionale ;

- la mise à disposition de personnel et autre soutien au renforcement des capacités aux délégations départementales des ministères responsables pour l'environnement, l'agriculture et la pêche ;
- le développement de partenariats solides avec des acteurs locaux, basés sur la confiance et le soutien réciproque ;
- une sensibilisation accrue, au sein d'institutions aussi bien locales que nationales, de la vulnérabilité ainsi que du potentiel du *Grand Sud* ;
- le renforcement et la professionnalisation de partenaires locaux, essentiellement un petit nombre d'acteurs légitimes et implantés localement de la société civile locale concernant divers aspects de l'exécution de projets ;
- l'amélioration de la coordination entre personnel ministériel départemental et acteurs de la société civile locale ;
- le renforcement de la capacité technique et de gestion à travers des investissements non négligeables en temps, assistance technique et ressources dans des organisations locales ;
- la mise en place et la gestion d'une bibliothèque virtuelle bien fournie ;
- une contribution à la coordination et la facilitation de rapports communs entre agences des Nations Unies.

24. Alors que les réussites ont été nombreuses, il y a plusieurs extraits attendus au stade de la conception (2012 / 2013) des trois projets en revue qui n'ont pas été livrés, ou qui ne l'ont été que partiellement. Plusieurs facteurs sont responsables de l'incapacité des projets à livrer pleinement ces extraits et d'autres résultats escomptés, et ces facteurs sont analysés dans ce rapport. Globalement, cette évaluation estime que la conception des trois projets en revue était trop ambitieuse, surtout au regard du délai disponible très court et des conditions spécifiques de l'exécution du projet. Toutefois, ce niveau d'ambition a aidé à formuler des objectifs et des buts plus larges, qui ont contribué à l'esquisse de

8. UNEP's work in, and collaboration with, Haiti have also impacted positively on policy, processes and institutions at the national level. In addition to the formulation and dissemination of methodologies, plans and recommendations based on the experience in the South, UNEP has supported and continues to support Haiti's participation in multilateral environmental agreements (MEA), is an active participant in the preparation of the new *Plan Cadre des Nations Unies pour le Développement Durable* (United Nations Sustainable Development Framework – UNSDF) for Haiti, and contributes fully to various technical processes and coordination groups.

9. By working in a geographic area that had previously been largely ignored by donors and by achieving a number of results such as: the declaration of Haiti's first marine protected areas; the development of a management plan for one of Haiti's main terrestrial protected areas; the creation of an electricity cooperative and the establishment of a broad-based regional planning and coordination platform, CSI has produced instruments and provided lessons that can be shared with, and replicated in, the rest of the country. At the same time, South-South collaboration with the Cuban National Protected Areas Agency on marine protected areas and other domains or the study visits to other Caribbean countries have all contributed to a greater knowledge and understanding of protected area management for the country at large. In its collaboration with relevant ministries and within the UN system, in particular through its current involvement in the formulation of the new UNSDF for Haiti, UNEP has been able to inform national policy and programming.

10. Partnerships have been, and are, central to the approach used in CSI and its various components, both as outputs of the work and as instruments of project execution. Two of the features of these partnerships are that UNEP has sought, and often succeeded, to encourage and facilitate collaboration among UN agencies, and to achieve equitable and empowering relations with its local partners. These partners express the view that they have a voice and a sense of ownership and that they are able to contribute to the direction and execution of

phases de planification ultérieures.

25. Le travail du PNUÉ en (et en collaboration avec) Haïti a également eu un impact positif sur les politiques, les processus et les institutions au niveau national. Outre la formulation et diffusion de méthodologies, plans et recommandations fondés sur l'expérience dans le Sud, le PNUÉ a soutenu et continue à soutenir la participation d'Haïti dans des accords environnementaux multilatéraux, participe activement dans la préparation du nouveau Plan Cadre des Nations Unies pour le Développement Durable (*United Nations Sustainable Development Framework – UNSDF*) pour Haïti, et contribue pleinement à divers processus techniques et groupes de coordination.

26. En travaillant dans une zone géographique jusqu'alors largement ignorée par les donateurs et en obtenant nombre de résultats, tels : la proclamation des premières aires marines protégées d'Haïti ; l'élaboration d'un plan de gestion pour une des principales aires terrestres protégées d'Haïti ; la création d'une coopérative d'électricité et l'établissement d'une large plateforme régionale de planification et de coordination, la CSI a produit des instruments et fourni des leçons qui peuvent être partagés avec, et reproduits dans, le reste du pays. En même temps, la collaboration Sud-Sud avec l'Agence Cubaine des Aires Nationales Protégées sur les aires marines protégées et d'autres domaines, ou alors les visites d'étude dans d'autres pays des Caraïbes, ont tous contribué à une connaissance et une compréhension plus larges de la gestion d'aires protégées pour le pays tout entier. Dans sa collaboration avec les ministères pertinents, ainsi qu'au sein du système des Nations-Unies, et plus particulièrement à travers son implication actuelle dans la formulation du nouvel UNSDF pour Haïti, le PNUÉ a été en mesure de contribuer à l'élaboration de la politique et de la planification nationales.

27. Les partenariats ont été, et sont, au centre de l'approche utilisée dans la CSI et ses différentes composantes, aussi bien comme extrants du travail que comme instruments de l'exécution des projets. Deux caractéristiques de ces partenariats sont que le PNUÉ a cherché, et a souvent réussi, à encourager et à faciliter la collaboration entre agences des Nations Unies, et à instaurer des relations équitables et responsabilisantes avec ses partenaires locaux. Ces partenaires expriment l'opinion qu'ils ont une voix et un sentiment de propriété et qu'ils sont en mesure de contribuer à l'orientation et l'exécution des projets. Ils peuvent

projects. They are also able to rely upon UNEP for appropriate expertise and for technical support. In addition, some of the civil society partners may have, or have had, strained relationships with government agencies, especially at the central level, and their sustained involvement in CSI has increased their legitimacy in the eyes of these agencies as well as strengthening their ability to negotiate fairer and more equitable terms in other partnerships.

11. Without neglecting national institutions and processes, the field approach has been at the heart of UNEP's country programme, especially since it established itself in Port Salut in the *Département du Sud*. This is a novel approach to the way other organisations and UN agencies have been operating in Haiti. The UNEP Country Programme Manager is based in Port Salut to maintain a constant presence, interact with stakeholders and beneficiaries, and understand the ecological and socio-political contexts. There is also a liaison office in the capital, to maintain ties and political relations with government ministries and agencies as well as international organisations.

12. This approach has clearly been beneficial. Proximity to the field and the local actors has allowed for rapid responses and adaptive management, and for building trust with partners and beneficiaries. The UNEP team has also assembled and built remarkable expertise in, and knowledge of, the southern region's landscape, history, biodiversity, demographics and socio-political issues as well as the key value chains. Living and working in the field means that there is more time spent liaising with project activities—although engagement at the political level in Port-au-Prince also significantly occupies staff time. There is also a social benefit from such a local presence: UNEP staff are recognised and known by local residents and this translates into more effective communication during project implementation.

13. Communication has played a critical role in the development and operations of the CSI and its various components. UNEP has empowered local organisations to take ownership of work, carry out activities and liaise directly with local communities, and one of the features of UNEP's country

également compter sur le PNUE pour l'expertise appropriée et pour un soutien technique. En plus, certains des partenaires de la société civile peuvent avoir, ou ont déjà eu, des rapports tendus avec des organismes gouvernementaux, surtout au niveau central, et leur implication soutenue dans la CSI a accru leur légitimité aux yeux de ces organismes, tout en renforçant leur capacité à négocier des termes plus justes et plus équitables dans d'autres partenariats.

28. Sans négliger les institutions et processus nationaux, l'approche de terrain a été au cœur du programme national du PNUE, surtout depuis qu'il s'est installé à Port-Salut dans le Département du Sud. Cela constitue une approche novatrice par rapport à la manière dont d'autres organisations et des agences de l'ONU ont opéré jusqu'ici en Haïti. Le Directeur du Programme Pays du PNUE est basé à Port-Salut en vue de maintenir une présence constante, interagir avec les parties prenantes et les bénéficiaires, et comprendre les contextes écologique et sociopolitique. Il existe aussi un bureau de liaison dans la capitale pour maintenir des liens et des relations politiques avec les ministères et organismes gouvernementaux, ainsi que les organisations internationales.

29. Cette approche a manifestement été bénéfique. La proximité au terrain et aux acteurs locaux a permis des réactions rapides et une gestion adaptative, et l'établissement de relations de confiance avec les partenaires et les bénéficiaires. L'équipe PNUE a également collecté et construit une expertise remarquable dans, et une connaissance de, cette région du sud en termes de paysage, d'histoire, de biodiversité, de données démographiques et de questions sociopolitiques, ainsi que des chaînes de valeur clés. Vivre et travailler sur le terrain signifie que plus de temps est passé en liaison avec des activités des projets – bien que l'engagement au niveau politique à Port-au-Prince occupe aussi un temps considérable du personnel. Il existe également un bénéfice social découlant de cette présence locale : les membres du personnel PNUE sont reconnus et connus des résidents locaux et cela se traduit par une communication plus efficace pendant l'exécution du projet.

30. La communication a joué un rôle crucial dans l'élaboration et les opérations de la CSI et de ses diverses composantes. Le PNUE a responsabilisé les organisations locales à s'approprier le travail, mener des activités et entrer en rapport direct avec les communautés locales, tandis qu'une des caractéristiques du programme national du PNUE en Haïti est qu'il évite délibérément toute relation

programme in Haiti is that it deliberately avoids a paternalistic relationship with partners and typically does not credit and brand activities as UNEP activities. This is a good approach, as it contributes to building trust, ownership and capacity, slowly transmitting knowledge and skills to local partners. It is also a way to manage the fatigue that many Haitians feel vis-à-vis the overwhelming presence of international organisations, but the perception of UNEP and the awareness of its work in Haiti may have suffered as a result.

14. The problem of visibility and perception goes beyond Haiti. In fact one of the challenges faced by the Haiti Country Programme is communication within UNEP itself. The value-added of this office, the significance of this programme and how they contribute to UNEP's mandate are not always well communicated to, and understood by, staff in headquarters and regional offices. Adding to this communication challenge is that while UNEP units and staff directly involved in disasters and conflicts understand the context and realities of countries such as Haiti, the parts of UNEP dealing with other development contexts may not always appreciate the challenges related to institutions and capacities in contexts of persistent crisis. This may be partly responsible for missed opportunities to communicate effectively about the programme, its scope, its achievements and its true contribution to UNEP programme execution.

15. The types and levels of UNEP's interventions in Haiti are unusual, when compared to UNEP's partnerships with, and involvement in, the Latin America and Caribbean region and in most other countries around the world. In most countries and regions, UNEP is primarily involved in normative work, including the provision of support to policy and institutional development and to countries' participation in regional and global platforms, processes and agreements. In Haiti, UNEP is also a local development actor, coordinating and executing a wide range of field-based interventions. This level of involvement – originally requested by Haiti's Ministry of the Environment and justified by the impact of the natural disasters of 2008 and by UNEP's desire at the time to execute "flagship projects" – now

paternaliste avec ses partenaires et, typiquement, ne qualifie ni ne catalogue pas les activités comme des activités PNUE. Ceci est une excellente approche, car elle contribue à renforcer la confiance, le sentiment d'appropriation et les capacités, transmettant graduellement des connaissances et des compétences aux partenaires locaux. C'est également une manière de gérer la lassitude que nombre d'Haïtiens ressentent vis-à-vis de l'omniprésence des organisations internationales, mais de ce fait la perception du PNUE et la conscience de son travail en Haïti ont pu en souffrir.

31. Le problème de la visibilité et de la perception va au-delà d'Haïti. En fait, un des défis auxquels est confronté le Programme National d'Haïti est celui de la communication au sein du PNUE lui-même. La valeur ajoutée de ce bureau, la portée de ce programme et la manière dont elles contribuent au mandat du PNUE ne sont pas toujours bien communiquées au, ni bien comprises par, le personnel du Siège et des bureaux régionaux. A ce défi de communication vient s'ajouter le fait que, même si les unités et le personnel du PNUE directement impliqués dans les désastres et conflits entendent le contexte et les réalités de pays tels Haïti, les parties du PNUE travaillant dans d'autres contextes de développement peuvent ne pas toujours se rendre compte des difficultés liées aux institutions et aux capacités dans des contextes de crise persistante. Cela peut être partiellement responsable des opportunités manquées pour communiquer efficacement sur le programme, sa portée, ses réalisations et sa véritable contribution à l'exécution de programme du PNUE.

32. Les types et les niveaux des interventions du PNUE en Haïti sont inhabituels, surtout lorsqu'ils sont comparés à ses partenariats avec, et son implication dans, la région de l'Amérique Latine et des Caraïbes et dans la plupart des pays du monde. Dans la plupart des pays et régions, le PNUE est essentiellement impliqué dans du travail normatif, y compris la fourniture d'un soutien au développement des politiques et des institutions et à la participation des pays à des plateformes, des processus et des accords régionaux et globaux. En Haïti, le PNUE est également un acteur local de développement, coordonnant et exécutant un large éventail d'interventions sur le terrain. Ce niveau d'engagement – initialement demandé par le Ministère de l'Environnement d'Haïti et justifié par l'impact des catastrophes naturelles de 2008 et la volonté du PNUE à l'époque de réaliser des "projets phares" – trouve maintenant sa raison d'être et son fondement conceptuel dans le sous-

finds its rationale and conceptual basis in UNEP's Disasters and Conflicts sub-programme, as well as in the country strategy formulated for the period 2013 – 2017. But there are questions raised and diverse opinions expressed, both internally and externally, with respect to the justification for UNEP's role and country presence in Haiti.

Main lessons learned

16. A number of interesting and useful lessons can be learned from this Project, and they are presented in section IV 0 below. [Short summary of the lessons from section IV 0 to be inserted in final version of this report.]

- Collaboration among UN agencies at the country level, dubbed as "Delivery as One", is a desirable objective, but one that can only be achieved if the said agencies are truly committed to such collaboration and if specific mechanisms are put in place to facilitate it.
- Impact is sometimes more likely with a highly targeted focus of resources and effort than if investments and interventions are spread over an entire country.
- While UNEP aims to build capacity and promote change at a national level, certain programmatic benefits can be gained from a specific geographic focus and there are other advantages for an agency like UNEP to operate from a base in the field.
- Efficiency and effectiveness can be increased when a range of activities are executed concurrently.
- Where governance is weak, the decentralised structures of public institutions may be more stable than their parent institutions at national level, and investments at local level can therefore be more productive.

programme Désastres et Conflits du PNUE, ainsi que dans la stratégie nationale formulée pour la période 2013 – 2017. Mais des questions sont soulevées et diverses opinions exprimées, tant sur le plan interne qu'externe, quant à la justification du rôle et de la présence pays du PNUE en Haïti.

Principales leçons tirées

33. Un nombre de leçons à la fois intéressantes et utiles peut être tiré de ce projet, et qui sont présentées dans la section IV 0 ci-après.

- La collaboration entre agences des Nations Unies au niveau national, connue sous le label "Delivery as One", est un objectif souhaitable, mais qui ne peut être atteint que si lesdites agences s'y engagent réellement et des mécanismes spécifiques sont mis en place pour la faciliter.
- L'impact est parfois plus probable avec des ressources et des efforts ciblés, plutôt qu'au travers d'investissements et d'interventions répartis à travers un pays tout entier.
- Alors que le PNUE vise à renforcer les capacités et à promouvoir le changement au niveau national, certains avantages programmatiques peuvent découler d'un ciblage géographique spécifique, et il existe également d'autres avantages pour qu'un organisme tel le PNUE développe ses opérations à partir d'une base sur le terrain.
- L'efficacité et l'efficience peuvent s'améliorer lorsqu'une gamme d'activités sont menées simultanément.
- Là où la gouvernance est faible, les structures décentralisées des institutions publiques peuvent s'avérer plus stables que leur institution mère au niveau national, et par conséquent les investissements au niveau local peuvent être plus productifs.
- Dans des contextes de faibles capacités organisationnelles, d'incertitude politique et de vulnérabilité élevée, une gestion adaptative, des procédures administratives efficaces, des partenariats adaptables et des modalités financières efficaces sont absolument nécessaires.

- In contexts of weak organisational capacities, political uncertainty and high vulnerability, adaptive management, efficient administrative procedures, adaptable partnerships and efficient financial arrangements are absolutely necessary.
- In institutions, programmes and projects, all efforts should be made to attract and recruit the right people, and it is preferable to allocate time and resources to a rigorous recruitment process, instead of having to manage the consequences of an inappropriate recruitment.
- Dans les institutions, programmes et projets, tout devrait être fait pour attirer et recruter les personnes appropriées, car il est préférable de consacrer du temps et des ressources à un processus rigoureux de recrutement plutôt que de devoir gérer les conséquences d'un recrutement peu approprié.

Recommandations clés

34. Les recommandations découlant de cette évaluation sont présentées dans la section IV C. Le tableau ci-après fournit un résumé de ces recommandations, avec une proposition d'attribution de responsabilité principale et des suggestions quant aux moyens de vérification du progrès vers la matérialisation.

Key recommendations

17. The recommendations arising from this evaluation are presented in section IV C. The table below provides an executive summary of these recommendations, with a proposed allocation of lead responsibility and suggested means of verification of progress towards implementation.

Table 2: Executive summary of recommendations (English – version française ci-dessous)

Recommendation	Actions	Lead responsibility	Means of verification
A process to define the conditions to be considered and criteria to be applied by UNEP in establishment of in-country presence, and assessment to determine when presence no longer necessary	Develop discussion paper	Sub-programme Coordinator, Disasters and Conflicts	Paper produced
	Organise internal consultation		
A new Country Strategy for Haiti, with sustainability of hand-over arrangements	Adopt policy paper	Senior Management Team	Policy paper approved
	Convene meeting(s) with key partners in Haiti to review findings of this evaluation and design strategy process	Country Programme Manager	Minutes of meeting(s) prepared
	Develop new strategy, with elements proposed in	Country Programme	Strategy formulated, with participation of

Recommendation	Actions	Lead responsibility	Means of verification
	<p>section IV C, and with active participation of Government of Haiti, other UN agencies and other stakeholders</p> <p>Provide support to establishment and operations of Regional Integrated Mechanism (RIM) under auspices of UN Resident Coordinator</p>	<p>Manager with support from ROLAC and Sub-programme Coordinators, Disasters and Conflicts and Ecosystem Management</p> <p>Country Programme</p>	<p>all relevant stakeholders, as documented in minutes of meetings and other process documents</p> <p>Notes of meetings</p>
Capacity of Country Programme strengthened	<p>Increase funding to level that permits recruitment of Fund Management Officer at CO</p> <p>Develop action plan for decentralised authority whenever desirable and applicable</p> <p>Explore and accelerate processes aimed at improving administrative and financial management procedures</p>	<p>Country Programme and PCDMB</p> <p>PCDMB</p> <p>HQ / UNON</p>	<p>Approved project documents</p> <p>Action plan formulated and implemented</p> <p>Decisions made, e.g. regarding delegated authority to review and approve project revisions</p>
A new place and positioning of Haiti Country Programme and Office within UNEP	<p>Establish dual reporting arrangement (from Country Programme to PCDMB and ROLAC)</p> <p>Develop action plan to enhance impact of Haiti Country Programme on UNEP's regional programming</p> <p>Ensure that Haiti Country Programme team is informed of all communications between UNEP (all units) and the Government of Haiti</p>	<p>PCDMB</p> <p>ROLAC</p> <p>ROLAC, PCDMB, all other units</p>	<p>Progress reports submitted to both PCDMB and ROLAC</p> <p>Action plan prepared, actions implemented</p> <p>Confirmation by Country Programme team that it is adequately informed</p>
Use of the country capacity framework as an instrument to document and assess progress	Use country capacity framework to assess progress with national capacity (as opposed to reporting on all activities)	Sub-programme Coordinator, D&C	Annual updates of framework submitted

Recommendation	Actions	Lead responsibility	Means of verification
Documentation and analysis of the experience and lessons gained in CSI	Include provisions for a detailed case study (written and audio-visual) in future funding proposals	PCDMB and Country Programme	Case study included in proposal
	If funding available, conduct and disseminate case study	ROLAC	Case study produced and disseminated

Tableau 3: Sommaire des recommandations (French version of executive summary of recommendations)

Recommandation	Actions	Responsabilité Principale	Moyens de vérification
Un processus pour définir les conditions à prendre en compte et les critères à appliquer par le PNUE en établissant présence dans le pays, et évaluation pour déterminer quand cette présence n'est plus nécessaire	Elaborer un document de travail	Coordinateur de sous-programme, Désastres et Conflits	Le document est produit
	Organiser une consultation interne	Equipe de direction	
	Adopter un document d'orientation		Le document d'orientation est approuvé
Une nouvelle Stratégie Nationale pour Haïti, préconisant la durabilité des arrangements de transfert de responsabilités	Convoquer une (ou des) réunion(s) avec les partenaires clés en Haïti pour passer en revue les constatations de cette évaluation et esquisser le processus stratégique	Directeur du Programme Pays	Préparation de compte rendu de réunion(s)
	Elaborer une nouvelle stratégie, comprenant des éléments proposés dans la section IV C, et avec la participation active du gouvernement d'Haïti, d'autres agences des Nations Unies et d'autres parties prenantes	Directeur du Programme Pays avec le soutien de ROLAC et des Coordinateurs de sous-programmes, Désastres and Conflits et Gestion des Ecosystèmes	Formulation de stratégie, avec la participation de toutes les parties prenantes pertinentes, comme il en ressort des procès-verbaux des réunions et autres documents du processus
	Fournir un appui à l'établissement et aux opérations d'un mécanisme d'intégration régionale (RIM) sous l'égide du Coordinateur Résident de l'ONU	Programme national	Notes des réunions

Recommandation	Actions	Responsabilité Principale	Moyens de vérification
Renforcement des capacités du Programme National	<p>Accroître le financement à un niveau permettant le recrutement d'un(e) Responsable de la Gestion des Fonds au bureau central</p> <p>Elaborer un plan d'action en faveur d'une autorité décentralisée, le cas échéant et si souhaitable</p> <p>Explorer et accélérer des processus visant à améliorer les procédures administratives et financières</p>	<p>Programme National et PCDMB</p> <p>PCDMB</p> <p>Siège / ONUN</p>	<p>Descriptifs de projets approuvés</p> <p>Plan d'action formulé et mis en place</p> <p>Décisions prises, p. ex. délégation du pouvoir d'examiner et approuver des révisions du projet</p>
Nouvelle place et nouveau positionnement du Programme National d'Haïti et de son Bureau au sein du PNUE	<p>Etablir un système de double rattachement pour ce qui est des comptes-rendus (du Programme National au PCDMB et à ROLAC)</p> <p>Elaborer un plan d'action pour amplifier l'impact du Programme National d'Haïti sur la programmation régionale du PNUE</p> <p>Faire en sorte que l'équipe du Programme National d'Haïti soit informée de toutes les communications entre le PNUE (toutes unités) et le gouvernement haïtien</p>	<p>PCDMB</p> <p>ROLAC</p> <p>ROLAC, PCDMB, toutes les autres unités</p>	<p>Rapports sur l'état d'avancement remis aussi bien au PCDMB qu'à ROLAC</p> <p>Plan d'action préparé, actions réalisées</p> <p>Confirmation par l'équipe du Programme National qu'elle est convenablement informée</p>
Utilisation du cadre de renforcement de capacité comme instrument de documentation et d'évaluation du progrès accompli	Utiliser le cadre de renforcement de capacité pour évaluer le progrès des capacités nationales (plutôt que pour des comptes-rendus sur toutes les activités)	Coordinateur de sous-programme, D&C	Des mises à jour annuelles du cadre sont communiquées
Documentation et analyse de l'expérience et des enseignements issus de la CSI	<p>Prévoir des dispositions pour étude de cas détaillée (documents écrits et matériel audiovisuel) dans propositions futures de financement</p> <p>En cas de financement disponible, mener et diffuser une étude de cas</p>	<p>PCDMB et Programme National</p> <p>ROLAC</p>	<p>Etude de cas incluse dans la proposition</p> <p>Etude de cas réalisée et diffusée</p>

Summary ratings

Table 4: Summary ratings table (*Gouvernance Sud* project)

Criterion	Summary Assessment	Rating ⁶
A. Strategic relevance	The project is relevant to the development and conservation needs and priorities of Haiti, by seeking to enhance coordination among development initiatives, by promoting the One UN approach and by building the capacity of key actors at central and local government levels as well as in civil society and communities	S
B. Achievement of outputs	The project has succeeded in enhancing cooperation among UN agencies and in establishing a regional platform, as well as in communicating results and opportunities and in providing valuable technical assistance, but it has not delivered the expected outputs at departmental and municipal levels The project has also achieved the expected outcome ⁷ of increasing the volume and quality of investments in the South region, as per its logical framework	MS
C. Effectiveness: Attainment of project objectives and results		S
1. Achievement of outcome	The outcome stipulated in the logical framework has been achieved, with results well beyond expected targets	HS
2. Likelihood of impact	Lasting impact on governance arrangements will depend very much on the commitment and capacities of other actors, in a challenging policy and institutional environment	MS
3. Achievement of project goal and objectives	The <i>Gouvernance Sud</i> project, usefully complemented by the contributions of the other, concurrent CSI projects (e.g. support to cooperatives and civil society organisations, or technical assistance to <i>Délégations</i> and municipalities), has positively transformed the governance arrangements and capacities in the South of Haiti, but it has not succeeded in building sustainable coordination platforms at municipal levels	MS
D. Sustainability and replication		L
1. Financial	Thanks to the <i>Macaya Grand Sud</i> project and to the other projects developed by or in collaboration with UNEP for implementation beyond 2015, the processes that were initiated as part of the <i>Gouvernance Sud</i> project will be continued in the short and medium term. Over the long term, the financial sustainability of these interventions, processes and institutional arrangements will depend on institutional capacity and stability as well as political	L

⁶ Ratings of effectiveness as well as ratings of monitoring and evaluation are: Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U) and Highly Unsatisfactory (HU). Ratings of sustainability are: Highly Likely (HL), Likely (L), Moderately Likely (ML), Moderately Unlikely (MU), Unlikely (U), and Highly Unlikely (HU). The criteria used in the determination of these ratings are described in Annex 2 of the Terms of Reference; see Annex 2 to this report.

⁷ In the original project document, a single outcome was identified, focusing on international development investments. The suitability of this outcome is questionable, because the outputs in the project framework were not directly related, and would not have logically contributed, to this outcome. For the purpose of this assessment, the outcome has been treated as an additional output.

Criterion	Summary Assessment	Rating ⁶
	will.	
2. Socio-political	In spite of political instability, the <i>Gouvernance Sud</i> project has been able to improve the socio-political context and should thus enhance sustainability, thanks to a good awareness of project activities and benefits among local actors, especially civil society organisations and user groups (cooperatives)	ML
3. Institutional framework	The <i>Table Verte</i> is an important and innovative arrangement that has potential for replication. Its sustainability as well as that of the online library, the website and the other communication functions, depend on one institution (the CIAT) which currently has the required mandates and capacities but which is, like others in Haiti, vulnerable to political and other factors of instability	ML
4. Environmental	This criterion is not relevant to this project	
5. Catalytic role and replication	There is interest among UN agencies in Haiti in replicating some of the approaches used in CSI. With respect to regional planning, the CIAT sees work done in the <i>Grand Sud</i> , especially with the <i>Table Verte</i> , as a pilot towards new arrangements for decentralised planning throughout the country. The GEF-UNEP funded project on developing core capacity for MEA implementation should help in disseminating and sharing lessons and capacities.	L
E. Efficiency		MS
F. Factors affecting project performance		MS
1. Preparation and readiness	This project built on earlier processes and activities of the CSI, and this was a positive factor. The project would however have benefitted from a more rigorous assessment of capacities among its key partners	MS
2. Project implementation and management	Project implementation and management have been effective. Positive factors have included the quality of the personnel involved, and the arrangements between UNEP and UNOPS	S
3. Stakeholders participation and public awareness	Political factors and capacity issues have impacted on the performance of the MPCE and of the municipalities. The participation of other partners has been satisfactory.	MS
4. Country ownership and driven-ness	CSI is largely driven by UN agencies, but national stakeholders support it. New governance arrangements are fully owned and supported by the CIAT. CSI has strengthened country ownership of critical management instruments, notably protected areas.	S
5. Financial planning and management	Budgeting was adequate. There were a number of issues of financial management, some related to the introduction of the UMOJA system, others coming from UNEP procedures that have in some cases caused delays and frustrations, but the actual arrangements, in particular through the agreement with UNOPS, significantly reduced the negative impacts of these issues	MS
6. UNEP supervision and backstopping	PCDMB support and supervision is fully adequate. There have been problems caused by poor communication between the Country Programme and	S

Criterion	Summary Assessment	Rating ⁶
	<p>other parts of UNEP (e.g. direct communication with country without informing the CO)</p> <p>There is good communication between the Country Programme and ROLAC and the CAR/RCU, but programmatic collaboration was limited, with some missed opportunities</p>	
7. Monitoring and evaluation		MS
a. M&E Design	<p>M&E design in the logical framework was adequate, but it was not sufficient to allow for monitoring and assessment of the overall effectiveness and impact of CSI with respect to governance and capacities. In addition to original design, the Country Programme took the initiative to produce valuable documents, particularly the self-assessment report (2013 – 2015)</p>	MS
b. Budgeting and funding for M&E activities	<p>Because the combined budgets of the CSI projects over 2013 – 2015 were not sufficient to recruit a team member dedicated to M&E, more attention was paid to communications and knowledge management (website and online library), but the M&E activities were few and insufficient</p>	MU
c. M&E Plan Implementation	<p>Reporting in the PIMS system as per logical framework has been done effectively</p> <p>Project activities have been well communicated through the joint UN South Haiti reports, factsheets, the <i>Bulletin du Sud</i>, the website, the Facebook page and other media and products</p> <p>There was no mid-term review</p> <p>Qualitative monitoring of results and potential impacts was not done</p> <p>The country capacity framework used by the UNEP Disasters and Conflicts Sub-programme has not been used effectively or properly</p>	MS
Overall project rating		S

I. INTRODUCTION

35. This evaluation is somewhat peculiar, because it is concerned with three projects that were recently completed and two projects currently underway, in the context of a country strategy and of a strategy for the geographic area (*Grand Sud*) in which these projects are being implemented (see the terms of reference of this evaluation in 0). The evaluation exercise was therefore expected to produce four deliverables:

- a formal evaluation of the three projects that were completed on 31 December 2015, namely: (a) *Gouvernance Sud* or 'Côte Sud Initiative Development Cooperation Platform project' (b), *Terre Sud* or 'Agroforestry & Landscape Rehabilitation project' and (c) *Mer Sud* or 'Marine Environment Regeneration in the South of Haiti project', and
- a forward-looking assessment of the overall portfolio of projects and activities, in the context of the UNEP country strategy for Haiti and other relevant policy frameworks and processes.

This evaluation process also took into account the progress made and lessons learned to date in the two other on-going projects within CSI, namely the *Energie Sud* or 'Haiti Sustainable Energy project' and the *Macaya Grand Sud* project.

36. This evaluation was conducted by a team of two consultants, Erum Hasan and Yves Renard, who worked together in the preparation of evaluation instruments and of all evaluation outputs. To the maximum extent, field visits, interviews and analyses were conducted jointly, to ensure that all aspects of the evaluation were properly covered and that there were adequate synergies between the two exercises. Within this team, Erum Hasan focused on the assessment of the *Mer Sud* and *Terre Sud* projects, while Yves Renard led the assessment of the *Governance Sud* project and the forward-looking evaluation of the CSI and the other components of UNEP's portfolio of projects in Haiti.

37. Since the *Terre Sud* and *Mer Sud* projects both focus on field-based activities while the *Gouvernance Sud* project deals with issues of coordination, institutional arrangements and policy support that are also at the core of UNEP's country strategy for Haiti, these four deliverables have been grouped into two separate documents, one on *Mer Sud* and *Terre Sud* and the other on *Governance Sud*, in the context of the national portfolio of projects, and discussing the future of all interventions and processes. This has presented the advantage of avoiding repetitions while still meeting the requirements of the evaluation, with individual ratings and project-specific assessments.

38. This evaluation has involved a review of all relevant documents (see 0), a number of interviews (see 0) and two field missions: one in April 2016 (Yves Renard) to scope the evaluation and discuss expectations with the main actors, and the second in May 2016 (Erum Hasan and Yves Renard) to interview the UNEP in-country team and its partners, to visit selected project sites and to observe some of the activities.

39. This present report covers *Gouvernance Sud* and the country strategy, and discusses the contribution and relevance of the Haiti programme to UNEP's strategies, programmes of work and partnerships at global and regional levels, as well as the existing and potential linkages and synergies between this country programme and other units and processes within UNEP. This report also considers areas of cooperation between UNEP and Haiti at national level, with particular attention to the linkages and

synergies between project interventions in the South of Haiti and related policy and capacity-building processes at national level.

40. While applying standard evaluation criteria and instruments, as specified in its terms of reference, this evaluation report seeks in particular to provide answers to the following questions:

- with respect to the *Gouvernance Sud* project:
 - how relevant was the project to beneficiary needs at local level? at national level? to UNEP's mandate, strategies and programmes at global and regional levels?
 - to what extent and how efficiently did the project deliver its intended outputs in governance, capacity, and donor coordination?
 - what were the internal and external factors, including internal UNEP approval processes and administrative support as well as arrangements with UNOPS, that most affected performance of the projects?

- with respect to the portfolio evaluation:
 - to what extent and how efficiently did the overall CSI deliver its intended outputs in governance, capacity, donor coordination, sustainable livelihoods, access to energy and risk reduction?
 - how appropriate is the management structure for this country programme? what was the rationale for, and what were the advantages and disadvantages of, a geographic focus and base in the South?
 - how well, and in what ways, have the projects worked as a coherent set of interventions contributing to common goals at local and national levels? what have been the linkages between these two levels and how effective have they been? have the projects contributed to the Country Strategy? how useful and effective was/is that strategy?
 - to what extent has the Haiti portfolio responded and contributed to evidence-based programming?
 - what are the options and directions that should be considered for the future? is there need for an exit strategy? what should be the main elements of UNEP's medium and long-term programming in and with Haiti?
 - are there specific lessons for UNEP to learn from the approach employed in the Haiti country programme? are there implications of those lessons for the future of UNEP's programming and partnerships in Haiti and in the Caribbean region?

41. 0 provides details on the process followed and activities conducted in this evaluation. During this process, three documents were produced: (a) an inception report that presented the approach and method to be used, assessed the quality of project design, and proposed an evaluation framework, a timetable and practical arrangements, (b) a summary of preliminary findings and note for discussion, produced in mid-July and sent to key actors in UNEP and in partner organisations to seek feedback, and (c) this final report, together with the companion report on *Mer Sud* and *Terre Sud*.

42. While this evaluation was mandated to focus on local and national processes in Haiti, it has attempted to place its assessment in the relevant regional (Caribbean) and global context. Haiti is, in many respects, a priority with respect to conservation, natural resource management and sustainable development in this region, and issues of

relevance, impact and sustainability cannot be discussed outside of that context. This report therefore recognises the place and contribution of this country programme within UNEP's overall collaboration with the Caribbean sub-region.

43. At the global level, it is significant that Haiti is one of only five countries (the others being Afghanistan, the Democratic Republic of Congo, South Sudan and Sudan) where UNEP has on-going country operations and country offices with a significant volume of field activities, and these operations, while addressing a range of environment and sustainable development issues, including ecosystem management and governance, are managed by UNEP's Post-Conflict and Disaster Management Branch (PCDMB), which is the only operational arm of UNEP with the responsibility for field projects. This report therefore also explores questions and seeks to help inform debates related to the role of UNEP in field project execution, the contribution of the Haiti country programme to specific global sub-programmes of UNEP, and the relationship between field activities and what is commonly seen as UNEP's core function of providing policy and normative guidance.

44. The evaluation team is extremely grateful to the staff and consultants of the Haiti Country Programme of UNEP for making excellent arrangements for field visits and interviews and for remaining available to answer questions and provide additional information and documentation throughout this exercise. This evaluation also benefitted from a very open and supportive line of communication between the evaluation team and the UNEP Evaluation Office (EO) in Nairobi. Thanks are also due to all the international, national and local partners who willingly shared the experiences and perspectives on CSI and on the specific areas in which they are involved; the list of colleagues who were interviewed and / or provided feedback on the discussion note of July 2016 is provided in 0.

II. THE PROJECT

A. Context

45. Haiti is often described, with reason, as the poorest and most environmentally degraded country in the Western Hemisphere. Issues of environment and development in Haiti are indeed severe, as illustrated by indicators such as life expectancy (63 years⁸), GDP per capita (USD 820 in 2013⁹), natural forest cover (below 4%¹⁰) or the percentage of people living below the poverty line (58.5%¹¹). Haiti is a country where there is very high dependence on natural resources for livelihoods, food security, the formal and informal economy, and disaster risk reduction. It is also a country with very valuable biodiversity, exceptional cultural and artistic vitality, and a proud history and heritage.

46. There are capacity issues, at national and decentralised levels, that are very relevant to the projects being evaluated and that have been taken into account in their design. Some of the factors responsible for institutional weaknesses and dysfunctions include a frequent turn-over of senior personnel – and resulting policy shifts – at central level, the inadequacy of resources, the poor linkages between the local and national organs of the same institutions, and the absence or weakness of collaboration mechanisms between institutions.

⁸ Source: World Health Organisation website, consulted May 2016

⁹ Source: World Bank website, consulted May 2016

¹⁰ Source: World Bank website, consulted May 2016

¹¹ Source: World Bank website, consulted May 2016

47. Another important element of context that is directly relevant to this evaluation is the place and mode of operations of multi-lateral, bi-lateral and civil society aid and development agencies in Haiti, with the absence of effective coordination, even at the local level, where several of these agencies are active. This is one of the factors responsible for a frequent lack of government and community ownership of the processes led by these external agencies. Too often, fragmented development interventions, in spite of stated objectives of building capacity, actually result in a further weakening of national institutions at central and decentralised levels.

48. The context in which the CSI and its various components are being implemented has not changed radically since the 2010 earthquake, but there are some significant evolutions that deserve to be noted. All institutions, including UNEP, have progressively moved out of a post-disaster recovery mode to risk reduction and sustainable development work. Over the past 6 years, a number of projects and initiatives in environmental management and sustainable development have been implemented, the Global Environment Facility (GEF), the Inter-American Development Bank (IDB) and other financing institutions have made large investments in these sectors, and institutional arrangements have evolved, notably with the operationalization and strengthening of the *Agence Nationale des Aires Protégées (ANAP)*, which is the national agency responsible for protected areas. In the southern region, recent national development initiatives such as the design of a large-scale tourism development scheme and the beginning of the construction of an airport on Ile a Vache (2014) to increase tourism, as well as construction along the coastline around Port Salut, have increased economic interests, environmental pressures and attention on this part of the country.

B. Objectives and components

49. The Haiti Country Programme Strategy (UNEP 2013b) states that the overall objective of the Country Programme is to “support and catalyse a collaborative effort that will contribute to reducing rural poverty, diminishing disaster and climate change vulnerability, and halting and reversing environmental degradation throughout rural Haiti”. The strategy document further states that, in order “to achieve this vision, [the Programme’s] approach will be along the following lines:

- Adopt an integrated approach combining capacity development at national and department levels to improve environmental governance and to support Haiti’s compliance with MEA commitments;
- Promote alliances to catalyse ecological potential and reduce vulnerability at department level (Department Coalitions) and to facilitate transnational resources management (Transnational Programme);
- Promote integrated resources management, conservation and regeneration of ecosystem services, and supporting related sectors;
- Promote the linkages between disaster risk reduction and ecosystems.”

50. The objectives of the Country Programme, as stated in the same Strategy, are:

- To reduce environmental degradation and facilitate regeneration of ecosystems
- To enhance environmental governance to encourage sustainability in the development process
- To improve social and economic well-being, providing livelihood alternatives for local communities
- To support climate change adaptation and mitigation

51. In order to achieve these objectives, the Country Strategy mandates UNEP to implement activities at three levels:

- National Level
 - Mainstreaming environment and energy into national government and UN planning and policy process
 - Supporting Haiti's participation in and compliance with international conventions and protocols (Cartagena, Ramsar, Biodiversity, Ozone)
 - Building the capacity of the Ministry of the Environment and other actors
 - Environmental communication and education
- Sub-National Level: Haiti *Grand Sud* Region Sustainable Development
 - One UN at regional level
 - *Grand Sud* as a demonstration region for sustainable development and resilient economic growth through six components:
 - Protected areas and biodiversity
 - Green economy and value chains
 - Natural barriers and disaster risk reduction
 - Sustainable and renewable energy
 - Waste management
 - Regional planning and investments
- Caribbean-Regional Level: Haiti Transnational Program and the Caribbean Biological Corridor
 - South-South Cooperation to support Haiti
 - Haiti's participation in solutions to transnational problems

C. Target areas/groups

52. The geographic areas served by UNEP's activities in Haiti can be seen as a set of concentric circles:

- at the centre is the *Département du Sud*, where most of the field activities have been carried out since 2010;
- this geographic focus has progressively been widened to encompass two other *Départements* of the *Grand Sud* region, which now provides the terrain where solutions and actions are tested, implemented and documented ;
- indirectly, the activities also serve other parts of the country, notably through the dissemination of methodologies and the provision of technical assistance to other protected areas;
- at the national level, the work of UNEP targets policies, institutions and processes and therefore contributes to improved governance and enhanced capacity;
- the Country Programme also contributes to regional agendas and processes, because of the rich biodiversity of the *Grand Sud* region, and through transboundary and South-South cooperation initiatives.

53. This representation of five concentric circles can also be applied to the target groups:

- the primary focus of UNEP's work is on the actors currently or potentially involved in natural resource use and management and in sustainable development in the *Département du Sud*. These include: the local government authorities, their elected or nominated leaderships, and their technical personnel; the decentralised offices of ministries and other public sector agencies responsible for environment, agriculture, fisheries and planning; the main civil society actors involved in development work in the area, principally the

Organization for the Rehabilitation of the Environment (ORE) and the fisheries organisation *Pêche Artisanale et Développement Intégré* (PADI); the associations of producers and resource users and the community organisations involved in fisheries, agriculture, agro-forestry and tourism; and the development partners involved in development initiatives in the *Département*;

- at the level of the *Grand Sud*, the primary targets and partners are the *Comité Interministériel d'Aménagement du Territoire* (CIAT)¹², the local government authorities, as well as the agencies involved, in one way or another, in protected area planning and management;
- in other parts of the country, the main targets and beneficiaries are the agencies and individuals involved in planning, managing and financing protected areas, who are recipients of information and materials developed in collaboration with UNEP and ANAP, either directly or through the *Groupe Technique d'Appui aux Aires Protégées* (GTAP)¹³;
- at the national level, the targets are the various ministries and public sector agencies involved in planning, environment, agriculture, fisheries and tourism, the development partners involved in these fields, and the UN agencies;
- at the regional level, UNEP works on transboundary issues of interest to the Dominican Republic and Haiti, contributes to initiatives such as the Caribbean Biological Corridor, and has developed functional cooperation links with Cuba.

D. Milestones/key dates in project design and implementation

54. In late 2008, following a dramatic hurricane season during which Haiti was touched by four major storms, UNEP established a country programme aimed at addressing environmental degradation, extreme poverty and disaster vulnerability. The design of this programme was informed by a Post Disasters Needs Assessment, and was first conceptualised as the Haiti Regeneration Initiative (HRI), an ambitious 20-year programme that already considered some geographic focus on the Southern Peninsula, with the Côte Sud Initiative being part of that proposed programme, notably with the proposed transformation of the community of Port-a-Piment into a "Millennium Village"¹⁴, as conceived and supported by the Earth Institute of Columbia University in the USA.

55. This initiative came as a response to a specific request from the Haitian Minister of the Environment, and received tangible support from senior staff at UNEP Headquarters in Nairobi, where there was a desire to develop "flagship projects". In addition, it is likely that the Deputy Executive Director of UNEP at the time, who was from the Caribbean and was committed to greater solidarity with and support for Haiti, provided additional impetus to ensure that this initiative was conceived.

56. During 2009, the HRI focused primarily on research, preliminary assessments, consultations and development of concepts. In January 2010, a catastrophic earthquake ravaged parts of Haiti, including the capital Port au Prince and the South of the country, and UNEP was mandated by the UN Relief Coordinator to coordinate the environmental

¹² The CIAT was created in 2009 for the purpose of defining and coordinating public policy in urban and regional planning, watershed management and protection, and related issues. It brings together the six ministries most directly concerned with these issues and sectors.

¹³ The GTAP is an informal grouping of professionals and agencies concerned with protected area management. It was constituted in November 2014 on the occasion of a coordination workshop (*Atelier d'Harmonisation des Actions*) organised by ANAP.

¹⁴ See for example the project document for the Haiti Regeneration Initiative – Development and Support Programme, November 2010 as well as a draft case study (2014) entitled Côte Sud Initiative – Integrated Development in Haiti, Case Consortium at Columbia University.

response to the earthquake while the UNEP Governing Council requested UNEP to play a key role in the recovery and sustainable development of Haiti. UNEP responded immediately by redirecting its efforts towards the provision of technical assistance in the most critical sectors of energy, sanitation, waste management and resettlement planning, with a focus on the camps of internally displaced persons. UNEP also led and participated in a number of environmental assessments.

57. In 2011, with the phasing out of most of its early recovery assistance work following the earthquake, UNEP, in close collaboration with the Government of Norway (Haiti is one of Norway's partner countries), re-conceptualised the HRI and decided to focus its interventions on, and move its main operations to, the *Département du Sud*, under the framework of the CSI. Norway supported the development of the CSI with an initial package of three investments (USD 8 million provided through UNEP; USD 8 million provided through the United Nations Development Programme/UNDP and the Food and Agriculture Organisation of the United Nations/FAO and USD 14 million provided through the International Development Bank/IDB).

58. The timeline below identifies the main events, activities and steps relevant to the design and implementation of the CSI:

2008

- August – September: four hurricanes hit Haiti (Fay, Gustav, Hanna, and Ike) with very substantial loss of life and damage
- late 2008: UNEP Country Programme established in Haiti, Country Programme Manager recruited

2009

- assessment, studies and consultations held to design the HRI

2010

- 12 January: earthquake
- March: Plan d'Action pour le Relèvement et le Développement d'Haïti (Gouvernement de la République d'Haïti 2010) released by the Government of Haiti
- June: release of GEO Haiti report
- October: outbreak of cholera epidemic in Haiti
- December: approval of Project document for the Haiti Regeneration Initiative – Development and Support Programme
- throughout 2010: UNEP focuses work on emergency post-disaster recovery, primarily with funding from the UN Office for the Coordination of Humanitarian Affairs (OCHA), working groups on various issues + conduct of rapid environmental assessments

2011

- early 2011: decision to move main operations to the South
- May: approval of Project document for the Haiti Southwest Sustainable Development Project
- August: UNEP office established in Port Salut

2012

- May: Government of Haiti releases the *Plan Stratégique de Développement d'Haïti* that identifies the South as one of three development poles
- November: approval of Project document for Haiti Sustainable Energy – South Department Project

2013

- UNEP prepares and releases a Country Strategy (UNEP 2013b)
- March: CSI Steering Committee meets
- April: approval of Project documents for *Terre Sud* and *Gouvernance Sud* projects
- May: the *Ad Hoc* Advisory Group on Haiti of the UN's Economic and Social Council visits the South and positively reviews CSI and its activities
- third quarter: first joint UN report on CSI produced
- June: approval of Project document for *Mer Sud* project
- August: Haiti's first marine protected areas declared by Presidential Decree

2014

- early 2014: CIAT and UNEP undertake first scoping mission towards the preparation of a regional development plan for the South
- February: *Table Verte* of donors (dialogue donors – Government of Haiti for development coordination in the *Département du Sud*) convened
- 24 March: annual Norway – UNEP review meeting held
- April: management planning process for Macaya National Park initiated
- November: meeting of the *Table de Concertation Départementale*

2015

- January: first regional *Table Verte* convened
- July: second regional *Table Verte* convened, focusing on the impacts of and response to the drought
- August: through UNEP coordination support in the wake of the *Table Verte*, the South Department is the only Department to release an Action Plan to fight the drought impacts, with follow-up action involving partners such as FAO and ORE
- October: management planning process for Macaya National Park completed, with management plan validated
- November: self-assessment and substantive progress report produced (UNEP 2015b)
- 2 December: annual Norway – UNEP review meeting held

2016

- March: the *Réserve de biosphère La Hotte* included on UNESCO List of Biosphere Reserves
- April: terminal evaluation of *Gouvernance Sud*, *Mer Sud* and *Terre Sud* commissioned
- May: third regional *Table Verte* convened, with thematic focus on protected areas and waste management

E. Implementation arrangements

59. CSI was conceived and implemented as a coalition of UN agencies working in a coordinated fashion to support integrated sustainable development in the South of Haiti. Under this arrangement, the UNDP and UNEP shared responsibility for activities related to governance, capacity-building, watershed management and restoration, and rural livelihoods; UNEP has been the lead agency for marine and coastal management, for governance at regional level, and for joint reporting; UNOPS has implemented infrastructural projects and has provided support to other agencies; and other agencies such as the FAO have executed specific activities that fall within their respective mandates.

60. UNEP's involvement over the period covered by this evaluation (2013 – 2015) was primarily governed and financed by a single agreement between the Government of Norway and UNEP, dated September 2012. Separate project documents were subsequently developed for each one of the three projects that were eventually initiated in April 2013 (*Gouvernance Sud, Mer Sud and Terre Sud*).

61. UNEP's PCDMB provides overall programmatic, technical and administrative support to the country programmes that are placed under its responsibility, including the one in Haiti, with part-time inputs by the PCDMB's Chief, Operations Manager and Administrative Officer, and with one Administrative Assistant dedicated to the programme on a full-time basis. The PCDMB executes both global and country projects, and is almost entirely dependent on the funding raised for these projects (at present there are approximately 100 people working on a full-time basis under the auspices of PCDMB, with only 5 positions, all Geneva-based, covered by UNEP Headquarters).

62. With respect to administration and financial management, the main functions of the PCDMB in Geneva are to:

- receive (from the CO) and review requests for payments and generate the cable to UNDP or to the United Nations Office in Nairobi (UNON) to process payment;
- receive (from the CO), review and finalise the terms of reference and selection for the recruitment of consultants, prepare and issue contracts, and manage payments;
- receive (from the CO), review and finalise contractual agreements with partners, process and issue contracts (subject to approval by UNEP Nairobi in the case of contracts exceeding USD 100,000), and manage payments;
- liaise with the Human Resources Management Service at UNON on recruitment and personnel matters;
- liaise with UNOPS whenever required to facilitate the execution of its contract;
- in the case of new partners, conduct an assessment of due diligence prior to the approval and issuance of the contract;
- update expenditure reports and budgets, control expenditure against budget and control cash against payments;
- provide occasional assistance to resolve information technology issues.

63. The Country Programme is supported by the PCDMB, but functions quite autonomously, and it has done so at least since 2010. It leads the design of programmes and projects, and has the primary responsibility for fundraising, with the PCDMB in Geneva providing support and assisting in negotiations with donors whenever necessary. PCDMB also provides support through global programmes, as was the case with a project on Environmental Management for Disaster Risk Reduction financed by the European Union. There is one Administrative Assistant at the Port au Prince office, who provides overall administrative and logistical support to the team's operations. Until very recently, that person's involvement in financial management matters was hindered by the fact that she did not have access to UMOJA, but this has now been resolved.

64. The Country Programme team presently includes:

- one Country Programme Manager (based in Port Salut);
- one Country Programme and Policy Liaison Coordinator (based in Port au Prince);
- one Environmental Governance Specialist and Coordinator (based in Port au Prince);

- two Project Managers, one for Environment and the other for Energy and Waste (both based in Port Salut, the Manager for Energy and Waste was currently being recruited at the time of this evaluation);
- two Environmental Specialists and Coordinators, one for Marine Ecosystems and the other for Energy and Terrestrial Ecosystems (both based in Port Salut);
- one Communications and Knowledge Products Specialist and Coordinator (based in Port Salut);
- one Administrative Assistant (based in Port au Prince);
- two Project Managers for the recently initiated GEF-funded projects, recruitments underway;
- one Monitoring and Evaluation Specialist, recruitment underway at the time of this evaluation;
- a Field Operations Support Team in Port Salut.

The Country Programme Manager and the Country Programme and Policy Liaison Coordinator are both on UNEP contracts (and so is the Manager of the Energy project, based in Geneva). All other members of the Haiti team are consultants contracted through UNOPS. The budget for the *Gouvernance Sud* project covered 100% of the costs of the Communications and Knowledge Products Specialist and Coordinator, 50% of the costs of the UNOPS Operations Officer (then based in Port Salut, and since relocated to Geneva), 40% of the operating costs for three vehicles, and 20% of the operational costs of the Port Salut office.

65. Consistent with the Memorandum of Understanding signed between the two organisations to govern and strengthen their collaboration, UNEP and UNOPS signed a financial agreement in December 2012 for a period of 3 years and 1 month. With a total value of USD 1,882,924, the agreement covers the provision of UNOPS operational support to three projects in Haiti (*Gouvernance Sud* and *Mer Sud*, which are both the subject of this evaluation, as well as the Haiti Sustainable Energy project – South Department, *Energie Sud*), all funded by the Government of Norway. In summary, the contract covers the provision, by UNOPS, of a fully serviced office in Port Salut (with all logistical and security support), transport services (vehicles and boats), human resource management services for national project staff and one international project staff, procurement services, and management services for contracts with a value below USD 100,000. This agreement was amended on three occasions, to provide for additional activities and the corresponding changes in budgets and payment schedules. A new agreement was signed in September 2015 to cover services provided under the *Macaya Grand Sud* project.

66. The contractual agreement between UNEP and UNOPS includes a management fee, which UNEP is able to cover as part of its own management fee to the donor. The practice within UNOPS (which is the only self-financing organisation in the UN) is to set the fee on a case-by-case basis, determined by complexity, scale, duration and level of risk. In this instance, the fee was set at 7% of the total budget. In addition to this fee, the budgets of the *Gouvernance Sud* project and the other projects funded by Norway covered the costs of the UNOPS Project Manager and the UNOPS Support Officer (both international consultants).

67. For the performance of its human resource management functions, UNOPS enters into individual contractor agreements with international experts, local specialists and local support personnel. Local contractors with contracts of three years or more are

entitled to benefits that include medical insurance, leave and maternity / paternity leave. In the procurement of services by local partner organisations (principally ORE, PADI and ReefCheck for the *Mer Sud* and *Terre Sud* projects), UNEP carried out a pre-selection and requested UNOPS to issue the contracts, with the written understanding that the pre-selection was beyond UNOPS' control and that UNOPS would therefore not be accountable and would not carry any liability for the performance of the contractor. All the support provided by the UNEP projects to local partners is done through contracts with selected organisations; this even includes items such as travel allowances or honoraria paid to compensate personnel of partner organisations for additional responsibilities and expenses incurred in the execution of project activities.

68. A dedicated UNOPS Programme Support Officer previously based in Haiti and recently relocated to Geneva serves as the focal point for the execution of the contractual agreement and acts as the main liaison between UNOPS and UNEP (both the Country Programme in Haiti and PCDMB in Geneva). In support of this arrangement, both parties indicate that collaboration is excellent, and that it is helped by UNOPS' large presence in Haiti (approximately 200 people), by physical proximity in offices in Port Salut, Port au Prince and Geneva, and by good communication between the parties (from the stage of project document preparation).

69. Reporting and accountability arrangements were designed as follows:
- the formal reporting mechanism is UNEP's Programme Information and Management System (PIMS) in which the Country Programme Manager enters information on progress made in each project against approved outcomes, outputs and indicators;
 - the primary lines of reporting and accountability are from Country Programme team to the Country Programme Manager, and from the Country Programme Manager to the Operations Manager and the Chief at PCDMB in Geneva;
 - through PCDMB, the Country Programme Manager also reports to the Coordinator of the pertinent global sub-programmes (Disasters and Conflict, and Ecosystem Management) on progress made against the expected accomplishments and the indicators of the UNEP Programme of Work;
 - there is no formal requirement for reporting to ROLAC or CAR/RCU;
 - project documents indicate that UNEP would establish and support a CSI Steering Committee, one Coordination Committees for each project (*Gouvernance Sud*, *Terre Sud*, *Mer Sud* and *Energie Sud*), and one management committee for each project component.

F. Project financing

70. Following the completion of emergency activities in the middle of 2010, or approximately 6 months after the earthquake, UNEP received funding for several complementary projects, notably:

- Environmental Management for Disaster Risk Reduction – Haiti component of a global programme managed by PCDMB (European Union funding – from 1 January 2012 to 31 December 2015 – USD 350,000)
- Haiti Regeneration Initiative - Development and Support Programme 2010 – 2011 (USD 594,000 Government of Norway and USD 150,000 in-kind Earth Institute – from 1 July 2010 to 31 December 2011)

- Haiti Southwest Sustainable Development Project (USD 5.105M, Government of Norway through Haiti Recovery Fund and UNDP, October 2010 to June 2012)
- *Gouvernance Sud* or 'Côte Sud Initiative Development Cooperation Platform project' (USD 0.689M – Government of Norway - from 19 April 2013 to 31 December 2015)
- *Terre Sud* or 'Agroforestry & Landscape Rehabilitation project' (USD 1.205M – Government of Norway - from 19 May 2013 to 31 December 2015)
- *Mer Sud* or 'Marine Environment Regeneration in the South of Haiti project' (USD 2.418M – Government of Norway - from 14 June 2013 to 31 December 2015)
- *Energie Sud* or 'Haiti Sustainable Energy project' (USD 7.805M – Government of Norway – from 07 November 2013 to 31 December 2016)
- *Macaya Grand Sud* (USD 9.385 – from March 2015 – December 2017)
- *Cross-Cutting Capacity Development project* (USD 1.298M – GEF – approved in 2015 and starting in 2016 for 3 years)
- *Ecosystem approach for the Côte Sud project* (USD 6.6M – GEF – approved in 2015 and starting in 2016 for 4 years)

71. The original total budget of the *Gouvernance Sud* project, as per the project document, was USD 689,000¹⁵, with full funding provided by the Government of Norway, Ministry of Foreign Affairs. This total was subsequently increased to USD 979,834, as per project revision #1 approved in July 2014, with the addition of:

- USD 112,083 from UNDP, as part of a GEF-funded project to support and strengthen the *Système National des Aires Protégées* (SNAP), for the preparation of the management plan for the Macaya National Park;
- USD 113,670 from the IDB through the Ministry of the Environment for training activities in support of the preparation of the management plan for the Macaya National Park. The actual amount claimed and received by UNEP was USD 90,936, and it is understood that the balance of USD 22,734 was retained and used by the Ministry for expenditures related to the same activity;
- USD 65,000 from UNEP DEWA for the formulation of the proposal to the GEF for the project "Developing Core Capacity for MEA Implementation in Haiti".

72. There is no record or account of counterpart funding provided to the *Gouvernance Sud* project by ministries and other governmental agencies, civil society organisations and other UN agencies (in addition to project funding mentioned above), and it would not be possible for this evaluation to provide estimates of such contributions, but it should be noted that the activities conducted by UNEP between 2013 and 2015 as part of this project have benefitted from very substantial financial and in-kind inputs from several partners.

G. Project partners

73. Section II C above identifies the target groups for all projects implemented under CSI. For the *Gouvernance Sud* project, the main partners were:

¹⁵ There were slight variations in this total during the course of the project, due to variations in the exchange rate between the Norwegian krone and the USD, but these did not significantly affect project financing.

- the Ministry of the Environment, with a role in overall coordination and in protected area planning;
- the Ministry of Planning (*Ministère de la Planification et de la Coopération Externe – MPCE*), as the primary contractor for the provision of support to the *Délégations* in the *Départements* and to the municipalities;
- the CIAT, as the agency that eventually took the lead on governance matters, especially with the *Table Verte*, but it is only with the *Macaya Grand Sud* project that CIAT became a contractual partner;
- UNOPS, with its role described in section II E above.

H. Changes in design during implementation

74. The project document was approved by UNEP in April 2014, with three subsequent revisions (revision #1 in July 2014, revision #2 in December 2014 and revision #3 in December 2015). There were four significant changes in the design of the *Gouvernance Sud* project during its implementation:

- because of capacity and performance issues within the MPCE, UNEP decided to reduce significantly its expectations under Output A and to ask this partner to focus on Output B (where its performance was also unsatisfactory);
- UNEP was contracted to facilitate the formulation of a management plan for the Macaya National Park, with corresponding financing provided by the Ministry of the Environment (as part of an IDB-funded project) and UNDP (change reflected in revision #1);
- UNEP received additional funding from UNEP DEWA to prepare a project document for submission to the GEF (change reflected in revision #1);
- two extensions, one made in December 2014 (revision #2) to extend the project to June 2015 and the other made in December 2015 (revision #3) to extend the project to December 2015. These extensions were considered and approved by UNEP, based on formal requests submitted by the Norwegian Ministry of Foreign Affairs.

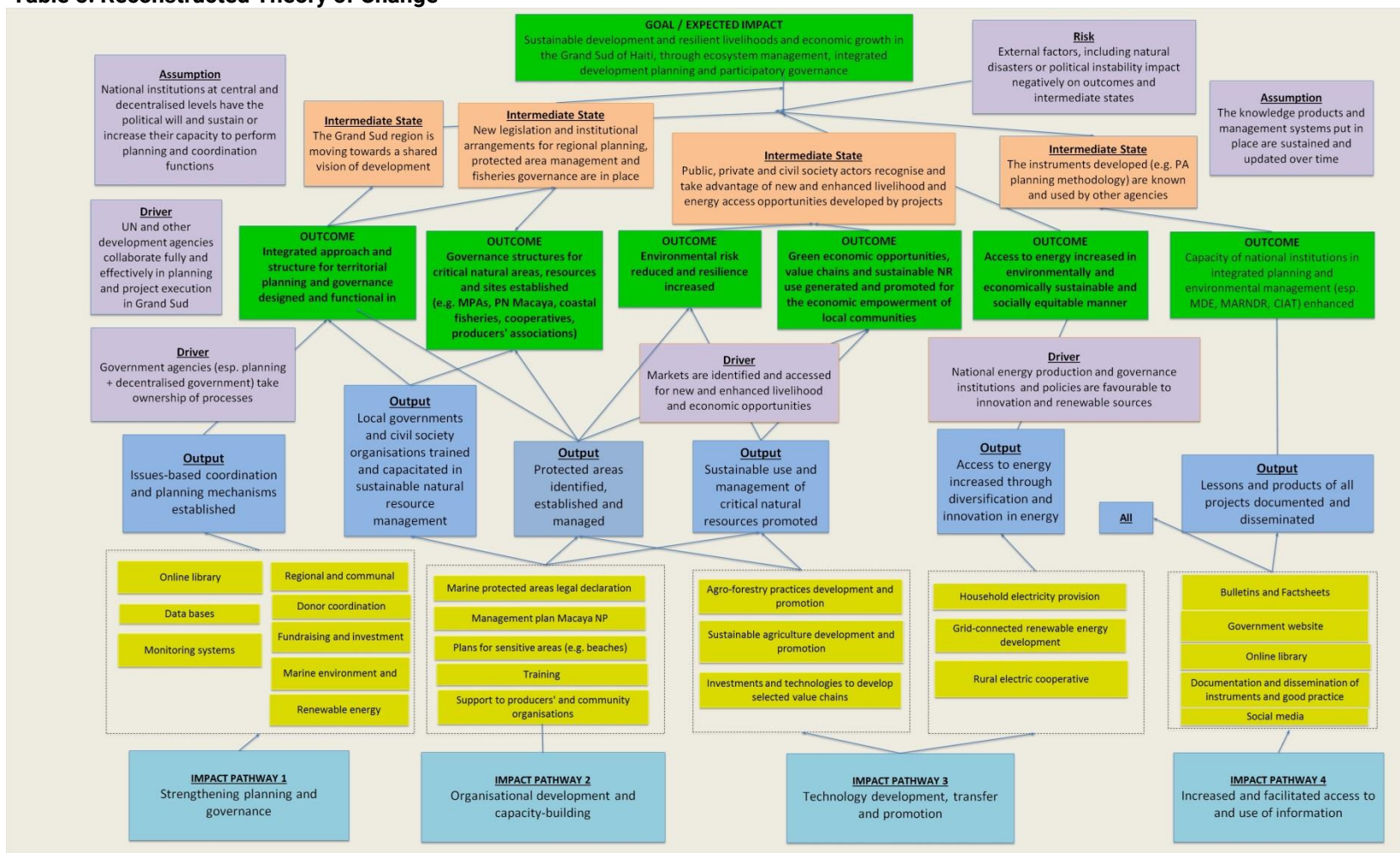
I. Reconstructed Theory of Change (ToC)

75. During the preparation of the inception report for this evaluation, a reconstructed Theory of Change was developed, reviewed with the Evaluation Office (EO) and the in-country team, and finalised, as shown in Table 5. The only other ToC applicable to the entire CSI is the one included in the Self-assessment and Substantive Progress Report (Figure 2, page 12, UNEP 2015b). It is useful, but not sufficiently complete to allow for an assessment of the full portfolio of projects and activities. A reconstructed ToC was therefore developed at inception stage, as a single instrument covering all projects executed under the CSI. The rationale for a single ToC for the purpose of this evaluation was that:

- the projects under review are all part of a single initiative based on a common vision, logic and approach;
- the three completed projects that are being evaluated (*Mer Sud*, *Terre Sud* and *Gouvernance Sud*) were originally formulated as separate projects at the request of the donor (Government of Norway) for administrative and budgeting reasons, but UNEP, the donor and their local partners saw them as components of a coherent process;
- a single Theory of Change should allow for a more in-depth identification and analysis of the achievements of the various projects and the likelihood of impact, especially when considering the overall portfolio of projects.

76. Several successive drafts of the reconstructed ToC were prepared and each time shared with the EO and with the UNEP team in Haiti, with the final draft extensively discussed at a meeting with in-country staff. Most of the comments made by the team concerned the need for the ToC to reflect the dynamics of the work done in the *Grand Sud* by clearly showing the connections between the various outputs, and the fact that each output contributes to more than one outcome. The team also commented that the formulation of a development vision for the *Grand Sud*, initially proposed as an assumption in the reconstructed ToC, should actually be seen as an intermediary state. Interestingly, all the drivers identified related to the policy and institutional context – both within the UN and in government – and to the resulting readiness and capacity to facilitate and support CSI activities and processes.

Table 5: Reconstructed Theory of Change



III. EVALUATION FINDINGS

A. Strategic relevance

Overall relevance

77. UNEP's work in Haiti is guided by, consistent with, and relevant to, three distinct yet complementary programmatic frameworks:

- the national policy framework, with the most pertinent instruments being the *Plan Stratégique de Développement d'Haïti* (Gouvernement de la République d'Haïti 2012), the SNAP and a draft National Biodiversity Strategy and Action Plan, complemented by the recently completed fifth national report to the Convention on Biological Diversity (Gouvernement de la République d'Haïti 2016);
- UN programming frameworks at national levels, and principally the UNEP Country Strategy, the recently completed UN Integrated Strategic Framework, and the UNSDF in preparation;
- UNEP's global Medium-term Strategy and Programme of Work for 2016 – 2017.

Relevance to country needs

78. The CSI is highly relevant to Haiti's environmental and developmental needs. Within the CSI, the three UNEP projects under review as well as past and current work in the energy sector have aimed to respond to the following needs:

- protecting important, threatened and endangered biodiversity and vulnerable regions (primarily through marine and terrestrial protected areas and habitat restoration);
- establishing and enhancing buffers against climate-related disasters in vulnerable areas (establishing woodlots, reforesting gullies, developing mangrove nurseries, improving protected shelters for fishers' boats) and building awareness and skills for disaster preparedness;
- diversifying livelihood opportunities for rural households and communities;
- increasing knowledge of the marine environment (training divers, supporting civil society involvement in marine conservation and management, building awareness among children residing in the coastal communities);
- organising the fisheries sector (supporting the establishment of fishing associations, increasing catch through fish aggregating devices – FAD, improving marketing facilities for fishers with access to refrigeration);
- building capacity in management, planning, diving, fisheries, agriculture, grain storage, grafting, accounting, monitoring & evaluation and other areas;
- enhancing governance structures and coordination mechanisms;
- meeting energy needs for domestic and commercial uses;
- establishing and strengthening social structures in support of livelihoods and community development;
- increasing and channelling investments by development partners;
- producing knowledge and facilitating access to information.

79. The projects under review are therefore also relevant to a broader poverty reduction agenda. With continued work in energy, agroforestry, fisheries, community-based tourism and green economy, the projects have the potential to increase and diversify household income substantially and to enhance self-sufficiency, but without necessarily creating and introducing alternative livelihoods.

80. Within this broader context, the *Gouvernance Sud* project is very relevant because it seeks to respond to specific needs: (a) the need for greater coordination among development partners, notably within the UN system, (b) the need for decentralised institutions in Haiti to play a greater role in facilitating and coordinating planning and development processes, (c) the need to deliver tangible results through technical assistance and capacity-building and (d) the need for knowledge production and management as the basis for awareness raising and evidence-based programming.

81. The relevance of CSI to local and national needs and priorities has been greatly increased by the fact that it has promoted innovation. There have been many development interventions in Haiti in the past four decades, many of which have failed to deliver tangible and lasting benefits. UNEP's self-assessment report (UNEP 2015b) claims that CSI has delivered many "firsts", and this is a legitimate claim. The areas in which there has been valuable innovative work include:

- *energy*: CSI's work in this sector is highly innovative, because of technical design (hybrid micro-system combining diesel and solar energy), because of the institutional arrangement (a cooperative owned by the energy users) and because it is already informing replication by other agencies in other geographic areas as well as policy reform at national level (licensing arrangements for decentralised production and distribution of electricity);
- *green economy*: the *Terre Sud* project in particular has done pioneering work in exploring livelihood opportunities and value chains, looking at specific high-value crops and other products with local market potential, as documented in a report on green economy recently released by UNEP (UNEP 2016);
- *integrated coastal management*: as stated by one of CSI's partners, "Haiti needed a new approach to coastal natural resource management, most of our efforts to date have been quite narrow, looking at ecosystem conservation, looking at fisheries, but CSI is giving us a much broader perspective";
- *protected area planning*: it is significant that, in spite of the many projects that have focused on protected areas in Haiti over the last 3 or 4 decades, especially in Massif de La Hotte, Massif de la Selle and Forêt des Pins, little progress had been made in formulating and implementing comprehensive management plans, and there was no accepted methodology suited to local realities and conditions. ANAP, UNEP and their partners have filled that void by developing a management plan for the Macaya National Park, and by using this process to formulate generic guidelines.

82. CSI is relevant to the agenda of South-South cooperation, which is particularly important in Haiti, because of the tensions and differences that exist between the Dominican Republic and Haiti, and because of the relative isolation of Haiti in a sub-region where Spanish and English are dominant languages, and where several political, cultural, economic and historical factors have prevented close collaboration between Haiti and its neighbours. CSI has responded to the need for increased cooperation by facilitating the provision of technical assistance by Cuban institutions and experts, and by conducting a study and making recommendations towards addressing transboundary and border issues between the Dominican Republic and Haiti (UNEP 2013a). It has also maintained close contact and communication with the Caribbean Biological Corridor

(CBC), an initiative of the Governments of Cuba, the Dominican Republic and Haiti that is currently facilitated and supported by UNEP.

83. CSI is also directly relevant to conservation, environmental management and development issues and needs in the South of Haiti. The *Département du Sud*, as indeed is the larger Southern region (which also includes the *Départements* of Grand'Anse and Nippes), is representative of the issues and challenges faced by rural Haiti, but at the same time features specific issues and very critical development and environmental management needs because of geographic isolation, institutional weaknesses, severe environmental degradation, and a high vulnerability to disasters. It is also a region of rich biodiversity and high natural resource value and potential, notably with the *Massif de la Hotte* (that includes Pic Macaya) and diverse coastal ecosystems. It is also one of the regions without significant international presence and development assistance (prior to CSI). As part of its reconstruction and development strategies, the Government of Haiti has identified the southern region as one of two development poles.

84. It is however significant that the Haiti Country Programme has not been very directly involved in some of the critical humanitarian issues that affect Haiti and has not played a role to advocate on behalf of the environmental dimension of these issues. Surely UNEP has conducted the study on the border region (UNEP 2013a), but there are many other challenges, and Haiti provides a context in which the environmental dimensions of humanitarian crises and other emergencies could relatively easily be explored and demonstrated. At present, these issues are only marginally addressed by the Country Programme, as in the response to the drought of 2015 or in the analysis of the environmental causes and implications of transboundary issues between Haiti and the Dominican Republic.

B. Achievement of outputs

85. This section examines and assesses the achievement of outputs at two levels. With respect to the CSI and the overall portfolio of projects, the assessment is based on the outputs as identified in the reconstructed theory of change (see section II-I above). With respect to the *Gouvernance Sud* project, the assessment is based on the outcome and outputs as expressed in the project's logical framework.

86. The outputs proposed in the reconstructed theory of change were derived by this evaluation, at inception stage, from a review of project documents and of various materials produced by CSI, notably the entries into the PIMS, the minutes of the Steering Committee and Norway-UNEP Annual Review meetings, the various factsheets (see bibliography in 0) and the self-assessment and substantive report (UNEP 2015b), and from interviews with the Country Programme team and selected partners. These outputs are:

- issues-based coordination and planning mechanisms established
- local government and civil society organisations trained and capacitated in sustainable natural resource management
- protected areas identified, established and managed
- sustainable use and management of critical natural resources promoted
- access to energy increased through diversification and innovation in the energy sector
- lessons and products of all projects documented and disseminated

Table 6: Achievement of outputs (CSI / portfolio of projects, 2013 - 2015) – as represented in the reconstructed Theory of Change

Outputs	Achievements	Discussion
Issues-based coordination and planning mechanisms established	<p>Training and other forms of support provided to <i>Délégations</i> and municipalities, but these have not resulted in the establishment of durable mechanisms</p> <p><i>Table Verte</i> established and operational as coordination and planning mechanism for the <i>Grand Sud</i></p> <p>Responsibilities for coordination and planning handed over to CIAT, with technical and financial support provided under <i>Macaya Grand Sud</i> project</p>	The poor performance of the MPCE and the institutional weaknesses and instabilities within municipalities and <i>Délégations</i> have been the main negative factors
Local government and civil society organisations trained and capacitated in sustainable natural resource management	<p>Technical assistance, training and financial support provided to a wide range of organisations</p> <p>Long-term partnerships established with the Ministry of the Environment (at central and local levels), other government agencies and a small number of civil society organisations</p> <p>Marine ecosystem unit created (with staff, equipment and training) in the South Directorate of the Ministry of the Environment</p> <p>Fisheries unit created (with staff, equipment and training) in the South Directorate of the Ministry of Agriculture</p> <p>Process to develop management plan for Macaya National Park used as basis for training of counterparts</p>	The type and quality of the partnerships established between UNEP and other actors contribute to building their capacity
Protected areas identified, established and managed	<p>Nine marine protected areas declared</p> <p>Management plan for the Macaya National Park prepared</p>	The marine areas have been identified and legally established, but they have not yet been demarcated, they do not have management plans, and there is no on-going resource management or development activity underway
Sustainable use and management of critical natural resources promoted	<p>Fisheries monitoring and information systems designed, with initial surveys</p> <p>Three fishing communities supported: fisheries market built, boats rehabilitated, fishing storage built, sea safety training and equipment provided, FADs installed, organisational training provided</p> <p><i>Grotte Marie-Jeanne</i>: trail rehabilitated</p>	In coastal and marine conservation and sustainable development, work is only beginning, and the achievements made are all relevant and useful, but they do not yet result in

Outputs	Achievements	Discussion
	<p>and visitor centre built.</p> <p>Port Salut Beach: restoration feasibility study completed</p> <p>956 hectares planted with agro-forestry species</p> <p>Nursery to produce coastal species established</p> <p>43 kilometres of ravines planted</p> <p>695 hectares with sustainable agriculture activities</p> <p>2 key value chains (mango and avocado) benefitting from producers' training and strengthened linkages with regional market networks</p> <p>5 agricultural products having received technical assistance in the form of grain storage facility (corns, peas, pigeon peas, peanut and coffee)</p> <p>6 women associations assisted for grain storage</p> <p>Several environmental education activities conducted</p>	<p>sustainable use and management</p> <p>In the terrestrial domain, on the other hand, progress is more rapid, thanks to pre-existing capacities and processes</p> <p>The actual impact of all these activities is not known, partly because of the absence of capacity in M&E over the course of implementation of these projects</p>
Access to energy increased through diversification and innovation in the energy sector	<p>Solar-diesel demonstration mini-grid designed and constructed, operated and managed by Haiti's first electric cooperative, capable of serving 1,600 households and micro businesses with regular electricity</p> <p>Solar- and grid- charged battery rental scheme supported to provide LED lighting and capable of powering 1,800 isolated households</p> <p>Clean energy retail programme designed and established, that distributes energy-efficient solar products to families that currently use kerosene or candles, with over 12,000 solar products sold to date;</p> <p>Solar panels purchased and installed in 12 health centres in 12 southern municipalities</p>	<p>CSI's work in sustainable energy is clearly innovative, and is seen by national institutions as an experiment that will provide lessons, tools, systems and policy recommendations applicable to other localities and to the national level</p>
Lessons and products of all projects documented and disseminated	<p>Online library created and managed</p> <p><i>Délégation du Sud's</i> website created and maintained</p> <p>Several factsheets, <i>Bulletins du Sud</i>, joint UN CSI reports and other documents produced and disseminated</p>	<p>CSI has produced many documents, and has very effectively managed the knowledge produced, with a large number of documents available online</p>

87. The table below presents and discusses the achievement of the outcome and outputs of the *Gouvernance Sud* project. In the original project document, a single outcome was identified, focusing on international development investments. The suitability of this outcome is questionable, because the outputs in the project framework were not directly related, and would not have logically contributed, to this outcome. For

the purpose of this assessment, the outcome should therefore be treated more as an additional output.

Table 7: Achievement of outcome and outputs (*Gouvernance Sud* project) – as represented in the Project Documents

Outcome	Achievements	Discussion
Enhanced coordination, quality and amount of international development investments in the South of Haiti	<p>During the course of the project, funding secured for the <i>Macaya Grand Sud</i> project, and negotiations well advanced for a GEF-funded project (Developing Core Capacity for MEA Implementation in Haiti) and for a project to be funded by the <i>Agence Française de Développement</i></p> <p>In addition, new investments have been identified or secured from the IDB and the GEF for projects in tourism, artisanal fisheries development and ecosystem-based management, for execution by other partners (Ministries of the Environment and Tourism, UNDP)</p>	<p>The UNEP Country Programme team has been effective in fundraising and donor coordination, towards an increase in the amount of investments</p> <p>The project's logical framework had identified a target of USD 15M of international development investments, and the amounts actually raised far exceed this figure</p>

Outputs	Achievements	Discussion
Support provided to the Ministry of Planning in the South Department (MPCE Sud) to promote sustainable development through the departmental-scale development governance mechanism	<p>One coordination meeting at departmental level (November 2014)</p> <p>Efforts have since been redirected towards the regional <i>Table Verte</i>, which has been meeting regularly and provides an effective and useful forum for information sharing and coordination</p> <p>Donor table convened</p>	<p>The MPCE has not performed effectively, possibly because of limited capacity and limited interest and commitment at the local level</p>
Support provided to three municipalities to ensure proper planning, coordination and follow-up of municipal-scale development governance mechanisms through equipped, trained and operational <i>Tables de Concertation Communales</i> , considering an inclusive gender approach	<p>Training and materials have been provided</p> <p>The <i>Tables de Concertation Communales</i> have not been established</p> <p>The Municipality of Port Salut has been involved in the planning process for the protection and regeneration of the beach (feasibility and design studies)</p>	<p>The MPCE has not performed effectively, possibly because of limited capacity and limited interest and commitment at the local level</p> <p>The political situation has been another negative factor, with Mayors nominated by the central government, but with those nominations in some cases contested by previously elected officials</p> <p>Within the framework of CSI, UNDP was expected to provide similar support to three other municipalities,</p>

Outputs	Achievements	Discussion
		<p>but it did not achieve better results</p> <p>The impact of training and capacity-building activities with municipalities cannot be measured at this stage, but it may have laid a foundation for future roles in development planning, if and when the political context changes</p>
<p>Major progress, successes, opportunities and challenges identified in the frame of CSI projects in the South are communicated and serve as basis for fundraising</p>	<p><i>Bulletin du Sud</i> published and disseminated, 7 issues</p> <p>Annual factsheets on <i>Mer Sud</i>, <i>Terre Sud</i>, <i>Energie Sud</i>, <i>Route Sud</i>, and <i>Gouvernance Sud</i></p> <p>Website created for the <i>Délégation du Sud</i></p> <p>Online library created and managed</p>	<p>This evaluation has not been able to assess the use, uptake and impact of these materials</p>
<p>Technical assistance on environment and energy is provided to the Government as needed</p>	<p>Technical assistance provided to:</p> <ul style="list-style-type: none"> Ministry of Agriculture and FAO on fisheries recovery Ministry of Environment on management principles of protected areas Ministry of Agriculture on sustainable fisheries and aquaculture as well on environmental safeguarding for Ile a Vache development Departmental Delegation on the feasibility of a waste to energy project Ministry of Environment to develop the Management Plan for the Macaya National Park Ministry of Environment to formulate a GEF project (Developing Core Capacity for MEA Implementation in Haiti) to strengthen the environment sector Ministry of Environment to participate in and position Haiti at the 2014 World Park Congress Ministry of the Environment to position Haiti at the UNISDR conference in Sendai (HFA2) with high visibility for the Haitian Delegation 	<p>This has been an important area of work, because of the achievements listed to the left, but also because of the many other forms of technical assistance provided. Thanks to the <i>Gouvernance Sud</i> project, UNEP has been present and active on the local and national scene, providing information and advice, facilitating linkages, and sharing ideas</p>

88. In addition, one should note and record the contribution of the UNEP Country Programme to a range of other UN processes, outputs and processes in Haiti, and in particular:

- the fact that other UN agencies have found interest in UNEP's approach of focusing on a geographic region, and of balancing tangible work on the ground with policy work at the national level;
- UNEP's role in co-chairing the working group on resilience for the UNSDF and playing an active role in its preparation, "raising new issues that find their way into programming", as testified by one of the participants in these processes;
- the use of the *Table Verte* of July 2015 to facilitate a coordinated response to the drought of 2015 which has led, *inter alia*, to the design and recent initiation of a project executed by the FAO under the framework of CSI.

89. While much has been achieved, as illustrated by the sections above, this evaluation has identified several outputs that were not achieved:

- *support provided to municipalities and to the ministry responsible for planning towards the establishment of coordination mechanisms at municipal level (Gouvernance Sud project):* support has been provided, and meetings have been held, but these coordination mechanisms have not been sustained, primarily because the ministry responsible is not providing them with on-going support and because the municipalities are affected by political instability;
- *the establishment of a government-owned marine protected areas network with associated regulations for integrated coastal zone management (Mer Sud project):* while the preliminary steps have been accomplished (declaration of areas, commencement of demarcation), a network is not established and associated regulations have not been developed, although initial drafting processes are underway;
- *a marine resource database associated with a resource monitoring system (Mer Sud project):* this has not been established and while some level of monitoring is carried out by the more sophisticated fishing communities, this is not mainstreamed or systematized, and the data produced are not yet entered and managed into an appropriate database¹⁶;
- *ecologically sustainable, economically viable, and locally co-managed sustainable fisheries established in 8 coastal communities (Mer Sud project):* this work is still at a very preliminary stage. The Port Salut communities are the most advanced in this regard, however there are still fishermen in these communities who undertake unsustainable practices and there is no instrument of co-management in place or under negotiation;
- *community-based ecotourism initiatives (Mer Sud project):* while tourists can now visit one site (the *Grotte Marie-Jeanne* in Port-a-Piment), where facilities have been established and which is managed in collaboration with community members and the local municipality through UNEP support, much more is needed to achieve the expected economic returns, and this is the only tourism site and product where physical work has been done. A comprehensive strategy

¹⁶ Some content has been saved into an Access database but this is not widely used nor systematized and data content is low at this time.

for ecotourism will require significant efforts, and this is now dependent on continued work by the Ministry of Tourism and other development partners.

C. Effectiveness: attainment of project objectives and results

Review of the reconstructed Theory of Change (ToC)

90. The reconstructed ToC in Table 5 includes the following elements:
- one long-term goal (expected impact), enunciated as: sustainable development and resilient livelihoods and economic growth in the Grand Sud of Haiti through ecosystem management, integrated development planning and participatory governance;
 - four impact pathways, with a number of activities and inputs under each pathway:
 - strengthening planning and governance
 - organisational development and capacity planning
 - technology development, transfer and promotion
 - increased and facilitated access to and use of information
 - six outcomes

Direct outcomes from reconstructed ToC

91. The reconstructed ToC identified six expected outcomes, the first five resulting directly from the work in the *Grand Sud* region, while the sixth outcome is the expected result of work at the national level, informed in part by the work in the *Grand Sud*. These outcomes are:
- an integrated approach and structure for territorial planning and governance designed and functional in *Grand Sud*
 - governance structures for critical natural areas, resources and sites established (e.g. marine protected areas, Macaya National Park, coastal fisheries, cooperatives, producers' associations)
 - environmental risk reduced and environmental resilience increased
 - green economic opportunities, value chains and sustainable natural resource use generated and promoted for the economic empowerment of local communities
 - access to energy increased in environmentally and economically sustainable, and socially equitable, manner
 - capacity of national institutions (especially the Ministries of Agriculture and Environment and the CIAT) in integrated planning and environmental management enhanced

Table 8: Achievements against outcomes

Outcome	Evaluation of achievement
An integrated approach and structure for territorial planning and governance designed and functional in <i>Grand Sud</i>	<p><i>Table Verte</i> for the <i>Grand Sud</i> established and functional</p> <p>Joint UN reporting and communication introduced (first joint report produced 3rd quarter 2013, most recent report 1st and 2nd quarters 2015)</p> <p>Responsibility for regional planning and coordination handed over to CIAT</p> <p>Responsibility for UN coordination handed over to UN Regional Integrated Mechanism (RIM)</p>

Outcome	Evaluation of achievement
Governance structures for critical natural areas, resources and sites established (e.g. marine protected areas, Macaya National Park, coastal fisheries, cooperatives, producers' associations)	<p><i>Unité de Gestion de Projet</i> (UGP) Macaya in place and partially supported by UNEP projects</p> <p>Rural producers' associations supported, with tangible livelihood benefits (e.g. grain storage), but no evidence of role in governance of critical areas, resources and sites</p> <p>Fishing cooperatives and associations supported and strengthened, with tangible livelihood benefits (e.g. fish markets, FADs or boat repairs), but no evidence of role in governance of critical areas, resources and sites</p>
Environmental risks reduced and environmental resilience increased	<p>Agro-forestry activities as well as plantations in and along ravines likely to reduce risk from flooding and landslides, but no measurable evidence available</p> <p>Effective management of protected areas, both terrestrial and marine, will increase environmental resilience</p> <p>Early warning systems developed and shared with selected communities, and safety equipment procured for fishers</p> <p>Coastal nursery established, with native species, and training provided to ministry personnel, nursery managers and civil society organisations</p>
Green economic opportunities, value chains and sustainable natural resource use generated and promoted for the economic empowerment of local communities	<p>Strategies for the development of high-value crops in the buffer zones of protected areas formulated</p> <p>Improved techniques disseminated to vetiver producers to encourage soil conservation</p> <p>Seedlings of tree crops produced and distributed</p> <p>Fishing boats repaired and rehabilitated</p> <p>Fisheries market in Port Salut constructed</p>
Access to energy increased in environmentally and economically sustainable and socially equitable manner	<p>Significant progress made, with large number of people already or potentially served, and with the design of governance and production systems that are participatory and socially equitable</p>
Capacity of national institutions (especially the Ministries of Agriculture and Environment and the CIAT) in integrated planning and environmental management enhanced	<p>Within the framework of the <i>Frontera Verde</i> project (a project to promote environmental cooperation between the Dominican Republic and Haiti), a study on the environmental challenges in the border zone was conducted (UNEP 2013a), with presentation of the findings to various partners, including the UN Country Team, leading to the preparation of a concept note</p> <p>Support provided to the relevant focal points and agencies in the preparation of national communications and reports to the Secretariats of the Convention on Biological Diversity (CBD) and the United Nations Framework Convention on Climate Change (UNFCCC), and in their participation in meetings of the Conferences of Parties of these conventions</p> <p>Support provided to the Ministry of the Environment for its participation in the Third UN World Conference on Disaster Risk Reduction held in Japan in March 2015, including assistance with the preparation of a presentation illustrated primarily by examples from the South</p> <p>Provision of training to personnel of the Ministry of the Environment and the <i>Direction de la Protection Civile</i> in the Ministry of the Interior in the application of ecosystem-based management to disaster risk reduction</p> <p>Collaboration with ANP in the development of a generic methodology for protected area planning, based on the</p>

Outcome	Evaluation of achievement
	<p>process used and experience gained in the formulation of the management plan for the Macaya National Park (with evidence that this methodology is already been used as a guide in a number of other protected area planning processes)</p> <p>Participation in and provision of technical support to the GTAP</p>

Likelihood of impact using Review of Outcomes to Impact (ROtI) and based on reconstructed ToC

92. The reconstructed Theory of Change also identifies a number of intermediate states that provide the basis for the assessment of the likelihood of impact. These intermediate states are as follows:

- the *Grand Sud* region is moving towards a shared vision of development
- new legislation and institutional arrangements for regional planning (e.g. *autorité régionale d'aménagement*), protected area management and fisheries governance are (or are likely to be put) in place
- public, private and civil society actors recognise and take advantage of new and enhanced livelihood and energy access opportunities developed by projects
- the instruments developed (e.g. the protected areas planning methodology developed as part of the Macaya Park planning exercise) are known and used (or very likely to be used) by other agencies at local and national levels.

Table 9: Assessment of intermediate states

Intermediate state	Assessment	Likelihood of impact
<i>Grand Sud</i> region moving towards shared vision of development	Significant progress has been made towards this intermediary state, the concept of <i>Grand Sud</i> is recognised by the main institutional actors, and the <i>Table Verte</i> provides for a platform for the formulation and promotion of the vision	If the current processes are sustained, and if the key institutions (particularly the CIAT) retain current levels of commitment and capacity, it is very likely that this shared vision will materialise and will guide future development in the <i>Grand Sud</i> region
New legislation and institutional arrangements for regional planning, protected area management and fisheries governance in (or likely to be put in) place	<p>New legislation has been drafted (by the CIAT) to provide a new legal and institutional basis for regional planning, with establishment of regional planning authorities (<i>autorités régionales d'aménagement</i>)</p> <p>The ANAP, which was created in 2009, has been strengthened by the various processes underway in protected area planning and management in the country</p> <p>The ANAP is in the process of establishing a decentralised office to support protected areas in the <i>Grand Sud</i></p>	If the political context becomes more favourable to the adoption of new legislation, and if current processes led by CIAT, the Ministry of the Environment, ANAP and other actors are allowed to continue, it is very likely that the legislative and institutional landscape for regional planning, protected area management and fisheries governance will substantially evolve towards greater effectiveness

Intermediate state	Assessment	Likelihood of impact
	Under the <i>Macaya Grand Sud</i> project, the CIAT has been mandated to lay the groundwork for new coastal management legislation	
New and enhanced livelihood and energy access opportunities recognised and taken advantage of	Communities that are benefitting from new and enhanced livelihood and energy access opportunities are demonstrating interest Green economy and value chain opportunities have been documented and transferred	The period 2013 – 2015 is too short to expect measurable impacts, but responses at local and national levels suggest that many of the opportunities explored under CSI will be used and applied
Instruments developed by CSI known and used by other agencies at local and national levels	The methodologies for protected area planning and signage have both been developed in collaboration with ANAP, and have been validated by, and shared with, all concerned institutions The mechanisms for decentralised coordination of planning and governance functions tested and developed by CSI have informed the approaches of other institutions Lessons and instruments from CSI have been and are being used to inform policy and strategy formulation and capacity-building at national level	With the on-going processes and activities in protected area management, sustainable energy and livelihoods, and with increase in national level activities supported by UNEP, notably with the project on 'Developing core capacity for MA implementation', it is likely that products from CSI will continue to impact on other agencies at local and national level

93. At the output to outcome and outcome to impact levels, there are a number of assumptions and one major risk that this evaluation has noted. The risk is that external factors, including natural disasters or political instability, would impact negatively on outcomes and intermediate states. The assumptions are that:

- the national institutions at central and decentralised levels have the political will and sustain or increase their capacity to assume planning and coordination functions;
- the knowledge products and management systems put in place are sustained and updated over time.

Both assumptions are effectively addressed by the hand-over arrangements with the CIAT and the RIM.

94. The reconstructed theory of change also identifies impact drivers, that may be influenced through the project:

- UN and other development agencies collaborate fully and effectively in planning and project execution in *Grand Sud*
- Government agencies (especially planning + decentralised government) take ownership of processes

- markets are identified and accessed for new and enhanced livelihood and economic opportunities
- national energy production and governance institutions and policies are favourable to innovation and renewable sources

95. The extent to which these drivers are operating can be briefly summarised as follows:

- CSI has usefully and effectively facilitated collaboration among UN agencies and between them and other development actors active in the South of Haiti, but there have been challenges, particularly with respect to collaboration between UNDP and UNEP;
- the CIAT and the decentralised offices (*Directions Départementales*) of the Ministries of Environment and Agriculture have taken full ownership of the processes that concern them, but this is less so at central level in these two ministries;
- there is a good understanding of the various value chains, as described in the report on green economy (UNEP/PNUF 2016), but new production has not yet reached levels where new markets need to be identified;
- relevant institutions are highly supportive of the work done by CSI in the energy sector and keen to duplicate as well as to act on policy implications.

Achievement of project goal and planned objectives

96. There are several measures that can be used to assess the extent to which the goal and planned objectives have been achieved, for example by looking at the objectives of the strategy for the Haiti Country programme.

Table 10: Overview assessment of achievement of objectives of Country Strategy

Objectives	Assessment
To reduce environmental degradation and facilitate regeneration of ecosystems	Basis established towards the achievement of this objective in the South, with protected area designation and planning, with restoration of degraded and fragile ecosystems, and with the establishment of natural barriers to increase protection from disasters
To enhance environmental governance to encourage sustainability in the development process	Significant progress realised towards enhanced environmental governance, with coordination mechanisms at UN and regional levels, with support provided to the Ministry of the Environment and the CIAT, with stronger partnerships with civil society, with management planning for key resources, areas and sites, and with support to MEA implementation
To improve social and economic well-being, providing livelihood alternatives for local communities	Localised benefits among communities and sectors that have benefitted from CSI activities in coastal management and fisheries governance, rural livelihoods and sustainable energy
To support climate change adaptation and mitigation	Shoreline and riverbank restoration activities already contributing to disaster risk reduction and adaptation to climate change. The marine protected areas, when functional, will increase environmental resilience in coastal areas

Review of outcomes towards impact

97. This review of outcomes towards impact concerns the overall Haiti Country Programme. A similar review would not be possible for the *Gouvernance Sud* project only, in light of the fact that this project’s logical framework had only one outcome, and that this outcome actually reads more like an output. But governance is well reflected in the outcomes and intermediate states of the reconstructed ToC.

Table 11: Outcomes towards impact – ratings¹⁷

Outcomes ¹⁸	Rating	Intermediate states	Rating	Impact	Ratings	Overall
An integrated approach and structure for territorial planning and governance designed and functional in Grand Sud	B	<i>Grand Sud</i> region moving towards shared vision of development	B	Sustainable development and resilient livelihoods and economic growth in the Grand Sud of Haiti through ecosystem management, integrated development planning and participatory governance	BB	The overall rate is likely
Governance structures for critical natural areas, resources and sites established (e.g. marine protected areas, Parc National Macaya, coastal fisheries, cooperatives, producers’ associations)		New legislation and institutional for regional planning, protected area management and fisheries governance in (or likely to be put in) place				
Environmental risk reduced and resilience increased		New and enhanced livelihood and energy access opportunities recognised and taken advantage of				
Green economic opportunities, value chains and sustainable natural resource use generated and promoted for the economic empowerment of local communities		Instruments developed by CSI known and used by other agencies at local and national levels				
Access to energy increased in environmentally and economically sustainable and socially equitable manner						
Capacity of national institutions (especially the Ministries of Agriculture and Environment and the CIAT) in integrated planning and environmental management enhanced						
Rating justification: see section above		Rating justification: see section above				

¹⁷ See Annex 6 of the Terms of Reference (in Annex 2 to this report) for the methodology and rating scale for outcomes and progress towards ‘intermediate states’ (with a scale from A to D)

¹⁸ These are the outputs in the reconstructed ToC

Additional observations on effectiveness

98. Beginning in 2014, UNEP's Disasters and Conflicts sub-programme has been using assessments of country capacity for environmental management to measure UNEP's impact in fragile states where there is a country programme, including Haiti. This is done using a framework with six different dimensions of environmental management capacity (and with a desired progression along five steps in each dimension):

- access to information and availability of data for informed decision-making;
- enhanced planning and policy development skills;
- improved regulatory frameworks;
- stronger environmental institutions;
- implementation and enforcement capacity;
- public participation in decision-making.

99. This framework is an important instrument for UNEP and its Disasters and Conflicts sub-programme, because within the current UNEP Programme of Work there are only two expected accomplishments, the first one being that the "capacity of countries to use natural resource and environmental management to prevent and reduce the risk of natural and man-made disasters is improved", and there are only two indicators used to measure progress against this expected accomplishment, one of which is the "percentage of countries affected by disasters and/or conflicts that progress at least one step in four of the six categories in the country capacity framework for natural resource and environmental management, with the assistance of UNEP".

100. In order to conduct this assessment, country offices in the countries concerned (Afghanistan, Democratic Republic of Congo, Haiti, Sudan and South Sudan) are expected to describe progress made in the six dimensions, and they have done so every year since 2013. In the case of Haiti, it appears that both the Country Programme and the PCDMB team in Geneva see this requirement as a burden, and the information that has been provided is not very useful and does not allow for an assessment of progress at the country level. The main reason given is that UNEP's work in Haiti focuses primarily on one geographic region, while the framework aims to measure progress at national level, but this argument contradicts the view that work in the *Grand Sud* impacts positively on, and contributes directly to, policy, institutions and capacity at national level, and is complemented by a number of interventions and partnerships at that level. Even if attribution is always difficult, it is the view of this evaluation that the country capacity framework could and should be applied usefully to the Haiti Country Programme, and a specific recommendation has been made in this respect in section IV below.

101. The work of CSI over the past six years has impacted significantly on the understanding and appreciation of coastal zone management issues in Haiti, and has helped to conceptualise and promote integrated responses to these issues. As expressed by one of CSI's national partners, "UNEP has broadened and transformed our approach to coastal management", and this is partly because the majority of coastal natural resource management projects in Haiti in recent years have focused somewhat narrowly on conservation and have not given full consideration to livelihood needs and opportunities, and to the complexity of governance issues at the interface between marine and terrestrial areas.

102. While there have been many studies and actions in the field of protected area management in Haiti over the past three or four decades, there is still what a local expert called "a

methodological void”, and there is a view that UNEP’s contribution over the past six years has helped to fill this void, primarily because: (a) the Country Programme Manager in post until early 2016 had extensive experience, (b) productive linkages have been made with Cuban institutions, and (c) there have been conscious and systematic efforts towards documentation and development of methodologies.

D. Sustainability and replication

103. Any assessment of the sustainability of a development intervention in Haiti must take into account the specific conditions of that country. By definition, a fragile state is a state where the effectiveness of processes of policy reform and institutional strengthening is largely dependent on factors external to these processes. Factors of fragility may include economic performance and volatility, weak and unstable institutions, environmental vulnerability, a weak rule of law and a lack of good governance, as well as insecurity and violence. All these factors are at play in Haiti, in one way or another. In such a context, an evaluation exercise such as this one cannot fully measure the extent to which the interventions and processes involved in a particular project or portfolio of projects will be sustained beyond the project or projects. But the evaluation could and should assess the extent to which: (a) those external factors have been taken into account in design and execution, (b) specific outputs and outcomes are, and will be, as sustainable as conditions permit and (c) strategic actions have been taken to mitigate the impact of these external factors.

104. The team involved in the design and execution of the UNEP portfolio in Haiti over the past six years has had a very good understanding of the local political, institutional, cultural, economic and environmental realities, and has therefore been well aware of the external factors that could affect the sustainability of its interventions. The fact that the Haiti Country Programme has, since 2010, been placed under the auspices of the PCDMB has been a positive factor in that regard, because staff of that Branch has extensive experience of working in, and with, countries affected by crisis, conflict and disasters. At the CO, team composition has also been a positive factor, with a Caribbean team leader with great sensitivity to the Haitian context, and with several Haitian team members with extensive experience in development work at community and national levels. As expressed by the head of one of UNEP’s civil society partners in Haiti, “this is the donor who is the most open to the need for sustainability”.

105. Two major steps have recently been taken to ensure continuity in the processes initiated under the framework of CSI. One is the signing, as part of the *Macaya Grand Sud* project, of a large-scale cooperation agreement (between CIAT and UNOPS) that covers a period of 25 months ending on 31 December 2017, for a total of USD 550,000. Under this agreement, CIAT has the responsibility to: (a) develop solid waste management plans for Les Cayes and Port Salut, (b) provide support to the development of coastal management legislation and regulatory instruments, (c) facilitate the formulation of a development plan for the *Grand Sud*, (d) provide support to two *Délégations* (Sud and Grand’Anse) and to the municipalities in the areas of regional and physical planning, and (e) manage the online library and the website of the *Délégation du Sud*, and continue the publication of the *Bulletin du Sud*. One of the avenues through which this is being realised is the recruitment, by the CIAT, of a junior professional based at the *Délégation du Sud*. The other step being taken is the proposed establishment, under the auspices of the UN Resident Coordinator, of a Regional Integrated Mechanism (RIM) for the South, with responsibility for joint reporting and communications.

106. These steps are very significant. In effect, they mark the end of a phase of CSI in which UNEP played a *de facto* coordination role, and they formally transfer that role to a national institution (CIAT) for the national and local activities, and to the UN for donor coordination and related activities. They are therefore likely to mark the end of CSI as a brand and as an implementation mechanism, because the coordination functions that were assumed by UNEP on behalf of the coalition of partners will now be assumed by the institutions with a mandate to perform such roles. This should allow UNEP to focus, as is currently the case, on its core competencies in ecosystem management, protected areas planning and management, disaster risk reduction, waste management, as well as environmental policy, legislation and institutions.

107. In the case of a long-term programme such as this, sustainability is enhanced when interventions are sustained beyond the timeframe of specific projects, and when the leadership and responsibility for specific interventions is handed over to other actors. Following the completion in late 2015 of the three projects that are the objects of this evaluation, several important steps have been taken in this regard, with projects that are sustaining some of the processes while transferring responsibility and building capacity:

- the design and implementation of *Macaya Grand Sud* project (UNEP execution, USD 9.721M, Government of Norway, March 2015 – December 2017), which aims to support the Government of Haiti in promoting the use of ecosystem management approaches in the Southern region of the country to maintain provision of ecosystem services and sustainable productivity of terrestrial and aquatic systems. It includes activities in protected area planning and designation, in the promotion of sustainable livelihoods through the value chains already identified, as well as in regional planning and development coordination;
- the project entitled “Developing Core Capacity for MEA Implementation” (joint execution Ministry of the Environment and UNEP, co-financing GEF USD 1,298M - UNEP USD 1,850M – in-kind 900,000, 36 months from mid 2016). It will enhance institutional capacities to establish government structures for the effective implementation of international environmental conventions and environmental priorities, and ensure that institutions and stakeholders have access to the skills and knowledge to conduct research, collect information and implement collective environmental actions;
- the project entitled “Ecosystem Approach to Haiti Cote Sud” (joint execution Ministry of the Environment, UNEP, ORE, PADI and AyitiKa, GEF Project Grant USD 6,216M – total co-financing USD 42,668M, 60 months from mid-2016), which aims at increasing resilience to climate change risks and decreasing disaster risk using an ecosystem management approach targeting protected areas and fragile ecosystems in the Southwestern Peninsula of Haiti;
- a project under negotiation with the *Agence Française de Développement*.

108. In addition, four projects have been designed for funding and execution by other agencies, which are, or will be, contributing directly to the realisation of the vision and objectives of CSI, namely:

- the IDB-funded Artisanal Fisheries Development Programme (reference HA-L1096), with the objective to improve the income of small fishers in the Départements of the South, the Southeast and Grand’Anse (USD 15M);
- the IDB-funded Sustainable Coastal Tourism Programme (reference HA-L1095) which aims to increase employment and income in the tourism sector in the South through product development, tourism governance and capacity building (USD 36M), and which is

- complemented by a USD 500,000 study to assess current and future water availability in that region and to develop an integrated water resource management plan for the area;
- the IDB – GEF funded project entitled: “Sustainable Land Management of the Upper Watersheds of South Western Haiti – Macaya National Park”, IDB reference HA-G1023, GEF USD 3M, IDB co-financing USD 18M
 - the GEF-funded project entitled: “Increasing resilience of ecosystems and vulnerable communities to climate change and anthropic threats through a ridge to reef approach to biodiversity conservation and watershed management” implemented by UNDP in collaboration with the Ministry of the Environment (GEF grant amount USD 9.1 million).

109. Another very important initiative that will contribute to the effectiveness, efficiency and sustainability of the interventions initiated under the auspices of CSI is the provision of support towards the consolidation and operations of decentralised offices of relevant ministries and other organisations. At present, plans are for the relocation of the direction and administration of UGP Macaya to Les Cayes, where it will be housed in the same office as the *Direction Départementale* of the Ministry of the Environment and a decentralised unit of ANAP¹⁹. At the same time, plans are being finalised, for execution as part of a new contractual agreement between UNOPS and PADI, to establish in Port Salut a new integrated office that will house the marine team of the Ministry of the Environment / ANAP, PADI, and ReefCheck.

110. Lastly, the sustainability of the work supported by UNEP at local and national levels in the field of protected areas will clearly benefit from the many advances made in Haiti in that sector. While there have undoubtedly been delays, weaknesses and frustrations, very tangible progress has been made, and will be sustained. Thanks to the many investments of the past 2 or 3 decades, there is now a cadre of Haitian professionals with extensive expertise and experience in protected area planning and management. The role of ANAP is increasingly recognised and valued among governmental and non-governmental agencies, and its capacities are constantly strengthened by various projects and products, including those supported by UNEP, UNDP, Swiss Cooperation, GIZ and others. The very recent (March 2016) inscription of the *Réserve de biosphère La Hotte* on UNESCO’s List of Biosphere Reserves is another very positive factor, as it includes all key protected areas of the *Grand Sud*, including Macaya National Park and the nine marine protected areas of the South coast.

E. Efficiency

111. It is not possible for this evaluation to provide a quantitative assessment of the efficiency of execution of the overall CSI initiative, but it is possible to offer a few qualitative observations:

- UNEP’s Country Programme has executed and is still executing a large volume of activities with a small – and thus quite efficient – team²⁰;

¹⁹ ANAP’s vision is to establish three decentralised coordinating units, one for the *Grand Sud*, one for the North (notably supporting the *Parc National des Trois Baies*) and one for the West and South-East.

²⁰ The case study conducted in 2012 as part of the evaluation of the Disasters and Conflict Sub-Programme indicated that the UNEP team in Haiti was very large (25 people) and noted that “staff time is constantly occupied by writing funding proposals rather than concentrating on the actual implementation work” (Carbon and Piironen 2012), but this evaluation did not find any evidence of such a large number of team members or of such a negative impact on staff focus and performance.

- the operating costs of UN agencies in countries like Haiti are unavoidably high, because of logistical challenges, constraints in procurement and exceptional requirements such as security. Observers in Haiti, including colleagues in other UN agencies, rate UNEP's efficiency as high compared to that of other agencies, and the partnership with UNOPS has undoubtedly been a very positive factor in this regard;
- another positive factor of efficiency has been the location of the main office in Port Salut. If UNEP had had to coordinate and execute all these activities from a base in the capital city, the costs would have been much higher;
- the financial agreement between UNEP and UNOPS was negotiated with a reasonable agency fee of 7%, which UNEP was able to cover through its own agency fees to the main donor, but UNOPS was able to offer this fee only because its staff costs for project management were covered separately under the projects' budgets.

112. It is also not possible to offer a quantitative assessment of the performance of the *Gouvernance Sud* project, especially since there is no record of the allocation of staff time between the various projects, but here again a few observations can be offered:

- in the financial agreement between UNEP and UNOPS for the provision of services for the *Energie Sud*, *Mer Sud* and *Gouvernance Sud* projects, funds allocated to the *Gouvernance Sud* project represented only 10% of the total, with reasonable contributions to core costs (e.g. 20% of office costs and logistical operations);
- because of the unsatisfactory performance of the MCPE in the execution of its contract for the provision of support to governance and capacity-building processes at departmental and municipal levels, it can be assumed that funds allocated to these activities have not been used optimally.

F. Factors affecting performance

Strategy and approach

113. The work of CSI has been well served by a strategic approach based on a vision that may not have been explicitly stated²¹, but that was obviously clear in the minds of the Country Programme's leadership, and shared by the entire team. The main features of that strategy include the choice of working primarily in one geographic region, and a flexible approach to programme and project planning, with a readiness to take risks, which is one of the conditions of innovation. Another important feature has been the logical and strategic sequencing of the interventions, with three main phases that followed the initial, pre-earthquake design of the HRI:

- 2010 – 2013: with the Southwest Sustainable Development Project, conduct of baselines and formulation of strategies
- 2013 – 2015: targeted efforts towards improved governance, regional planning and decentralisation, protected area planning, design and installation of sustainable energy systems, disaster risk reduction and promotion of selected value chains

²¹ It is worth noting that the work of UNEP in Haiti has undoubtedly been guided by strategy, and yet the country strategy document of 2013 is itself not very strategic. The strategy has been in the vision and the practice more than in the administrative documents.

- current phase: consolidation of governance arrangements with the handing-over of planning and coordination functions to government and UN agencies, and with a re-focus on the areas of UNEP's specific competence and comparative advantage (protected areas, sustainable livelihoods, sustainable energy, waste management and policy).

114. UNEP's decision to focus most of its interventions on one geographic region – the *Département du Sud*, later extended to the *Grand Sud* encompassing three *Départements* – was a wise and fruitful strategic decision. The main justification for this approach was and remains that, in the Haitian context, a geographic focus, with a significant presence and capacity in the field, allows for a much greater impact than when work is carried out only at national level or simultaneously in several regions. This is so because: (a) a concentration of efforts allows for synergies between interventions and ensures greater efficiency, (b) a proximity to local actors facilitates capacity-building, (c) there is usually a greater stability of personnel in decentralised institutions than in the ministries and central offices in the capital and (d) work that is grounded in local realities and that delivers concrete results can very usefully inform policy development and capacity building at national level.

115. There may also be a deeper and more fundamental reason why working at the local level is the right approach. Scholars and other experts who have demonstrated a sharp understanding of Haitian realities (see for example Anglade 1983 or Barthelemy 1989) have all argued, and continue to argue, that the Haitian peasantry must be at the heart of any response aimed at addressing issues of environment, poverty and vulnerability. If this is the case, it surely cannot be done from the comfort of air-conditioned offices in the capital city.

116. The Haiti Country Programme has thus benefitted from an appropriate balance between work at a local level and a desired impact on policy, institutions and capacities at national level. It has understood that local grounding and field-testing actually are conditions of relevant and effective normative work in countries where capacity is weak, that normative work that is not supported by practice – or at least by a capacity to practice – is unlikely to have significant and lasting impacts. As indicated in Table 8 above, while the focus of UNEP's work and most of the investments in time and other resources have been in the South, the Haiti Programme has delivered tangible results at national level as well. This has been possible thanks to a number of arrangements and factors:

- using the opportunity of work on the management plan for the *Parc National de Macaya* to work with ANAP in the development of a generic methodology;
- similarly, using the opportunity of Cuban technical assistance in the development of ecotourism and protected area planning and guidelines for signage;
- work done under CSI (primarily the *Terre Sud* and current *Macaya Grand Sud* projects) has provided the basis for the main output of UNEP's work on green economy (UNEP/PNUE 2016), as a direct contribution to development and investment planning in agriculture at the national level;
- participation in and provision of support to the GTAP;
- participation in the formulation of the UNSDF.

117. One of the strengths of CSI and one of the factors that have positively affected performance is the fact that work has proceeded simultaneously along all the four impact pathways as identified in the reconstructed Theory of Change. It is largely because it has combined work on policy and

governance, capacity-building, technology development and innovation, and knowledge management that it has produced the results documented in this evaluation.

Design factors

118. One of the early activities conducted by UNEP in Haiti was a study of lessons learned from past environmental projects in the country (Haiti Regeneration Initiative 2010a). The last 3 or 4 decades in Haiti have witnessed a plethora of development initiatives and projects, the majority of which have met with very limited success. Yet, a review of many of these projects suggests that they use similar approaches, embrace the same ambitious and often naïve objectives, reproduce the same errors, and usually end up failing for very similar reasons. The UNEP professionals who were leading the design of the HRI in 2009 did not want to fall in the same trap, and made the intelligent move of conducting this study. They used and applied the lessons from that study, and this has certainly contributed to the quality and effectiveness of the activities conducted under the auspices of CSI.

119. One of the constraints faced by the Haiti Country Programme comes from the fact that it has been working with very short project time frames, and this has certainly been the case for the three projects that are considered by this evaluation. Grant agreements over periods of 2 years (or 18 months in the case of *Mer Sud*) present two challenges. One is that it is somewhat unrealistic to expect a development process to achieve tangible and measurable outcomes in only 24 months – actually fewer months because projects always require some time for activities to get fully underway. Of course, most projects end up extending their execution period, but this is less satisfactory than having a realistic time frame in the first place. The second constraint is that short grant agreements make it too risky, even impractical, to use or create too many staff positions, especially when considering UNEP’s recruitment procedures and the delays involved. Under such conditions, the only model that can be considered for the Country Programme is one with a very small number of staff (2 in this case) and with other team members recruited as consultants.

120. In addition, one of the factors that may have affected performance is the rigidity of project planning within UNEP, as indeed within most development agencies. At design stage, the proponent of a project – in this instance the UNEP team in the country – is encouraged, perhaps even obliged, to provide details in the proposed execution arrangements and in the expected results, even when it knows that factors beyond its control are likely to require changes and affect the results. In the case of the *Gouvernance Sud* project, the main partner in, and intended beneficiary of, work in new institutional arrangements was the MPCE, but it “did not deliver in a satisfactory manner, despite the support received” (UNEP 2015b). In this, as in many other instances, the Country Programme responded to the challenges by adjusting its programming and seeking alternative arrangements. Indeed, one of the factors that have positively affected performance through the various phases of CSI has been the flexibility of the UNEP team and its ability to respond and adapt to ever-changing conditions.

Monitoring and evaluation

121. There have been several weaknesses with respect to monitoring and reporting, but the Country Programme has creatively addressed most of the issues and to a large extent compensated for these weaknesses. Perhaps the main constraint has been the absence of staff dedicated to monitoring and evaluation within the team during the period under review (2013 – 2015); although there were line items in the project budgets that were allocated to these aspects,

the amounts were insufficient and the project time frames too short to permit the recruitment of a team member dedicated to monitoring and evaluation (this recruitment is however taking place at this time, and the Country Programme expects to have this new person in place very soon).

122. There have been, and there still are, a number of issues related to project management and reporting, but it does not seem that these issues have impacted negatively on performance. Project design provided for a complex implementation arrangement that included one overall CSI Steering Committee, one Coordination Committee for each project (*Gouvernance Sud, Terre Sud, Mer Sud* and *Energie Sud*), and one management committee for each project component. In practice, the CSI Steering Committee (*Comité de Gestion*) met only once, in March 2013, to consider the results of Phase 1 and review plans for Phase 2. Subsequently, bilateral review meetings were convened between Norway – UNEP, in March 2014 and December 2015, and the Country Programme team indicates that these replaced the Steering Committee and served the purpose of overall monitoring and reporting. At the same time, the various management committees were never formally convened, but frequent, more informal project management meetings were held on an *ad hoc* basis between the Country Programme and its partners to review progress in specific project activities.

123. While there is a Country Strategy and a Country Programme, and while there is a reporting and monitoring system under the Disasters and Conflict sub-programme (the country capacity framework), in practice there is no accountability mechanism that applies to the overall country programme, and accountability is primarily based on the specific projects. The only internal reporting requirement at UNEP is the periodic updating of project progress reports on the Programme Information and Management System (PIMS), which is only accessible to UNEP. Project teams typically see this requirement as cumbersome and moderately useful. The Haiti Country Programme is also required to apply the country capacity framework that is used by the UNEP Disasters and Conflict Sub-programme as its main monitoring instrument, but it has not used it properly or usefully (see below). All this could suggest that the UNEP and the CSI have performed poorly with respect to accountability, and yet the reality is exactly the opposite, because the team has paid very good attention to the need for documentation, and dissemination. In particular with:

- annual factsheets with updates on each CSI project;
- the newsletter called *Bulletin du Sud*;
- the self assessment and substantive progress report (UNEP 2015b);
- the website of the *Délégation du Sud*;
- the online library;
- the joint reporting by UN agencies active in the South.

External factors

124. There are factors external to UNEP that have impacted positively on the performance of CSI overall and of the *Gouvernance Sud* project in particular. These include:

- *the role and involvement of the main donor*: the Government of Norway and its Representative in Haiti at the time did much more than provide funding (which is significant, with approximately USD 100 million invested since the earthquake). They helped to shape the vision, they encouraged cooperation among UN agencies, they facilitated linkages with key governmental actors, and they accompanied and supported project execution. This was possible largely because the Representative had a very good knowledge and understanding of Haiti, and because he used an approach that was at the same time respectful of local realities and proactive in encouraging change;

- *stability and leadership in a key partner institution*: in an overall context characterised by weak governance and frequent turnover of senior personnel in public sector agencies, CSI – and especially the *Gouvernance Sud* project – greatly benefitted from the involvement of the CIAT, an involvement that was made possible because its current chief executive shares the vision of integrated planning and participatory governance that is at the heart of CSI, and because this person has been in post since the creation of the CIAT in 2009;
- the synergies between CSI and CIAT were validated and strengthened with the formulation of the *Plan Stratégique pour le Développement d'Haïti* (Gouvernement de la République d'Haïti 2012), because it identified the South as a development pole, and because it stressed the need for regional planning, with CIAT playing a lead technical role in that regard. This gave greater impetus to CSI's efforts towards coordination and integrated planning, and it encouraged a progressive expansion from the *Département du Sud* to a wider focus on the *Grand Sud*.

Operational factors

125. As indicated in various parts of this report, there are a number of operational factors that have impacted positively on the performance of CSI as a whole, and of the *Gouvernance Sud* project in particular. These include:

- *leadership*: design and implementation have been guided by a deep understanding of needs, realities and conditions, a clear sense of what should and could reasonably be achieved, and a focused steering of activities towards the realisation of the vision;
- *quality and commitment*: the Haiti Country Programme team has since the beginning been comprised of qualified individuals who perform their duties with professionalism²²;
- *flexibility*: two examples of this flexibility can be found in the response to the drought of 2015, first by ensuring that the *Table Verte* of July 2015 would focus on that issue, secondly by working with ORE to modify its work plan to provide labour for the watering of the seedlings.

126. Table 8 above indicates that while the focus of UNEP's work and most of the investments in time and other resources have been in the South, the Haiti Programme has delivered tangible results at national level as well. This has been possible thanks to a number of arrangements and factors, including having a base in Port au Prince and having one team member with strong linkages and good credibility in national institutions.

127. While the geographic focus on the *Département du Sud* and later the *Grand Sud* and the resulting field presence were well justified and clearly beneficial, this approach has presented some disadvantages, primarily because of distance from the capital and the institutions based there, and because of specific logistical challenges (for example for procurement of goods and services that may not be available locally). This was mitigated, at least partially, with the operations (since 2014) of a small Port au Prince liaison office headed by the Country Programme and Policy Liaison Coordinator.

²² There is another factor that has greatly helped the UNEP team, one that may sound anecdotal, but that is actually significant. The UNEP Country Programme Manager was in Haiti before the earthquake, during the earthquake ... and well after the earthquake. "He did not leave, like so many of them did", says one of his Haitian colleagues, "he was one of us."

128. There are a number of administrative and financial management procedures that have impacted negatively on performance and efficiency. These include:

- *expenditure reports and budget updates*: for a number of reasons, including the use of different budget categories between proposals and internal budgets, as well as the move from the cash-based Integrated Management Information System (IMIS) to the new UMOJA system, the management of budgets has been very time-consuming and PCDMB in Geneva has not always been able to respond in a timely fashion to the CO's requests for budget updates – with the in-country team at times being forced to make its own updated calculations before making important management decisions;
- *the introduction of UMOJA*: more generally, the introduction within the UN of the new central administrative system known as UMOJA has caused a number of delays and difficulties, because of enduring challenges in the operationalization of the system. As a result, several consultants and contractual partners have experienced delays in receiving payments, and the Country Programme was at one time unable to receive funds from a particular project (at the start of the *Macaya Grand Sud* project). In that particular instance, UNOPS was able to manage a difficult cash-flow situation by temporarily allocating funds available from the *Energie Sud* project;
- *project revision process*: delays have been experienced in the processing of requests for budget revision, especially in one case where a third revision request that required modifications to the budget coincided with a critical moment in the shift from IMIS to UMOJA. This evaluation understands that UNEP has made a new commitment to ensure that requests for revisions to project documents are processed within 10 days, and that it is considering devolving the authority to approve revisions to Divisions. Both measures would significantly assist programmes and projects such as those currently being executed in Haiti;
- *travel authorisation and payment*: for in-country travel, team members are required to submit indicative travel plans every three months, so that the corresponding DSA would be made available to UNDP in Haiti for disbursement when travel is actually done, while for international travel authorisation must be sought from PDCMB at least 21 days in advance. Team members have found these procedures cumbersome, but they themselves often fail to submit plans and requests on time, and there have been frustrations over delays in approval and reimbursement of expenses;
- *currency exchange*: the grant agreement between Norway and UNEP was expressed in Norwegian Krone, but the US dollar was the main currency used in budgeting and execution and this resulted in minor losses;
- *staff recruitment*: the recruitment process within the UN system is extremely long (typically 9 months for a staff at P4 or P5 level). This has not affected the Haiti Country Programme and Office negatively, and they were lucky to have been able to fill the position of Country Programme Manager in 2016 with a lateral move, but this is a factor that should be kept in mind, as it may affect the UNEP Country Programme and Office in the future.

129. Internally, the UNEP country team has harmonious relations, however there are factors that may affect team dynamics and equity in the long run:

- *staff members and consultants*: there are only two staff members while all the others are on contract—some of whom have been working with the project for many years²³. This is a result of UNEP Haiti being a project office where every position is linked to delivering on results/outputs of a given project or set of projects. These consultants do not have the same benefits, and this contributes to inequities within the team;
- *local staff disadvantaged*: local staff are paid in a heavily devalued national currency and are highly vulnerable to fluctuations. Despite salary adjustments, in the long run this can be demotivating and create disparities within the team and their means. Until recently, local staff did not have the same cell phone/Internet/laptop plans despite having to work on holidays and weekends;
- *small team with big responsibilities*: in a sense the Haiti country team may have become a victim of its own success. As it continues to attract new projects and funding for its activities, there may be greater strain on the very small project team. Extra staff is necessary to provide additional support and ensure staff's work-life balance, and important recruitments are being made at this time.

Collaboration and partnerships

Local Partners

130. The main UNEP office is located in the *Département du Sud*, in the “field”, meaning that relationships with local stakeholders are not based on intermittent missions but are lived day-to-day. Geographic proximity facilitates alignment, participation and consultation on a regular basis, and it allows UNEP to monitor progress and adjust relationships if work provided is unsatisfactory. Local partners do not view UNEP through the traditional donor lens of top-down development. Instead, UNEP Haiti is comparable to a large development agency that attracts funds, coordinates with smaller local actors, and creates links and synergies among activities. Partnership with UNEP has allowed some of these local actors to leverage funds and obtain greater recognition in the sector, and it has provided them with the skills and capacities to manage more complex environmental projects. Investment in local partners means that despite frequent staff turnover in various ministries, work at the local level is maintained, and a form of corporate memory on environmental and sustainable development interventions is sustained.

131. UNEP's role as facilitator between government ministries and civil society organisations however puts it in a delicate situation at times, particularly when working with groups that are not necessarily appreciated by government entities due to history, personalities or diverging approaches. One of the ways UNEP has managed this challenge is by investing in the staffing and training of local ministerial staff, which liaises directly with local organisations. This also serves to strengthen the capacity of the Ministries of Environment and Agriculture and Fisheries, and their ability to work in the field. It also places ministries at the heart of the work, ensuring that they play a genuine role in organising and implementing activities, and of enhancing their relationships and communication with local actors.

²³ As noted earlier in this report, one of the reasons why the Haiti Country Programme is unable to offer more stable and satisfactory employment conditions to all team members is that the recruitment process managed by the UN Office at Nairobi is very long, while the funding cycle is short. Any recruitment initiated when funding is confirmed at the start of a 2-year project would put staff in place towards the end of the first year.

Government Partnerships

132. UNEP has strong partnerships with the ministries responsible for environment, agriculture, fisheries and tourism. While departmental offices of ministries have effective communication with UNEP, some of the information does not trickle back to the central government. With continuous staff turnover and on-going political crises, there is the burden to constantly brief new staff in Port-au-Prince, which means there are gaps in knowledge of the work UNEP is doing. One of the ways UNEP has managed this is by hiring a Haitian consultant who works both in the Ministry of Environment and UNEP and who plays a pivotal role in enhancing communication and alignment.

133. UNEP Haiti has invested heavily in its relationship with the *Comité Interministériel d'Aménagement du Territoire* (CIAT). There appear to be several reasons for this: (i) the CIAT seems to have the political influence to advance on activities; (ii) it is one of the few governmental organisations that has been led by the same person and has not suffered from significant staff turnover; (iii) it is an inter-ministerial body that includes all public sector institutions concerned with the work of CSI, and (iv) it has a fairly broad purview: regional planning, watershed management, sanitation, and urban planning. The sustainability of governance and coordination arrangements established under CSI will depend in large part on the future of this relationship and on the ability of CIAT to sustain these arrangements.

134. While UNEP has good and productive partnerships with most of the governmental agencies concerned, there are two cases of weak or absent relationships. One is with the Haitian Coastguard (SEMANAH), because of its limited presence and capacity at local level. The other is the ministry responsible for planning (MPCE), which was contracted to support the *Tables de concertation* at municipal and departmental levels, and which has not delivered satisfactorily, in part because of weaknesses and instability in those decentralised agencies.

International Agency Partnerships

135. Coordination among UN agencies as well as between them and other development partners is a central objective of CSI, and much has been achieved in this regard. In the field, UNEP works collaboratively on projects with UNDP, UNOPS, the FAO, the IDB, UNESCO and others. There is however no consensus among these agencies on the role that UNEP should play, and there are signs that collaboration between UNDP and UNEP on programmatic matters can be improved. Haiti is highly dependent on international projects—most Ministries' core budgets are tied directly to international projects. This creates a competitive environment where organisations compete for international funding despite a stated commitment to coordinating activities and interventions. The vision of the UN "Delivering as One" is not yet realised in this instance, but the processes facilitated under CSI undoubtedly contribute to that vision²⁴.

²⁴ In 2013, 2014, and 2015, the UN Economic and Social Council (ECOSOC) Ad Hoc Advisory Group on Haiti recognised the added value of UN joining forces through CSI to boost Haiti's regional development. The 2013 ECOSOC report noted: "The Group praises this clustering (mutualisation) of capacities to increase coherence and deliver better results. UN entities are encouraged to systematize this approach as much as possible in their field activities". It further stated that: "In this context, the presence of UN agencies on the ground remains of particular importance" and added "Under the Initiative Côte Sud, UNEP has moved its main office from Port-au-Prince to the South Department, a laudable example of decentralization of UN agency presence." Meanwhile, the 2014 ECOSOC report mentions "By promoting sustainable development in the Southern Department, CSI constitutes a "Delivering as one" experience at the local level which could usefully inspire other initiatives of the UN system at a wider scale".

136. The agreement between UNEP and UNOPS has clearly been a positive factor, with UNOPS described as “more efficient than others in the UN system”. Collaboration with UNDP on administrative matters has also been effective and efficient, but programmatic collaboration has been challenging. The 2012 evaluation of the Disasters and Conflict Sub-Programme (Carbon and Piironen 2012) already noted that “in Haiti, UNEP and UNDP seem to have drifted into a state of a ‘boundary conflict’ where it has been very difficult to form a working partnership and where the workplans of the two organizations overlap and the agencies are competing over the same resources instead of pooling funds into joint projects”. Regrettably, this is still the case, and synergies are not as strong and productive as they should be if the vision of One UN was pursued.

G. Complementarity with UNEP strategies and programmes

137. At the global level, UNEP has two overarching programming frameworks: the Medium-Term Strategy (the current strategy covers the four-year period 2014 – 2017) and the Programme of Work (the current programme covers the biennium 2016 – 2017). Both documents identify seven priority areas, each one providing the strategic focus for a sub-programme:

- climate change
- disasters and conflicts
- ecosystem management
- environmental governance
- chemicals and waste
- resource efficiency and sustainable consumption and production
- environment under review

138. CSI and its various components are consistent with and contribute to all sub-programmes, as briefly illustrated in Table 12 below.

Table 12: Contribution of CSI to UNEP sub-programmes

Strategic focus area and Sub-programme	Main contributions of CSI
Climate change	<ul style="list-style-type: none"> • conservation and management of coastal ecosystems (reefs and mangroves) to enhance resilience • demonstration of the benefits of ecosystem-based management to support adaptation • promotion of renewable sources of energy and energy efficiency
Disasters and conflicts	<ul style="list-style-type: none"> • testing and demonstration of the contribution of natural resources (reefs, mangroves, forested river banks) to the prevention and reduction of risks • promotion of bi-national / transboundary approaches to natural resource and environmental management, as a contribution to increased cooperation between the Dominican Republic and Haiti
Ecosystem management	<ul style="list-style-type: none"> • use of ecosystem approach to maintain ecosystem services in terrestrial, marine and coastal protected areas and in communities where environmental regeneration is promoted • participation in and provision of support to important

Strategic focus area and Sub-programme	Main contributions of CSI
	national planning processes (e.g. UNSDF and national reporting on CBD) to ensure integration of ecosystem and biodiversity management
Environmental governance	<ul style="list-style-type: none"> • facilitation of, and provision of support to, greater collaboration and increased synergies among UN agencies at national and local levels • provision of support to legal and institutional reform and strengthening, with development of core capacity for MEA implementation • collaboration with relevant agencies, notably the Ministry of the Environment and CIAT, to ensure that environmental and ecosystem management is mainstreamed in national and regional development policies and plans
Chemicals and waste	<ul style="list-style-type: none"> • provision of technical assistance and facilitation of access to funding to enable selected municipalities to improve waste management, with strengthening of their institutional capacity for waste management
Resource efficiency and sustainable consumption and production	<ul style="list-style-type: none"> • promotion of green economy opportunities and selected value chains • contribution to national planning towards sustainable consumption and promotion through national report on green economy • promotion of renewable energy sources and management system
Environment under review	<ul style="list-style-type: none"> • knowledge management with facilitation of access to information through an online library and platform • collaboration with selected partners

139. Gender considerations are folded into project activities and women beneficiaries are targeted. However, there is little baseline data on gender disparity and little analysis on what type of impacts these interventions are having on the more fundamental relations of power between men and women. Since 2014 there has been a gender focal point in the team and a gender strategy for addressing these issues is under development (also to be reinforced by the M&E consultant once on board). The projects also do not capture unintended consequences of some of their work. In order to improve baseline data collection and on-going monitoring, the absence of specific monitoring and reporting of project relevance to, and impact on, gender was noted by the representatives of Norway in the annual Norway – UNEP review meeting of December 2015, when Norway requested explicit reporting on gender in progress reports and project documents.

IV. CONCLUSIONS AND RECOMMENDATIONS

A. Conclusions

Overall conclusions

140. UNEP's Country Programme in Haiti, and the CSI that is at the core of this programme, have brought and will continue to bring many benefits to Haiti. It is a comprehensive and strategic programme that is relevant to the needs of the country and to those of its southern region, it is

consistent with UNEP's mandates and core priorities, and it contributes to the realisation of the objectives of several national policies, strategies and plans. The achievements of this programme should be documented and shared, and it should receive continued support.

141. As illustrated by Table 12, UNEP's Country Programme is much more than a programme aimed at "building national capacity to use sustainable natural resource and environmental management to reduce the risk of natural and man-made disasters and to support sustainable recovery from natural and man-made disasters", as per the expected accomplishments of UNEP's Programme of Work. The original rationale for the programme came from the impact of, and the need for, recovery from disasters, but it has become a comprehensive programme that addresses, to some extent, all seven areas of priority focus in UNEP's Strategy and Programme of Work. It does so in a geographic region, but with direct synergies with and contributions to on-going policy and capacity development processes at national level, and with the potential to widen and deepen these linkages. The contribution of this country programme to the various priority areas of the global Programme of Work are well recognised by UNEP, with both the *Terre Sud* and *Macaya Grand Sud* projects being placed under the framework of the Ecosystem Management Sub-programme, and with Haiti listed as one of the countries where progress towards the adoption of the ecosystem approach is being monitored (Varty *et al.* 2015).

142. The experience of UNEP's Country Programme and Office may put into question the view, held by many, that UNEP is, and should remain, primarily concerned with policy, legislation and institutions, and does not have the capacity, nor the mandate, to become directly involved in fieldwork. As expressed by one of UNEP's key partners in Haiti, "UNEP is supposed to be a normative organisation, but what does that mean? It has technical competencies that are not available in other UN agencies, these competencies have to serve countries like Haiti". Indeed, in a country such as this, issues of environment, security and sustainable development are so complex and inter-related, with so many dimensions, that the response itself has to be multi-dimensional, including processes that require medium- to long-term presence on the ground. The experience of fragile states also suggests that normative work only becomes relevant and useful when there are capacities, institutions and actions to benefit from, support and implement policies, legal instruments and improved institutional arrangements. When there is weak capacity and limited practice on the ground, there is a need to invest in the development of that practice as a condition for effective policy, legal and institutional development and reform.

143. The relationships and forms of collaboration between the Haiti Country Programme and other activities and units of UNEP have been diverse, with many positive features, and some concerns. While there have been difficulties and challenges caused mainly by administrative procedures, collaboration between the PCDMB in Geneva and the Haiti team is productive and efficient. Communication between technical staff at ROLAC in Panama or at the CAR/RCU in Jamaica is described as excellent, and the Haiti team has on several occasions sought their support in their respective areas of expertise (e.g. waste management and communications in the case of ROLAC). There are however a few challenges, and there have been missed opportunities, in particular:

- a lack of coordination between the pilot project on marine and ecosystem management that is implemented by the Guadeloupe-based Regional Activity Centre of the SPAW Protocol in the North of Haiti and the Haiti Country Programme and Office. This is regrettable, as the Country Programme would have much relevant experience and expertise to offer, and it would be in UNEP's interest to demonstrate that its activities are suitably coordinated;

- cases where other organs of UNEP (mainly at Headquarters) would collaborate with one or several Haitian institutions on a given project without informing the Country Programme. This was the case recently, for example, with the preparation of the 5th communication to the Convention on Biological Diversity (Gouvernement de la République d’Haïti 2016), where it seems that the UNEP team in the country only learned about this activity when asked by the Ministry of the Environment to address a launching event.

144. It is indeed significant that such an important country programme was moved from one part of UNEP (ROLAC) to another (PCDMB) after only two years (2008 – 2009), because such moves are never made without reason, and the unit that “loses” responsibility for a major programme rarely does so willingly and spontaneously. The reason that is now given is the earthquake of January 2010, but it seems that this event was more an opportunity to effect the change than the actual reason for that change, especially when recalling that disasters (the hurricanes of 2008) had provided the justification for the country programme in the first place. Differences in personalities and management styles as well as efficiency concerns have also been cited as possible reasons for a change that was requested by the UNEP team in Haiti, but these differences may have been more profound. The vision that guided the original decision to start a “flagship” country programme in Haiti – a vision that was shared by the main proponents of that programme at UNEP HQ and at ROLAC at the time, and that is also reflected in the ambitious and somewhat unrealistic design of the first EU-funded project in support of the Caribbean Biological Corridor²⁵ – was characterised by a strong commitment to supporting and working with Haiti, but also by a somewhat naïve appreciation of what could be achieved, and how. This vision would most likely have contrasted with the Haiti Programme Manager’s in-depth and subtle understanding of Haitian realities and complexities, and it would not be surprising if he felt then that the Haiti Country Programme would find more relevant guidance and more effective support systems within PCDMB.

145. With respect to the justification for a diverse and long-term country programme such as the one in Haiti, this evaluation has concluded that:

- the severity of environmental issues and the quantity and diversity of needs in Haiti provide full justification for an exceptional level of involvement by the main global environmental agency. This justification goes beyond a programmatic focus on crisis, disasters and conflict, it comes from a global responsibility to support countries where needs are many and issues are extreme;
- this justification is also strong when taking a regional, Caribbean perspective. Supporting Haiti’s effort to address environmental issues and achieve sustainable development is clearly a regional priority – and perhaps also a responsibility, when considering the role played by Haiti in Caribbean history, and the price its people and its environment have had to pay for that role;
- in a country where issues and needs are as acute as they are in Haiti, conventional normative work has little or no impact unless it is rooted in, informed by and validated by concrete work in the field.

²⁵ This is among the findings of the terminal evaluation of the European Union-funded project entitled: “Demarcation and Establishment of the Caribbean Biological Corridor (CBC): as a Framework for Biodiversity Conservation, Environmental Rehabilitation and Development of Livelihood Options in Haiti, the Dominican Republic and the Republic of Cuba” which was commissioned by the UNEP EO in November 2014.

These observations suggest that there are places where it is desirable for UNEP to develop and execute country programmes that include a significant field component, and Haiti is one of these places.

146. UNEP's decision to focus most of its interventions on one geographic region – the *Département du Sud*, later extended to the *Grand Sud* encompassing three *Départements* – was a wise and fruitful strategic decision. The main justification for this approach was, and remains that, in the Haitian context, a geographic focus, with a significant presence and capacity in the field, allows for a much greater impact than when work is carried out only at national level or simultaneously in several regions. This is so because: (a) a concentration of efforts allows for synergies between interventions and ensures greater efficiency, (b) a proximity to local actors facilitates capacity-building, (c) there is usually a greater stability of personnel in decentralised institutions than in the ministries and central offices in the capital and (d) work that is grounded in local realities and that delivers concrete results can very usefully inform policy development and capacity building at national level.

147. The decision to focus on one region was therefore well justified, and so was the choice of the South, for a number of reasons:

- given the size of the team, its financial dependency on short-term projects, and the magnitude of environmental needs in Haiti, focusing in a region allows for a more efficient use of resources, streamlined team management, improved knowledge of the area, and more tangible impacts on the ground;
- prior to the earthquake of January 2010, the idea of focusing on the South was part of the original vision of the Haiti Regeneration Initiative (with a proposed focus on the Port-au-Piment watershed);
- following the earthquake, the South was identified by the Government of Haiti as one of the regional development poles, centred around the city of Les Cayes²⁶;
- when actual implementation of the CSI began in 2010, there was no other major development partner active in the *Département du Sud*;
- the Grand Sud region is biologically rich and important, notably with the Massif de la Hotte (culminating at Pic Macaya) and diverse coastal and marine ecosystems.

148. The *Gouvernance Sud* has been moderately successful, having failed to deliver some of its expected outputs at departmental and municipal levels. CSI has nevertheless contributed very positively to improved governance, with the *Table Verte*, the enhanced capacities in governmental, civil society and community institutions, the innovative institutional arrangements for decentralised energy production and distribution, and the stronger and more diverse partnerships among the actors, including UN agencies. But these achievements are fragile and their sustainability and growth depends, to a very large extent, on the commitment and capacities of one governmental institution and of the UN coordination mechanisms in Haiti.

149. The “business model” of the Haiti Country Programme is complex and somewhat unique, and the UNEP team has skilfully managed to keep a balance between: (a) its mandate as a UN agency and the necessity to follow that agency's systems and procedures, (b) its understanding of the Haitian policy and political landscape, and its commitment to work with and strengthen Haitian institutions and policy processes, and (c) an operational mode similar to that of a civil society

²⁶ Gouvernement d'Haiti. March 2010. Plan d'action pour le relèvement et le développement d'Haiti, les grands chantiers pour l'avenir.

development agency. This model presents a number of interesting characteristics, but also raises a number of questions:

- this balance and this mode of operations have been possible because the UNEP country team, its support team at UNEP's PCDB and the principal donor (Government of Norway) have been extremely flexible in their approach and have made all efforts to adapt to changing conditions;
- the UNEP country programme has been remarkably successful in fundraising – especially with a recent diversification of funding sources – but its operations in Haiti remain entirely dependent on project funding and do not receive any core funding from UNEP, although they generate significant revenue to UNEP through the agency fees charged to these projects;
- project management and administrative procedures within UNEP have proven challenging, especially because of the disruptions caused by the introduction of the new planning and management system known as UMOJA. In several instances, delays in payments and complexities in procedures have threatened some of the working relationships, and the country team has had to use all means at its disposal to ensure that these difficulties would not excessively affect project execution;
- internal approval processes within UNEP have also proven challenging and very slow, in cases stalling activities on the ground and jeopardising partnerships. Several factors may be responsible for these difficulties, including the fact that administration may not fully understand the Haiti country programme and its specific needs;
- one of the key factors that has allowed the UNEP country programme to navigate through complex and often complicated procedures is the involvement of UNOPS, which is responsible for procurement, contracting and logistics, and which provides quality and efficient support to project execution. Similarly, UNDP's support on administrative matters has been efficient and effective;
- it would be useful if the Country Programme could gain more autonomy, particularly with respect to financial management, but the recruitment of a Fund Management Officer based in Haiti would be possible only with a substantial increase in funding. In this regard, one additional constraint has been that the Administrative Assistant in Haiti has only very recently been given access to the UMOJA platform and may require additional training in its use;
- in order to manage these complex relationships and systems and to achieve results in a challenging political and institutional environment, there is a need for good knowledge and understanding of Haiti and how to navigate the political landscape, for the ability to collaborate effectively with local beneficiaries and stakeholders, for an appreciation of the socio-environmental context, risks, and potentialities, as well as for technical experience and legitimacy in the disciplines and sectors involved. This is necessary in order to maintain UNEP's position as a key player in the environmental sector, and to operate effectively in a fragile state.

150. UNEP has been attentive to the need for continuity and sustainability, in spite of a challenging context. Over the past six years, there has been a rigorous and systematic approach aimed at filling gaps in policy, legal and management instruments (e.g. with the declaration of marine protected areas or with the formulation of the management plan for the Macaya National Park), at building the capacity of governmental and civil society partners, including natural resource user groups and communities, and at promoting environmentally and economically sustainable livelihoods. But these gains are fragile, and some of the expectations may be somewhat unrealistic, especially with respect to sustainable financing options for protected area management. Even with

the hand-over arrangements recently or currently made, UNEP will have to sustain many of the processes that it has initiated. And, for the future of the governance arrangements that it has helped to create or improve, much will depend on continued stability and increased capacity within the CIAT, and on the eventual establishment of regional planning agencies (*Autorités régionales d'aménagement du territoire*), as provided under legislation currently proposed by the CIAT.

Evaluation ratings

Table 13: Summary ratings table, *Gouvernance Sud* project

Criterion	Summary Assessment	Rating ²⁷
A. Strategic relevance	The project is relevant to the development and conservation needs and priorities of Haiti, by seeking to enhance coordination among development initiatives, by promoting the One UN approach and by building the capacity of key actors at central and local government levels as well as in civil society and communities	S
B. Achievement of outputs	The project has succeeded in enhancing cooperation among UN agencies and in establishing a regional platform, as well as in communicating results and opportunities and in providing valuable technical assistance, but it has not delivered the expected outputs at departmental and municipal levels The project has also achieved the expected outcome ²⁸ of increasing the volume and quality of investments in the South region, as per its logical framework	MS
C. Effectiveness: Attainment of project objectives and results		S
1. Achievement of outcome	The outcome stipulated in the logical framework has been achieved, with results well beyond expected targets	HS
2. Likelihood of impact	Lasting impact on governance arrangements will depend very much on the commitment and capacities of other actors, in a challenging policy and institutional environment	MS
3. Achievement of project goal and objectives	The <i>Gouvernance Sud</i> project, usefully complemented by the contributions of the other, concurrent CSI projects (e.g. support to cooperatives and civil society organisations, or technical assistance to <i>Délégations</i> and municipalities), has positively transformed the governance arrangements and capacities in the South of Haiti, but it has not succeeded in building sustainable coordination platforms at municipal levels	MS

²⁷ Ratings of effectiveness as well as ratings of monitoring and evaluation are: Highly Satisfactory (HS), Satisfactory (S), Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U) and Highly Unsatisfactory (HU). Ratings of sustainability are: Highly Likely (HL), Likely (L), Moderately Likely (ML), Moderately Unlikely (MU), Unlikely (U), and Highly Unlikely (HU). The criteria used in the determination of these ratings are described in Annex 2 of the Terms of Reference; see Annex 2 to this report.

²⁸ In the original project document, a single outcome was identified, focusing on international development investments. The suitability of this outcome is questionable, because the outputs in the project framework were not directly related, and would not have logically contributed, to this outcome. For the purpose of this assessment, the outcome has been treated as an additional output.

Criterion	Summary Assessment	Rating ²⁷
D. Sustainability and replication		L
1. Financial	Thanks to the <i>Macaya Grand Sud</i> project and to the other projects developed by or in collaboration with UNEP for implementation beyond 2015, the processes that were initiated as part of the <i>Gouvernance Sud</i> project will be continued in the short and medium term. Over the long term, the financial sustainability of these interventions, processes and institutional arrangements will depend on institutional capacity and stability as well as political will.	L
2. Socio-political	In spite of political instability, the <i>Gouvernance Sud</i> project has been able to improve the socio-political context and should thus enhance sustainability, thanks to a good awareness of project activities and benefits among local actors, especially civil society organisations and user groups (cooperatives)	ML
3. Institutional framework	The <i>Table Verte</i> is an important and innovative arrangement that has potential for replication. Its sustainability as well as that of the online library, the website and the other communication functions, depend on one institution (the CIAT) which currently has the required mandates and capacities but which is, like others in Haiti, vulnerable to political and other factors of instability	ML
4. Environmental	This criterion is not relevant to this project	
5. Catalytic role and replication	There is interest among UN agencies in Haiti in replicating some of the approaches used in CSI. With respect to regional planning, the CIAT sees work done in the <i>Grand Sud</i> , especially with the <i>Table Verte</i> , as a pilot towards new arrangements for decentralised planning throughout the country. The GEF-UNEP funded project on developing core capacity for MEA implementation should help in disseminating and sharing lessons and capacities.	L
E. Efficiency		MS
F. Factors affecting project performance		MS
1. Preparation and readiness	This project built on earlier processes and activities of the CSI, and this was a positive factor. The project would however have benefitted from a more rigorous assessment of capacities among its key partners	MS
2. Project implementation and management	Project implementation and management have been effective. Positive factors have included the quality of the personnel involved, and the arrangements between UNEP and UNOPS	S
3. Stakeholders participation and public awareness	Political factors and capacity issues have impacted on the performance of the MPCE and of the municipalities. The participation of other partners has been satisfactory.	MS
4. Country ownership and driven-ness	CSI is largely driven by UN agencies, but national stakeholders support it. New governance arrangements are fully owned and supported by the CIAT. CSI has strengthened country ownership of critical management instruments, notably protected areas.	S
5. Financial planning and	Budgeting was adequate. There were a number of issues of financial management, some related to the introduction of	MS

Criterion	Summary Assessment	Rating ²⁷
management	the UMOJA system, others coming from UNEP procedures that have in some cases caused delays and frustrations, but the actual arrangements, in particular through the agreement with UNOPS, significantly reduced the negative impacts of these issues	
6. UNEP supervision and backstopping	PCDMB support and supervision is fully adequate. There have been problems caused by poor communication between the Country Programme and other parts of UNEP (e.g. direct communication with country without informing the CO) There is good communication between the Country Programme and ROLAC and the CAR/RCU, but programmatic collaboration was limited, with some missed opportunities	S
7. Monitoring and evaluation		MS
a. M&E Design	M&E design in the logical framework was adequate, but it was not sufficient to allow for monitoring and assessment of the overall effectiveness and impact of CSI with respect to governance and capacities. In addition to original design, the Country Programme took the initiative to produce valuable documents, particularly the self-assessment report (2013 – 2015)	MS
b. Budgeting and funding for M&E activities	Because the combined budgets of the CSI projects over 2013 – 2015 were not sufficient to recruit a team member dedicated to M&E, more attention was paid to communications and knowledge management (website and online library), but the M&E activities were few and insufficient	MU
c. M&E Plan Implementation	Reporting in the PIMS system as per logical framework has been done effectively Project activities have been well communicated through the joint UN South Haiti reports, factsheets, the <i>Bulletin du Sud</i> , the website, the Facebook page and other media and products There was no mid-term review Qualitative monitoring of results and potential impacts was not done The country capacity framework used by the UNEP Disasters and Conflicts Sub-programme has not been used effectively or properly	MS
Overall project rating		S

B. Lessons learned

151. *Collaboration among UN agencies at the country level, dubbed as “Delivery as One”, is a desirable objective, but one that can only be achieved if the said agencies are truly committed to such collaboration and if specific mechanisms are put in place to facilitate it.* Unfortunately, there are a number of factors that militate against genuine collaboration, including real or perceived

competition for funding²⁹. Competition may also reflect more profound and significant differences in approaches to and vision of development. For example, observers suggest that UNDP is more inclined to provide support to partners for execution in specific locations and sectors, while UNEP is more prepared to adopt a hands-on, field-based and ecosystem-based approach. The experience of CSI however also shows that competition can be useful, as it challenges complacency and offers the country a choice between different approaches and capacities. It is largely up to the country to manage these differences and channel efforts in directions that are to its benefits, but other actors can play a key role. In this respect, the experience of CSI has shown how a donor agency (in this instance the Government of Norway) can play a pivotal role in encouraging and facilitating cooperation among UN agencies and other development partners.

152. *Impact is sometimes more likely with a highly targeted focus of resources and effort than if investments and interventions are spread over an entire country.* In a fragile state with weak institutions and policies, it is effective to focus work on a vulnerable, highly biodiverse region, with limited presence of development agencies, and to use that work to accrue results at the national level. In a short period of time, CSI has made a difference in protected area planning and management in Haiti, by supporting the declaration of the first marine protected areas and by facilitating the formulation of the management plan for the Macaya National Park, usefully complementing the policy and institutional strengthening efforts of the Ministry of the Environment and ANAP. This impact would not have been possible if investments and interventions had been spread over the entire country.

153. *While UNEP aims to build capacity and promote change at a national level, certain programmatic benefits can be gained from a specific geographic focus and there are other advantages for an agency like UNEP to operate from a base in the field.* If based in the capital city and working primarily or exclusively on national processes, in countries where there is a large UN presence, UNEP, as a comparatively small organisation, would inevitably have less impact than when focusing its activities on one region, but that work should be structured in ways that allow lessons from the field to inform policy and institutional reform. Also, this positioning on the fringe of the main UN presence and a branding of the programme (in this case as CSI) that distinguishes it from that presence may be particularly important in countries where there is a peacekeeping operation.

154. *Efficiency and effectiveness can be increased when a range of activities are executed concurrently.* There are many benefits to be gained from the design and implementation of broad programmes that involve a coherent set of interventions in several sectors. In this instance, programming around three pillars (environment, livelihoods and energy), complemented and supported by improved governance and critical infrastructure (roads), has proven particularly appropriate and effective, because communities and institutions expect responses to all their development needs, and because efficiency and effectiveness are increased when a range of activities are executed concurrently.

155. *Where governance is weak, the decentralised structures of public institutions may be more stable than their parent institutions at national level, and investments at local level can therefore be more productive.* In such countries, it is usually at the central level that power relations provoke

²⁹ In this instance, it appears that access to funding from the GEF has been, and remains, the main factor that encourages competition between UNDP and UNEP (and possibly with other accredited GEF agencies) in sustainable development and environmental management projects

instability. Because they are somewhat distant from the centre of political power, the decentralised structures of public institutions are often more stable than their parent institutions at national level, and investments at local level are therefore usually more productive. Under the framework of CSI, UNEP has effectively supported the local representation of the Ministry of the Environment and other decentralised organs of ministries and national agencies.

156. *In contexts of weak organisational capacities, political uncertainty and high vulnerability, adaptive management, efficient administrative procedures, adaptable partnerships and efficient financial arrangements are absolutely necessary.* Many of the conventional instruments of programming and results-based management are not well suited to such contexts, and the agencies responsible for the design, financing and execution of programmes and projects must understand and support the need for flexibility in such instances.

157. *In institutions, programmes and projects, all efforts should be made to attract and recruit the right people, and it is preferable to allocate time and resources to a rigorous recruitment process, instead of having to manage the consequences of an inappropriate recruitment.* It is a truism that the quality of any work depends largely on the quality of the people charged with that work, but this is particularly true in contexts where institutions are weak, because only highly competent, trustworthy and motivated individuals are able to keep a focus and achieve results in difficult conditions. The various agencies involved in CSI have been and are aware of this reality, and have paid special attention to recruitment processes, as in the case of the team at the UGP Macaya.

C. Recommendations

158. ***Using the experience of the Haiti Country Programme and other relevant experiences, UNEP should initiate a discussion leading to the formulation of specific guidelines and criteria for the country programmes in fragile states (entry and exit conditions).*** The experience of the Haiti Country Programme to date offers the opportunity of a debate, within UNEP and between UNEP and its partners, on the role that this organisation could and should play in countries where needs are many and where the demand for support is clear. Based on this and other experiences, a clearer picture and definition of a “country programme” should emerge, and some strategic questions should be explored. Are there countries where specific conditions justify the design and execution of comprehensive programmes of work that include a range of activities, from policy development and capacity building for MEA implementation to field projects and strengthening of local actors? How are such programmes shaped and managed? What are the criteria that can help define their scope and focus? How are they positioned on the landscape of UN presence and interventions in the country and the region? When the partnership between UNEP and a country is as diverse as in this instance, how does UNEP package its services and how does it ensure that its collaboration with in-country institutions is effective and efficient? Should UNEP consider special arrangements for “special places”, with greater autonomy given to the Country Programme, and with core funding to increase its flexibility and its ability to manage projects in an integrated and coordinated fashion? Are there lessons in the practice and systems used by PCDMB to support a small number of country programmes that could actually be useful to other parts of UNEP? Is it appropriate for UNEP, as it has done and is doing in Haiti, to assume direct execution responsibility (as opposed to being a relay of financial and technical assistance like some of the other UN agencies)? It is hoped that this evaluation could, even in a small way, contribute to this debate.

159. **UNEP should formulate a new Country Strategy for Haiti.** The strategy that guides the UNEP Haiti country programme ends in 2017. It is a document that usefully describes the activities to be implemented, but that does not provide an explicit vision statement, does not clearly articulate the relationships between the activities and does not offer a convincing rationale for UNEP's simultaneous involvement at the local and national levels. In light of the rationale described in this evaluation report, which justifies a sustained involvement of UNEP, and considering the need to consolidate the achievements already made in CSI, there is now a need for a revised strategy that articulates a long-term vision and provides likely scenarios for the evolution of the role and operations of UNEP in Haiti over the medium and long terms. The formulation of such a strategy, which could then usefully replace the current country strategy document, would be timely for a number of reasons, including recent changes of key personnel in the UNEP country team and in the Haiti representation of the main donor. The process to develop the strategy should be led by the Country Programme, with the active participation of relevant partners in Haiti, and in collaboration with PCDMB, ROLAC and other units within UNEP. It should lead to a formal agreement between UNEP and the Government of Haiti.

160. Such a new UNEP Country Strategy, which must be consistent with and informed by national policy, the UNSDF and the UNEP Medium-Term Strategy and Programme of Work, and which should be informed by the findings of the current evaluation, may consider the following elements:

- strengthening the linkages between local level activities and national level interventions – some of this will actually be achieved through the recently initiated GEF-funded project “Developing Core Capacity for MEA Implementation” jointly executed by the Ministry of the Environment and UNEP;
- ensuring that field activities implemented under the *Macaya Grand Sud* and *Energy Sud* projects deliver tangible results at the local level, to demonstrate more clearly the economic and livelihood benefits of interventions;
- targeting beneficiaries in order to optimise impact, with a rationale and explicit criteria for the selection of partners communities and institutions;
- playing a greater role in highlighting and addressing the environmental dimensions of humanitarian crises in Haiti;
- sustaining and enhancing collaboration among UN whenever possible, in line with the original vision of “Delivery as One” at the local level, in particular through improved cooperation and communication between UNDP and UNEP;
- sustaining and deepening the processes initiated with the *Table Verte*, going beyond the exchange of information towards integrated planning and collaborative programming;
- providing support, to the maximum extent possible, to the formulation and adoption of a development plan for the *Grand Sud*, to be prepared by the CIAT as part of its mandate for development planning at national, regional and municipal levels;
- giving civil society actors that have capacities and experience in relevant domains and geographic areas but have not yet participated actively in CSI the opportunity to contribute whenever feasible and appropriate, and to benefit from such collaboration through capacity development and networking;
- giving due consideration to the Government of Haiti's desire to see UNEP's activities expanded to other sites in the country, with a realistic assessment of feasibility, possibly with a continued focus on the *Grand Sud*, but with mechanisms and activities specifically designed to share lessons, build capacities and create synergies with processes in other parts of the country;

- designing and negotiating a new internal arrangement that provides the Haiti Country Programme and Office with increased operational, administrative and financial flexibility and autonomy, and with the core support they require to perform normative functions without relying entirely on project funding for this purpose.

161. The importance and impact of UNEP's work in the South of Haiti have already encouraged, and will undoubtedly continue to encourage, the Government of Haiti and other actors to request similar involvements and investments in other parts of the country. This is a challenge for UNEP, because there is a danger that a geographic expansion would dilute the efforts and give UNEP a role that it is not equipped to play. In future discussions between the Government of Haiti and UNEP on this matter, two elements should be taken into consideration:

- the type and quality of the results achieved by CSI could not have been the same without a geographic focus. Dispersion of efforts and dilution of impacts should be avoided, and in-depth and sustained work at the local level in the *Grand Sud* should remain part of any future strategy;
- UNEP's expertise and experience can and should be made available to initiatives and projects in other parts of Haiti without requiring a field presence. Instead, it should be done through the preparation and dissemination of guidelines and other instruments (such as the methodology for protected area planning), training and networking activities, technical assistance, and continued participation in groups such as the GTAP.

162. When UNEP first conceived the HRI, it did so with a 20-year horizon. This new, or revised, strategy should retain the same ambition, and should be developed with a long-term (2028 or 2030) horizon, with clear targets and scenarios that describe the desirable evolution of UNEP's involvement over that time (including the functions and activities that UNEP would complete upon achievement of specific results). This strategy should articulate work to be done at both local and national levels, with a clear description of the linkages between the two levels, demonstrating a systematic effort towards ensuring that activities done at the local level inform national processes and contribute to national objectives.

163. One of the benefits that would come from such a new strategy, if it properly reflects and contributes to the relevant policy and programmatic directions (Government of Haiti, UNSDF, UNEP Strategy and Programme of Work, Cartagena Convention and SPAW Protocol, other MEAs), is that it could become the approval framework for specific projects, thus making the internal UNEP review and approval process more relevant and efficient.

164. ***In support of the Country Programme, there should be a continued strengthening of the capacity of the Country Programme to perform administrative and financial management functions, with greater clarity in the division of responsibilities between the Country Programme in Port au Prince and PCDBM in Geneva.*** In particular – but this may require further increases in the total volume of funding managed by the Country Programme – it would greatly increase efficiency if fund approval could be done by the UNEP team in Haiti, with the recruitment of a Fund Management Officer based there. Meanwhile, it is hoped that the UMOJA system will finally become fully operational and that UNEP will continue and accelerate the improvement and simplification of procedures, for example with the decentralisation of authority over some of the project review and approval processes.

165. ***The place of the Haiti Country Programme within the overall architecture of UNEP's presence in and work with the insular Caribbean should be reviewed, in accordance with the recently approved policy directions within UNEP (UNEP 2015c) that call for a stronger presence and delivery in the regions.*** The current relationships are to some extent the legacy of the weak links that have existed for some time between Regions and Divisions within UNEP. These weaknesses are not beneficial to any of the parties, and should be corrected. A number of specific measures could be considered to assist in the development of these new arrangements:

- the Haiti country programme should be more closely linked with and more actively supported by UNEP's ROLAC³⁰ and its sub-regional office based in Jamaica, for example with a dual reporting arrangement with both ROLAC and the PCDMB, and with a greater engagement and visibility of ROLAC in activities and processes related to the Country Programme³¹, but without reducing the country programme's efficiency and autonomy;
- the results obtained in and lessons learned from the Haiti country programme should be more widely distributed and used within UNEP at all levels, and ROLAC and other units within UNEP consider using the experience of CSI in the training of Caribbean professionals, through case studies, exchanges and field-based activities. More generally, PCDMB and ROLAC should play an active and significant role in supporting communications work in and from the Haiti country programme, and should in particular highlight the pertinence of an approach rooted in field work but with a clear intent to contribute to national capacity;
- while it is desirable for the Haiti Country Programme to remain within the PCDMB, in light of that Branch's programmatic focus and unique capacity to oversee and support work in challenging contexts, and in light of its ability to raise funds and build partnerships for programme in countries affected by crises, other sub-programmes and units within UNEP should recognise better the contributions the Haiti Country Programme makes to UNEP's overall Programme of Work, and build or strengthen linkages and provide support whenever possible;
- closer programmatic linkages should be developed between the Haiti country programme and two other important processes and institutions facilitated by UNEP in the region, namely the Caribbean Environment Programme and its Jamaica-based Regional Coordinating Unit, and the Caribbean Biological Corridor (CBC);
- all efforts should be made to encourage and facilitate Haiti's ratification of the Protocol on Specially Protected Areas and Wildlife (SPAW) of the Cartagena Convention, and to demonstrate CSI's actual contribution to the implementation of that Protocol;
- UNEP should sustain and broaden its role in facilitating South-South cooperation in the region, building on the tripartite collaboration in the CBC and on the strong bilateral cooperation developed between Cuba and Haiti, thanks largely to CSI.

166. ***The country capacity framework used by the Disasters and Conflicts Sub-programme to assess progress towards one of the expected accomplishments of UNEP's 2016 – 2017 Programme of Work could and should be applied usefully to the Haiti Country Programme.*** It should not duplicate reports on activities conducted in the South, but instead document the impacts of UNEP's work on national processes and capacities. This would actually be useful to the Country

³⁰ The need for a greater involvement of ROLAC has been recognised for some time, as noted, for example, in the 2012 evaluation of the Disasters and Conflicts Sub-Programme (Carbon and Piironen 2012); it is therefore significant that little progress has been made in that regard in recent years.

³¹ In July 2016, the UNEP Regional Director visited Haiti to launch the report on green economy (PNUE 2016) and took that opportunity to visit CSI activities in the South, together with the Minister of the Environment. This is the type of linkage and visibility that benefits all parties within UNEP.

Programme and its various partners, as it would demonstrate the value of a country programme that works simultaneously at local and national levels, it would identify and analyse the synergies between those levels, and it would, in practice, provide an instrument to monitor progress with respect to the hand over to the CIAT and the RIM. Using the framework in this manner would be simpler than it would have been a couple of years ago, with a number of current and projected activities at national level, including those executed as part of the GEF-funded project entitled “Developing Core Capacity for Multilateral Environmental Agreement Implementation in Haiti”. Ideally, the application of the framework should be a participatory exercise involving UNEP’s main partners in the Government of Haiti, in civil society and in the international community (a well facilitated half-day workshop should allow for the application of the framework in a manner that actually contributes to capacity-building processes).

167. ***There should be a more systematic documentation and analysis of the experience and lessons gained in CSI and more generally in the Haiti Country Programme, with the use of this learning to inform policy and build capacity at national and even regional levels.*** The *Bulletins du Sud*, the fact sheets, the self assessment and substantive report (UNEP 2015b), the joint UN reports on CSI, the Facebook page and the other communication materials produced by the Country Programme are excellent, but there is also a need for materials, such as case studies, that are aimed at institutions and professionals involved in similar initiatives in other locations. There is much to be learned and gained from UNEP’s innovative and rich work in Haiti in the past 8 years.

ANNEXES

Annex 1: Response to stakeholder comments received but not (fully) accepted by the evaluators

All comments received from reviewers of earlier versions of this report have been accepted by the evaluators and taken into account in the preparation of the final report. The only area where there were slight differences of opinion concerns the variations between project design and actual implementation. In the opinion of the Country Programme team, these variations reflect the reality of the situation in Haiti – with weak and unstable institutions, and a number of other risk factors – and should be seen as symptoms of the Country Programme’s ability to manage project execution in an adaptive fashion. The evaluators however remain of the view that: (a) even in cases of effective and pertinent adaptive management, it is their duty to note these variations, and (b) there are instances where a more thorough assessment of risks and options at design stage would have reduced the need for changes in execution arrangements and programming.

Annex 2: Terms of reference of the evaluation

TERMS OF REFERENCE³²

**Terminal Evaluation of the UNEP projects in the
“Haiti Côte Sud Initiative Portfolio**

Prepared: January 2016

³² TOR template version of June 6 2015

TERMS OF REFERENCE

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PROJECT BACKGROUND AND OVERVIEW

Project General Information

Table 1. Project Summaries

Project Summary: 01601 Côte Sud Initiative Development Cooperation Platform

UNEP PIMS ID:	01601 Côte Sud Initiative Development Cooperation Platform	IMIS number:	1121
Sub-programme:	Disasters and Conflict	Expected Accomplishment(s):	PoW 2012-2013: Expected Accomplishment 3 PoW 2014-2015: Expected Accomplishment 2
UNEP approval date:		PoW Output(s):	2012-2013: #231 2014-2015: #223
Expected Start Date:	19.04.13	Actual start date:	01.04.13
Planned completion date:	30.06.15	Actual completion date:	31.12.15
Planned project budget at approval:	\$857,999	Total expenditures reported as of [05.01.16]:	\$3,348,155.9
Planned Environment Fund (EF) allocation:		Actual EF expenditures reported as of [date]:	
Planned Extra-budgetary financing (XBF):		Actual XBF expenditures reported as of [date]:	
XBF secured:		Leveraged financing:	
First Disbursement:		Date of financial closure:	
No. of revisions:		Date of last revision:	
Date of last Steering Committee meeting:			
Mid-term review/evaluation (planned date):		Mid-term review/evaluation (actual date):	
Terminal Evaluation (actual date):			

Project Summary: 01603 Agroforestry and Landscape Rehabilitation Project

UNEP PIMS ID:	01603 Agroforestry and Landscape Rehabilitation Project	IMIS number:	2J57
Sub-programme:	Ecosystem Management	Expected Accomplishment(s):	Countries and regions have the capacity to utilize and apply ecosystem management tools
UNEP approval date:		PoW Output(s):	311, 321, 331, 333, 334, 336
Expected Start Date:	19.04.13	Actual start date:	01.04.13

Planned completion date:	30.06.15	Actual completion date:	31.12.15
Planned project budget at approval:	\$1,205,881	Total expenditures reported as of [05.01.16]:	\$134,067.14
Planned Environment Fund (EF) allocation:		Actual EF expenditures reported as of [date]:	
Planned Extra-budgetary financing (XBF):		Actual XBF expenditures reported as of [date]:	
XBF secured:		Leveraged financing:	
First Disbursement:		Date of financial closure:	
No. of revisions:		Date of last revision:	
Date of last Steering Committee meeting:			
Mid-term review/ evaluation (planned date):		Mid-term review/ evaluation (actual date):	
Terminal Evaluation (actual date):			

Project Summary: 01624 Mer Sud – Marine Environment Regeneration in the South of Haiti

UNEP PIMS ID:	01624 Mer Sud – Marine Environment Regeneration in the South of Haiti	IMIS number:	2J91
Sub-programme:	Ecosystem Management	Expected Accomplishment(s):	3.2 Countries and regions have the capacity to utilize and apply ecosystem management tools.
UNEP approval date:		PoW Output(s):	3.2.1; 3.2.2; 3.3.1; 3.1.1; 3.3.4; 3.3.6
Expected Start Date:	14 th June 2013	Actual start date:	01.09.12
Planned completion date:	30 th June 2015	Actual completion date:	31.12.15
Planned project budget at approval:	\$2,660,446	Total expenditures reported as of [date]:	\$1,654,802.81
Planned Environment Fund (EF) allocation:		Actual EF expenditures reported as of [date]:	
Planned Extra-budgetary financing (XBF):		Actual XBF expenditures reported as of [date]:	
XBF secured:		Leveraged financing:	
First Disbursement:		Date of financial closure:	
No. of revisions:		Date of last revision:	
Date of last Steering Committee meeting:			
Mid-term review/ evaluation (planned date):		Mid-term review/ evaluation (actual date):	
Terminal Evaluation (actual date):			

Project Summary: 01550 Haiti Sustainable Energy – South Department NMFA Project

UNEP PIMS ID:	01550 Haiti Sustainable Energy – South Department NMFA Project	IMIS number:	2H43
Sub-programme:	Disasters and Conflict	Expected Accomplishment(s):	3
UNEP approval date:		PoW Output(s):	#231
Expected Start Date:	07.11.12	Actual start date:	01.09.12
Planned completion date:	31.12.15	Actual completion date:	31.12.16
Planned project budget at approval:	\$9,776,000	Total expenditures reported as of [05.01.16]:	\$3,372,359.56
Planned Environment Fund (EF) allocation:		Actual EF expenditures reported as of [date]:	
Planned Extra-budgetary financing (XBF):		Actual XBF expenditures reported as of [date]:	
XBF secured:		Leveraged financing:	
First Disbursement:		Date of financial closure:	
No. of revisions:		Date of last revision:	
Date of last Steering Committee meeting:			
Mid-term review/ evaluation (planned date):		Mid-term review/ evaluation (actual date):	
Terminal Evaluation (actual date):			

Project Rationale

These Terms of Reference (TOR) describe the scope of work associated with terminal evaluations (TE) of UNEP-led projects implemented in Haiti between 2013-2015. The scope of work will include: a) **project level terminal evaluations of three initiatives** implemented under both the Disasters and Conflict and Ecosystem Management UNEP Sub-programmes; b) **desk-based progress reviews of two other ongoing initiatives**; and c) **an assessment of how the Haiti portfolio**³³ contributes to the UNEP Haiti Country Programme Strategy (2013-17).

The three completed projects to be evaluated contribute to Phase 2 of UNEP-Norway collaboration in the South of Haiti and are as follows (total budgets/spend to be confirmed during evaluation):

Gouvernance Sud or 'Côte Sud Initiative Development Cooperation Platform project' (USD 0.689M - from 19 April 2013 to 31 December 2015)

Terre Sud or 'Agroforestry & Landscape Rehabilitation project' (USD 1.205M – from 19 Apr 2013 to 31 December 2015)

Mer Sud or 'Marine Environment Regeneration in the South of Haiti project' (USD 2.418M – from 14 June 2013 to 31 December 2015)

³³ The Haiti 'portfolio' has its origins in a humanitarian response in 2008 and the current country programme is managed by the Post-Conflict and Disaster Management Branch in Geneva. The projects eligible for terminal evaluation belong to the Cote Sud Initiative, which are designed to be implemented through a country presence. Haiti is also included in other UNEP multi-country initiatives, such as the Caribbean Biological Corridor. New projects have also recently been approved for funding through the Global Environment Fund.

The two ongoing projects that also contribute to UNEP's strategic intervention in Southern Haiti are:

Energie Sud or 'Haiti Sustainable Energy project' (USD 7.805M – from 07 November 2012 to 31 December 2016)

Macaya Grand Sud (USD 9.385 – from March 2015 – December 2017)

Three phases of projects have been designed to-date (the first two under the CSI), with the first two phases already implemented.

Phase	Projects
Phase 1 (2010-13)	Haiti Regeneration Initiative - <i>a concept that was undermined by the earthquake</i>
	Southwest Sustainable Development Project (Phase 1 of Côte Sud Initiative)
Phase 2 (2013-15)	Côte Sud Initiative Development Cooperation Platform Project (Phase 2 of Côte Sud Initiative – Gouvernance Sud Program)
	Agroforestry & Landscape Rehabilitation Project (Phase 2 of Côte Sud Initiative – Terre Sud Program)
	Haiti Mer Sud Project (Phase 2 of Côte Sud Initiative – Mer Sud Program)
	Sustainable Energy Project (2012-2016, ongoing) (Phase 2 of Côte Sud Initiative – Energie Sud Program)
Phase 3 (2015-17)	Macaya Grand Sud project (ongoing)

Other previous and ongoing projects in Haiti will be identified during the course of the evaluation as appropriate.

The work undertaken in Phase 1 was the subject of a Haiti case study in April 2012 prepared for the Evaluation of the UNEP Disasters and Conflicts Sub-programme in October 2012 (see Annex 11 for copies).

The completion of Phase 2 provides an opportunity to evaluate the achievements of the three individual projects as well as carrying out a longer-term assessment of how the Haiti portfolio is contributing to the Haiti Country Programme Strategy. The evaluation will consider how evaluation findings have informed current and future project designs (under evaluation question b, iii).

Following several stand-alone initiatives in Haiti, UNEP first established a country programme in 2008 at the request of the Government of Haiti (GoH) with the intention of implementing a 5-year plan addressing environmental degradation, extreme poverty and disaster vulnerability at a country level. The January 2010 earthquake, and the associated relief and recovery efforts of the UN, forced UNEP to substantially change its plans. The organization implemented a range of short- to medium-term projects, mainly in the areas of energy, sanitation, resettlement planning and waste management in camps for internally displaced persons. UNEP also provided emergency-related technical assistance on a national scale. These projects were completed at the end of 2011.

In 2011, UNEP resumed its planning and implementation of long-term sustainable development projects in Haiti, embodied in the UNEP Haiti Country Programme (2013-17). One of UNEP's decisions was to concentrate the programme and field projects geographically in the South Department guided by the Grand Sud Strategy and implemented through the Côte Sud Initiative (CSI), which is delivered through a coalition of UN agencies and associated partners that aim to promote the resilient development and economic growth of this coastal region. The decentralized CSI coalition was designed to provide support in coordination, implementation and reporting to the government through a One UN spirit. Several UN agencies (UNEP, FAO, UNOPS, UNDP) and partners have been gradually joining the joint initiative, which UNEP is coordinating for 5 years (2011-2015) on a voluntary basis.

UNEP's Haiti Grand Sud Strategy is structured around five pillars of activity: i) Biodiversity and Protected Areas; ii) Green Economy and Value Chains; iii) Natural Protection and Risk Reduction; iv) Sustainable Energy and Renewable Energy; and v) Regional Planning and Decentralization.

The south-western end of the Southern Peninsula is one of the most 'neglected'³⁴ regions in Haiti and continues to suffer from serious land degradation³⁵, relatively low levels of investment, difficult transport links and high vulnerability to hurricanes, floods and earthquakes. At the same time the south-western region (South Department) contains all of Haiti's remaining natural forest and exhibits high level of endemic biodiversity. It is one of the country's main economic development zones with significant agricultural potential, the best beach and park tourism potential and is adjacent to the Macaya National Park.

The CSI area is tightly focused on 10 Communes in the southwest of the South Department of Haiti, covering an area of 780km² and a population of 205,000. The CSI is planned for 20 years, with annual work plans, 5-year master plans and a formal coordination structure with strong department and commune level local and government ownership. This project will be implemented and overseen by a partnership including the following members: Government of Haiti (Min – Planning (focal point), Agriculture, Public Works, Health, Education, Tourism and Environment, Offices of the Sud Delegate and 10 Communes), Government of Norway, UNEP, UNOPS, (formal UN Participating Agencies), Catholic Relief Services, The Earth Institute, The Nature Conservancy, ORE, Earthspark and over 20 community based organizations.

Given the geographical focus in the South Department and the long-term aim of facilitating the coordination of environmental development at a sub-national level, the main UNEP office was established in Port Salut (South Department), while a small liaison office was maintained in Port-au-Prince.

Project Objectives and Components

The **UNEP Haiti Country Programme Strategy** (2013-17) documents the country vision as: *'the Haiti Country Programme supports and catalyzes a collaborative effort that will contribute to reducing rural poverty, diminishing disaster and climate change vulnerability, and halting and reversing environmental degradation throughout rural Haiti'*. Its stated approach is:

- Adopting an integrated approach combining capacity development at national and department levels to improve environmental governance and to support Haiti's compliance with multilateral environmental agreement (MEA) commitments;
- Promoting alliances to catalyze ecological potential and reduce vulnerability at department level (Department Coalitions) and to facilitate transnational resources management (Transnational Programme);
- Promoting integrated resources management, conservation and regeneration of ecosystem services, and supporting related sectors;
- Promoting the linkages between disaster risk reduction and ecosystems

While keeping the focus in the southern region, UNEP articulated its interventions at 3 levels as detailed below:

1. National Level: Haiti National Environment and Energy Governance

³⁴ According to early project documents (eg PIMS 1255) the CSI area has the same general challenges as most of rural Haiti-but it also has a selection of locally specific challenges including: serious land degradation, relatively low levels of investment, difficult transport links and high vulnerability to hurricanes, floods and earthquakes. These TORs assume this neglect to be related to a lack of investment by the GoH – to be confirmed during this evaluation.

³⁵ Project documents (PIMS 1255) prepared shortly after the 2010 hurricane cite 'deforestation and destructive farming practices on very steep slopes resulting in massive erosion and losses of soil fertility' as the primary causes of land degradation.

- Mainstreaming environment and energy into national government and UN planning and policy process
- International Conventions and Protocols (Cartagena, Ramsar, Biodiversity, Ozone)
- Capacity building to e.g. Ministry of Environment (MDE) and MTPTC (Eng)
- Environment Communication and Education

2. Sub-National Level: Haiti Grand Sud Region Sustainable Development (through CSI to end 2015³⁶)

- One UN at regional level (initiated by UNEP but in the process of being led/piloted by RCO and GoH)
- UNEP focuses on the Grand Sud Region as a demonstration region for sustainable development and resilient economic growth through 5 components:
 - Protected Areas and Biodiversity
 - Green Economy and Value Chains³⁷
 - Natural barriers and Disaster Risk Reduction
 - Sustainable Energy and Renewables
 - Waste management
 - Regional Planning and Sustainable Investments

3. Caribbean-Regional Level: Haiti Transnational Program and the Caribbean Biological Corridor

- South-South Cooperation to support Haiti
- Haiti participation to solutions for transnational problems

The three completed projects that are to be evaluated under these TOR contribute to the second intervention level in the Grand Sud Region while the realization of the Haiti Country Programme strategy depends on all three intervention levels.

The overall objective of the **Grand Sud Strategy**³⁸ is to support more sustainable and resilient livelihoods in Haiti's south-western peninsula through an ecosystem based approach. The long-term outcomes of the strategy are expressed as:

A common, integrated and long-term vision for the sustainable development of the region
 Greater recognition, protection, restoration and sustainable use of marine and terrestrial biodiversity
 Sound implementation of ecosystem-based approach for reducing disaster risk and developing sustainable value chains (fisheries, cacao, fruit-trees, castor oil, solid waste)
 Increasing energy access in remote areas through new solutions to energy poverty

The Strategy is delivered through five pillars of activity, each with a specific objective :

Biodiversity and Protected Areas: To identify, establish and manage protected areas (PA), both marine and terrestrial, in Haiti Grand Sud region

Green Economy and Value Chains: To reinforce existing natural resource-based value chains and create new income generating activities in the Grand Sud region

Natural Protection and Risk Reduction: To restore natural protection barriers and protect population and economic activities near riverbanks, river mouths and shorelines in Haiti Grand Sud region

Sustainable Energy and Renewable Energy: To improve access to sustainable energy in the Haiti Grand Sud region through enhanced governance and education, renewables and rural electrification as well as sustainable cooking and heating fuels and solutions.

³⁷ Green Economy and Value Chains includes Waste Management, which is being considered for 'stand alone' status.

³⁸ UNEP Programme in the South of Haiti: strategy, achievements, lessons learned (2013-2015). UNEP self-assessment and substantive progress report (Nov 2015).

Regional Planning and Governance: To develop a Grand Sud Regional Plan to guide private and public investment and consider biodiversity values, ecosystem services, environmental health issues and sustainable energy.

Each of the projects in Phase 2 are intended to contribute to at least one of the pillars listed above and have the following project-level objectives, components, component outcomes and expected outputs:

SUMMARY OF COMPLETED PROJECTS

(full and approved versions to be supplied direct from the Haiti Project Team)

Table 1. Objectives, components and outputs of the Côte Sud Initiative Development Cooperation Platform Project

Objective	Components	Project Outputs
To enhance the coordination, the quality and the amount of international development investments in the South Department of Haiti matching the priorities set by departmental and municipal planning governance structures	1. Support to departmental-scale aid coordination	A. Support provided to the Ministry of Planning in the South Department (MPCE Sud) to promote sustainable development through the departmental-scale development governance mechanisms.
	2. Support to municipal-scale aid coordination	B. Support provided to three municipalities to ensure proper planning, coordination and follow-up of municipal-scale development governance mechanisms through equipped, trained and operational « Tables de Concertation Comunales » considering an inclusive gender approach.
	3. Communication and fundraising	C. Major progress, successes, opportunities and challenges identified in the frame of CSI projects in the South are communicated and serve as a basis for fundraising.
	4. Technical assistance on environment and energy	D. Technical assistance on environment and energy is provided to the government as needed.

Table 2. Objectives, components and outputs of the Agroforestry & Landscape Rehabilitation Project (Terre Sud Programme)

Objective	Components	Project Outputs
To establish a sustainable vegetal cover through a rational use of soils for agriculture and forestry through innovative techniques, income generating activities and dissemination of best practices and environmental education	1. Community-based Ecosystem Management (Component 2 in ProDoc)	A. Sustainable agro-forestry practices are promoted to provide economic values to environmental protection in an integrated manner (Output B in the ProDoc)
		B. Sustainable agriculture approaches are promoted through staple crop and horticultural production as well as soil fertility (Output C in the ProDoc)
		C. The value chain of key agriculture products is developed through improvement of grain storage facilities and high value crops commercialization
	Cancelled ³⁹ : Component 1. Governance support in agriculture and forestry	Cancelled: Improved knowledge and understanding of best practices for ecosystem management and restoration among government planners, field officers, local NGOs and practitioners (Output A in ProDoc)

Table 3. Objectives, components and outputs of the Haiti Mer Sud Project

Objective	Components	Project Outputs
To promote marine ecosystems regeneration and sustainable management of marine resources through integrated coastal zone	1. Coastal and Marine Environmental Governance and Education	A. Marine environment and fisheries governance structures in the South are developed
		B. The establishment of a government owned co-managed Marine Protected Areas Network with associated regulations is established in the frame of a long-term integrated coastal and marine zone management process
		C. The development of a government owned database and

³⁹ See para 36.

Objective	Components	Project Outputs
management <u>Project outcome:</u> Sustainable management of marine resources is promoted through increased understanding and capacities of resources users and governance structures in the South Department of Haiti		monitoring systems of marine resources and resource users D. Improved knowledge and understanding of the need to protect the marine environment and its role for livelihoods among Government planners, local NGOs, resources users, children
	2. Community –based Ecosystem Management for Improved Well-being of Coastal Communities	E. Ecologically sustainable, economically viable and locally co-managed sustainable fisheries are developed in 7 coastal municipalities
		F. Community based ecotourism initiatives are developed and consolidated based on sustainable development of local nature and historical assets

ONGOING PROJECTS

Table 4. Objectives, components and outputs of the Haiti Sustainable Energy Project

Objective	Components	Project Outputs
To significantly increase energy access in the South Department of Haiti, in an environmentally and economically sustainable manner – thereby supporting the larger national goal of sustainable recovery. <u>Secondary goal:</u> to demonstrate and support national-scale rollout of innovative and sustainable solutions to energy poverty, with an emphasis on the promotion of renewable energy technologies and a Green Economy approach.	1. Renewable Energy Sector Education and Governance	1. The capacity of the new Ministry of Energy Security for planning, development and oversight of renewable energy policies, programmes and projects is increased
	2.1. Household Lighting and Electricity – Level 1	2.1. Level 1 lighting and energy provided to 10,000 households in the South Department
	2.2 Household lighting and electricity – Level 2	2.2. Level 2 lighting and electricity provided to 3,000 households in the South Department
	3. Haiti Rural Electricity Cooperative	3. Haiti Rural Energy Cooperative, including 3 operating hybrid mini-grids, launched and stabilized
	4. Grid Renewables for the South Department	4. Integration of at least 10MW of renewable energy power generation into the Les Cayes regional grid catalysed

Table 5. Objectives, components and outputs of the Macaya Grand Sud Project

Objective	Components	Project Outputs
To support the Government of Haiti in promoting the use of ecosystem management approaches in the Southern region of the country to maintain provision of ecosystem services and sustainable productivity of terrestrial and aquatic systems.	1. Protected Areas:	1. 4 enacted protected areas 2. Identification of new protected areas
	2. Sustainable Resilient Livelihoods	3. Increased capacity of government and local users to promote sustainable environmental management for socio economic purposes outside protected areas
	3. Regional Planning	4. Southern Haiti Regional Development Plan takes ecological potential and threats into account and is a widely recognised as a framework for long term investment.

Executing Arrangements

The executing arrangements described below are as described in project documents, with some more current detail provided. The actual executing arrangements will be verified during the course of the evaluation and their effectiveness reviewed (evaluation questions a, iii and b, i).

Within UNEP, the projects are implemented by the Post-conflict and Disaster Management Branch, through its **UNEP Haiti Project Team**. The projects are managed by a team of a dozen staff as follows below. The evaluation will confirm the current management arrangements and reflect on their effectiveness under Factors Affecting Performance.

- A **UNEP South Haiti Programme Manager** (P3) continuing on from Phase 1 manages the delivery of project activities of the CSI Development Cooperation Platform Project (charged at 20%), the Agroforestry and Landscape Rehabilitation Project (20%) and the Mer Sud project (40%) and ensures effective participation and political ownership of the processes. The UNEP South Haiti Programme Manager liaises with the relevant ministries at both national and South Department levels in order to ensure coherence between the capital and the South Department.
- A **UNEP Country Programme Manager** (P4), present on the ground since 2008, provides overall supervision to the UNEP Haiti Project Team.
- A **UNEP Haiti Programme Manager in Geneva** (P5) travelling frequently to Haiti is programme manager for the Haiti Sustainable Energy Project (charged at 80%).
- A **UNEP Local Governance and Community Liaison Officer** (charged to xx) supports and reports to the UNEP South Haiti Programme Manager to ensure the coordination and follow-up of the activities carried out at the municipal and community level.
- A **UNEP-Government Expert on GIS** (consultant recruited by the Government - charged to xx) supports project activities and reports to the UNEP South Haiti Programme Manager.
- A **UNEP National Communications Officer** (charged xx% to the CSI Development Cooperation Platform Project) reports to the UNEP South Haiti Programme Manager and supports project activities in terms of communications and public relations services. Together with the UNEP South Haiti Programme Manager, the UNEP National Communication officer maintains liaison with the Regional Office for Latin America and the Caribbean (ROLAC) in order to ensure coordination and two-way communication flow at regional level.
- A **UNEP Knowledge Management and IT Support Officer** (charged xx% to the Haiti Mer Sud Project) reports to the UNEP South Haiti Programme Manager and supports the project team by developing and managing the project database (including all the data and products generated in electronic form). (S)he supports the Communication Officer in disseminating project progress through online platforms (created or consolidated). This staff member also provides IT support to the project team and is under the technical supervision of the UNOPS Communications and Operations Manager (see below).
- A **Communications and Operations Manager** (charged at 50% to the Haiti Mer Sud Project and at 50% to the CSI Development Cooperation Platform Project) supports and reports to the UNEP South Haiti Programme Manager on logistics, human resources and procurement services provided by UNOPS (with UNEP retaining overall responsibility).
- A **UNEP Administrative Assistant** based in Port au Prince (UNDP-hosted - charged to xx) is in charge of contractual and admin/financial procedures with the partners and is technically supervised by a UNEP administrative officer based in Geneva (charged part-time to the Haiti projects).

Staff specifically for the Haiti Mer Sud Project:

- A **UNEP National Project Manager** (charged 100% to this project) supports and reports to the UNEP South Haiti Programme Manager and ensures coordination of local partners, working in close collaboration with fisheries technicians (Ministry of Agriculture) to ensure the timely implementation of community based activities with local ownership.
- A **National Fishing Community Liaison Facilitator** (who also is the Mer Sud boat skipper and charged to this project) assists the National Project Manager in liaising with fishing communities.

Staff specifically for the Haiti Sustainable Energy Project:

A **Project Officer** (50% of a P2) based in Geneva focusses on project management, contracting, reporting and supporting technical document development via desk studies and field visits
A Senior Project Manager for Energy (P5), based in Geneva, ensuring the management of the Energy project, and providing supervision and technical backstopping.

An **Administrative Assistant** (50% of a G staff) based in Geneva

A **UNEP Senior Consultant** focussing on Government capacity building in Component 1 and multiple technical/substantive issues in Component 4

Electrical Engineer (seconded from the Norwegian Refugee Council) focusing on grid integration, technical design, liaison and capacity building for the national electrical utility (Component 4)

The majority of staff in the **Haiti project team** were already in place from the CSI Phase I and are consultants employed on UNOPS contracts. The UNEP South Haiti Programme Manager, the UNEP Country Programme Manager and most personnel hired specifically for the Haiti Sustainable Energy Project are on UNEP contracts.

The UNEP Haiti Team is based in the **Côte Sud Initiative Office** in Port Salut, in the South Department, and shares some of the substantial logistical capacity built by the previous CSI phase, in particular office space, IT services, boats and cars. This office also hosts government officials and UN staff as part of Phase II.

Project-level guidance and oversight is provided by **project management committees** (except for the Haiti Sustainable Energy Project). These management committees are composed of relevant GoH ministries in charge of respective project sub-components following their respective mandates⁴⁰, UNEP and implementing partners. The Ministry of Planning and External Cooperation (MPCE) provides overall leadership and chairs all project management committees with UNEP coordination support. The committees are expected to meet every 3 months to review progress, identify challenges and opportunities and take management decisions based on the project work plans. UNDP also takes part in the meetings to ensure harmonization of approaches.

Government ministries are key partners for project implementation. They ensure overall leadership in planning and coordination and decision-making, field activities, monitoring and education/communication activities.

UNDP, through a separate stand-alone project, and UNEP, through the Agroforestry and Landscape Rehabilitation project, agreed to seek synergies in the context of the Terre Sud Programme. While UNDP carries out a watershed co-management plan for 10 municipalities, UNEP implements innovative techniques and income generation activities in 6 of those 10 municipalities. UNDP is the Terre Sud Programme support coordinator under the leadership of the GoH and ensures governance support to the monthly coordination mechanism in the agricultural sector at Departmental level.

Specifically for the Mer Sud Project, UNEP technical oversight is provided by the Freshwater and Marine Ecosystem Branch (FMEB) of Division of Environmental Policy Implementation (DEPI) which is expected to review the implementation, especially focusing on the actual impact of the project on environmental and socio-economic conditions. An FMEB Programme Officer is expected to carry out a field visit at least once a year to discuss the project implementation with the local stakeholders and project partners. Other projects may receive TA from UNEP HQ – to be confirmed/clarified during the evaluation.

The projects are expected to seek synergies in the context of the Biological Caribbean Corridor project, the Regional Seas Programme or any other major UNEP ecosystem related initiatives in the Caribbean region in order to highlight and reflect UNEP Haiti ecosystem based interventions at a regional level. The evaluation will consider whether similar project synergies have also held for work in disasters and conflict.

The projects should liaise on a regular basis with DEPI in Nairobi, the Panama-based ROLAC office and the Jamaica based CAR/RCU, to keep UNEP regional entities updated on opportunities, challenges and progresses on the ground. UNEP staff based in offices in Nairobi, Panama and Kingston⁴¹ are also expected

⁴⁰ **Mer Sud project** : Ministry of Planning and External Cooperation (MPCE), Ministry of Agriculture (MARNDR), Ministry of Environment (MDE), and Ministry of Tourism; **Agroforestry and Landscape Rehabilitation Project**: MPCE, MARNDR, MDE; **CSI Platform project**: MPCE

⁴¹ Kingston office is due to open in early 2016.

to play project support and/or facilitation roles. The UNEP Haiti Project Team is also expected to take part in any regional events and technical workshops on ecosystem management issues in the Caribbean region (in collaboration with the Ministry of Environment) in order to advocate for Haiti and put country issues on the regional agenda. ROLAC is expected to provide policy advice and participate in high-level events designed to support aid coordination for environment, energy and sustainable development at sub-national level.

The Haiti Sustainable Energy project has no project management committee but a Project Steering Committee composed of the Ministry of Energy (chair), Ministry of Environment, the Electricity Utility of Haiti, UNEP and the Government of Norway. It meets on a six-monthly basis and approves the annual work plans and other major planning decisions.

The projects are part of the CSI framework and as such, the Project Management Committees operate under the leadership of the CSI Steering Committee. The CSI Management Arrangement and reporting lines correspond to the CSI structure and are based on a project management and matrix approach. It is designed as a flexible pyramidal structure to assist in maintaining organizational stability and continuity as the initiative grows in scale and complexity and potentially faces difficult financial periods. In practical terms, the CSI Management Arrangement was originally designed with the following 3 hierarchical levels of management and decision-making but was subsequently revised due to practical constraints:

Initial design

- (i) **Oversight level** – CSI Steering Committee meeting every 6 month;
- (ii) **Programme Level** - Programme Coordination Committees meeting every 3 month;
- (iii) **Project Level**- Project Management Committees meeting every month. Figures 1, 2 and 3 below illustrate UNEP Haiti Team internal management arrangements and the CSI management structure and reporting lines.

Current design

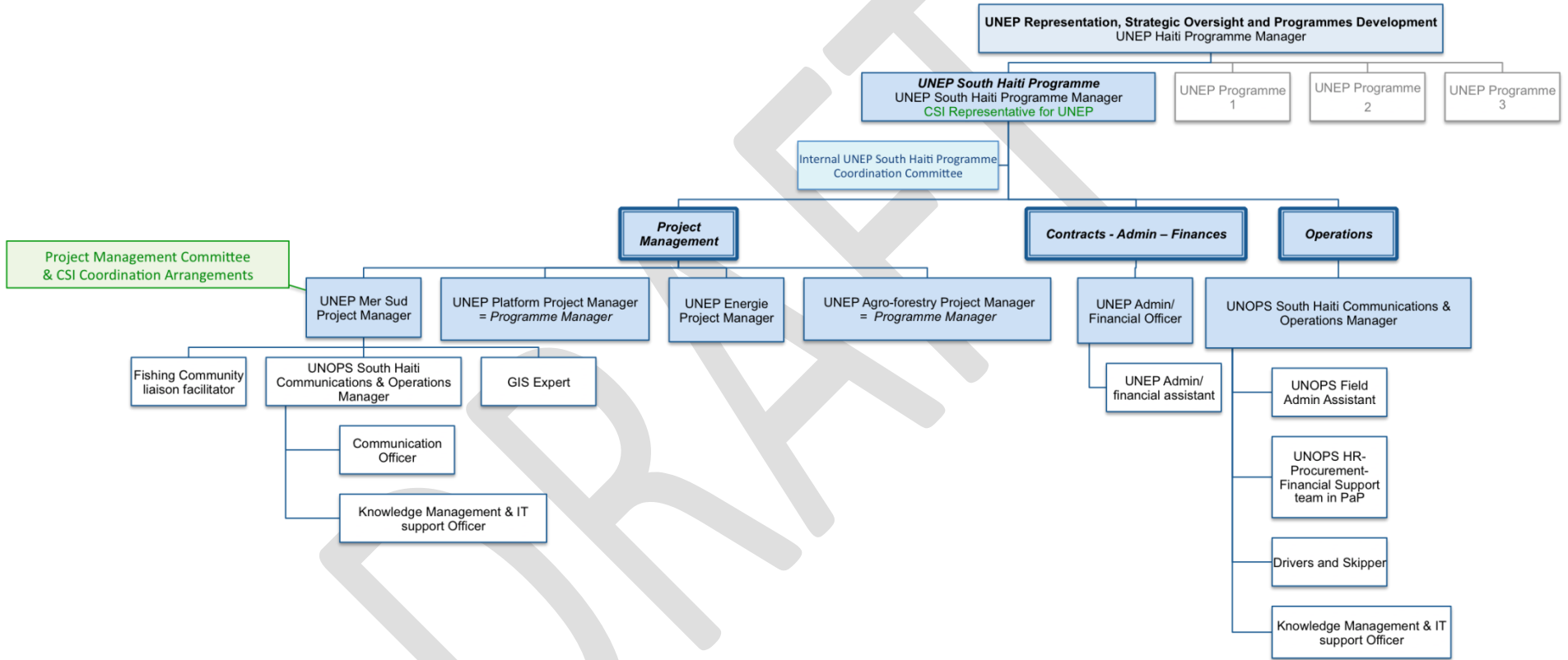


Figure 1 : UNEP Haiti Team internal management arrangements – as planned at project design stage.

A new UNEP internal structure has been developed in the course of 2015:

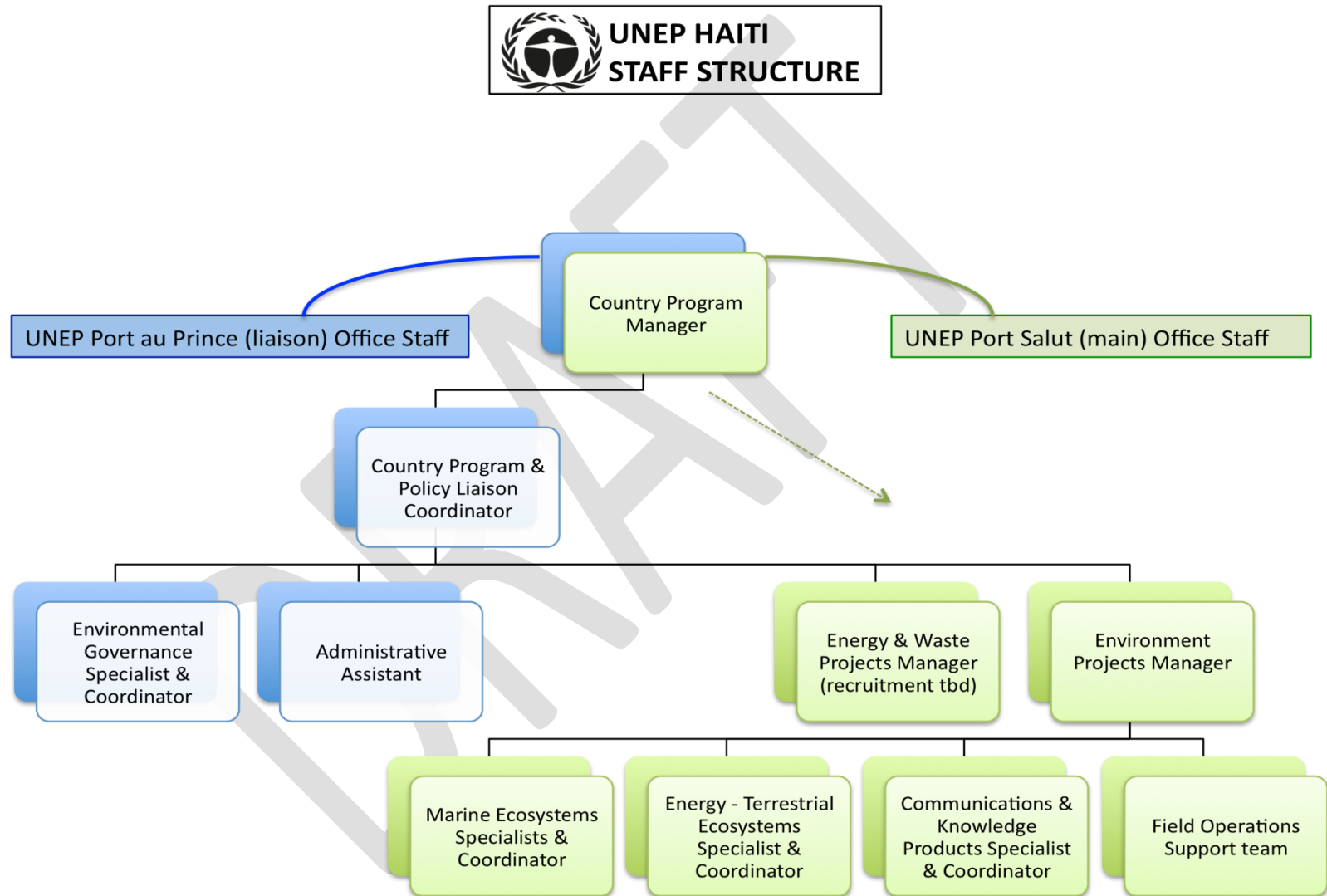


Figure 2: UNEP Haiti Team internal management arrangements – as currently operating.

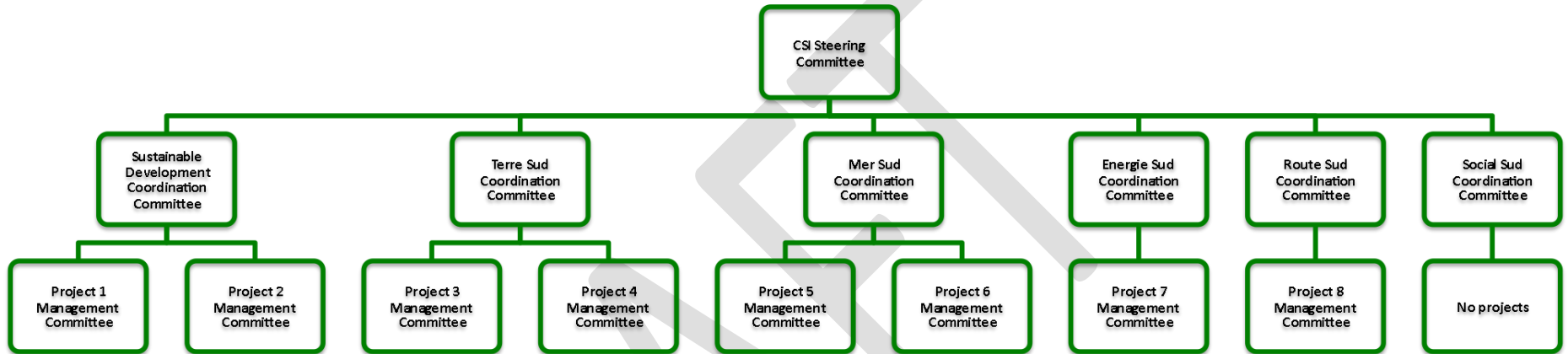


Figure 3. CSI management structure and reporting lines – as planned at design stage (to be clarified/confirmed during this evaluation)

Project Cost and Financing

Table 6. Total budgets (USD) and funding sources of the four CSI projects

	<i>Development Cooperation Platform</i>	<i>Agroforestry and Landscape Rehabilitation</i>	<i>Sustainable Energy</i>	<i>Mer Sud</i>
<i>Cost to the Government of Norway</i>	703,000	1,230,000	6,900,000	2,460,446
<i>Co-financing</i>				
<i>Cash</i>	0	0	0	0
<i>In-Kind</i>	0	0	<ul style="list-style-type: none"> • Norwegian Refugee Council 700,000 • Government of Norway 300,000 	<ul style="list-style-type: none"> • Countries 200,000
<i>Co-financing total</i>	0	0	1,000,000	200,000
Total	703,000	1,230,000	7,900,000	2,660,446

Present total estimated project cost at design, broken down per component and per funding source. Use tables as appropriate. Present most recent figures on disbursement

Implementation Issues

Project implementation issues are reported on a 6-monthly basis through UNEP's Programme Information Management System (PIMS) and a summary of challenges met by the Haiti country programme is recorded in the 2013-2015 Self-assessment & Substantive Progress Report prepared for the Norway-UNEP 2015 annual review. The consultant will be provided with access to all sources of monitoring information at inception stage.

Some of the topics raised include:

- National leadership and local capacity;
- Natural hazards and the need to adapt;
- Administrative and financial procedures;
- Rapid tourism growth in the South;
- Cancellation of Component 1: Governance support in agriculture and forestry and;
- Serious challenges in the energy sector

TERMS OF REFERENCE FOR THE EVALUATION

Objective and Scope of the Evaluation

In line with the UNEP Evaluation Policy⁴² and the UNEP Programme Manual⁴³, the TE is undertaken at completion of projects **to assess project performance (in terms of relevance, effectiveness and efficiency), and determine outcomes and impacts (actual and potential) stemming from the project, including their sustainability.** The evaluation has two primary purposes: (i) to provide evidence of results to meet accountability requirements, and (ii) to promote operational improvement, learning and knowledge sharing through results and lessons learned among UNEP, the Government of Haiti, Government of Norway, other UN agencies and Haitian partner organisations. Therefore, the evaluation will identify lessons of operational relevance for future project formulation and implementation.

As UNEP's engagement in Haiti is seen as a long-term effort to enhance the country's environmental management capacity, the evaluation will be informed by the findings of previous evaluations of the Haiti Regeneration Initiative (2010-2011)⁴⁴. It will focus on the following sets of **key questions**, based on the project's intended outcomes, which may be expanded by the consultants as deemed appropriate:

Individual Project Evaluations

- i) **How relevant are the projects to beneficiary needs?** In addition, are they aligned with UNEP's mandate, the Medium Term Strategy (2014-17), the UNEP Programmes of Work (2012-13 and 2014-15) and relevant sub-programme strategies?
- ii) **To what extent and how efficiently did the projects deliver their intended outputs?** Specifically, in what ways and how far have the projects contributed to strengthening regional government and civil society capacity to carry out concrete initiatives to promote: a) the regeneration and sustainable use of marine ecosystems/resources; b) sustainable practices in agro-forestry; c) coordination and d) strengthening disaster preparedness and response in the environmental sector? How well are the projects designed to withstand the environmental challenges (climate change and extreme weather) endemic to the area?
- iii) **What were the internal and external factors, including internal UNEP approval processes and administrative support, that most affected performance of the projects?** What management measures were taken to make full use of opportunities and address obstacles to enhance project performance?

Portfolio Evaluation

- i) **How appropriate is the management structure for this country programme?** (ie. the structure and funding of the Haiti Project Team, both in country and in Geneva; roles and functions of ministerial staff; structure of committees; partnership model; consultancy contracts etc). What are the benefits and drawbacks of the country office being based in Port Salut with respect to a) addressing identified challenges, making a tangible impact on environmental issues, b) national (central and regional) government capacity building and c) coordination and partnership building with other development agencies as well as local civil society?
- ii) **How well, and in what ways, have the projects worked as a coherent set of interventions contributing to common goals?** Specifically, how has the Haiti

⁴² <http://www.unep.org/eou/StandardsPolicyandPractices/UNEPEvaluationPolicy/tabid/3050/language/en-US/Default.aspx>

⁴³ http://www.unep.org/QAS/Documents/UNEP_Programme_Manual_May_2013.pdf

⁴⁴ Evaluation of the UNEP Sub-Programme on Disasters and Conflicts (Oct 2012) and UNEP Haiti Country Case Study (April, 2012)

portfolio contributed to the UNEP Haiti Country Programme Strategy in Haiti, the broader programme of UNEP's work in disasters and conflict and the Grand Sud Strategy? To what extent is there an explicit and feasible exit strategy informing the forward planning of UNEP's work in Haiti?

iii) **To what extent has the Haiti portfolio responded and contributed to evidence-based programming?** Specifically how well, and in what ways, have projects incorporated findings and recommendations from previous evaluative work? To what extent has the learning from the Haiti portfolio contributed to wider internal (UNEP) and external (Caribbean networks) dialogue and thinking on environmental challenges and solutions in the context of disaster-prone ecosystems?

Overall Approach and Methods

The TE of the projects will be conducted by a team of two independent consultants under the overall responsibility and management of the UNEP Evaluation Office in consultation with the UNEP Project Manager and the Sub-programme Coordinators of the Disasters and Conflict and Ecosystem Management Sub-programmes.

It will be an in-depth evaluation using a participatory approach whereby key stakeholders are kept informed and consulted throughout the evaluation process. Both quantitative and qualitative evaluation methods will be used to determine project achievements against the expected outputs, outcomes and impacts. It is highly recommended that the consultants maintain close communication with the project team and promote information exchange throughout the evaluation implementation phase in order to increase their (and other stakeholder) ownership of the evaluation findings.

The findings of the evaluation will be based on the following:

- (a) A **desk review** of:
 - documentation found at www.grandsudhaiti.ht (librairie en ligne)
 - Relevant background documentation, (see Annex 13, documents will be made available through Dropbox)
 - Project design documents (including minutes of the project design review meeting at approval); Annual Work Plans and Budgets or equivalent, revisions to the project (Project Document Supplement), the logical framework and its budget;
 - Project reports such as six-monthly progress and financial reports, progress reports from collaborating partners, meeting minutes, relevant correspondence etc.;
 - Project outputs: [list];
 - Mid-Term Reviews/Evaluations of the projects

- a. **Interviews (individual or in group) with:**
 - UNEP Project Manager
 - Project management team
 - UNEP Fund Management Officer;
 - Project partners, including [list];
 - Relevant resource persons, including government representatives at municipal, regional (South Department) and central (national) levels

- b. **Surveys** – to be proposed by the consultants as part of the inception phase.
 - c. **Field visits** – the consultants will propose a plan for independent and/or joint visits to Haiti as part of the inception phase.
 - d. **Other data collection tools** - as deemed appropriate and proposed by the consultants as part of the inception phase.

Key Evaluation Principles

Evaluation findings and judgements should be based on **sound evidence and analysis**, clearly documented in the evaluation report. Information will be triangulated (i.e. verified from different sources) to the greatest extent possible, and where triangulation is not possible, single sources will be mentioned. Analysis leading to evaluative judgements should always be clearly spelled out.

The evaluation will assess the project with respect to a **minimum set of evaluation criteria** grouped in six categories: (1) Strategic relevance; (2) Achievement of outputs; (3) Attainment of objectives and planned results, which comprises the assessment of outcomes achieved, effectiveness and likelihood of impact; (3) Sustainability and replication; (4) Efficiency and (5) Factors and processes affecting project performance. The evaluation consultants can propose other evaluation criteria as deemed appropriate. **See Annex 2 for a full description of UNEP's evaluation criteria.**

Ratings. All evaluation criteria will be rated on a six-point scale. Annex 8 provides guidance on how the different criteria should be rated and how ratings should be aggregated for the different evaluation criterion categories.

Baselines and counterfactuals. In attempting to attribute any outcomes and impacts to the project intervention, the evaluators should consider the difference between *what has happened with*, and *what would have happened without*, the project. This implies that there should be consideration of the baseline conditions, trends and counterfactuals in relation to the intended project outcomes and impacts. It also means that there should be plausible evidence to attribute such outcomes and impacts to the actions of the project. Sometimes, adequate information on baseline conditions, trends or counterfactuals is lacking. In such cases this should be clearly highlighted by the evaluators, along with any simplifying assumptions that were taken to enable the evaluator to make informed judgements about project performance.

The "Why?" Question. As this is a terminal evaluation and a follow-up project is likely [or similar interventions are envisaged for the future], particular attention should be given to learning from the experience. Therefore, the "Why?" question should be at the front of the consultants' minds all through the evaluation exercise. This means that the consultants need to go beyond the assessment of "what" the project performance was, and make a serious effort to provide a deeper understanding of "why" the performance was as it was, i.e. of processes affecting attainment of project results (criteria under category F – see below). This should provide the basis for the lessons that can be drawn from the project. In fact, the usefulness of the evaluation will be determined to a large extent by the capacity of the consultants to explain "*why things happened*" as they happened and are likely to evolve in this or that direction, which goes well beyond the mere review of "*where things stand*" at the time of evaluation.

Communicating evaluation results. Once the consultant(s) has obtained evaluation findings, lessons and results, the Evaluation Office will share the findings and lessons with the key stakeholders. Evaluation results should be communicated to the key stakeholders in a brief and concise manner that encapsulates the evaluation exercise in its entirety. There may, however, be several intended audiences, each with different interests and preferences regarding the report. The Evaluation Manager will plan with the consultant(s) which audiences to target and the easiest and clearest way to communicate the key evaluation findings and lessons to them. This may include some or all of the following; a webinar, conference calls with relevant stakeholders, the preparation of an evaluation brief or interactive presentation.

A key aim of the evaluation is to encourage reflection and learning by UNEP staff and key project stakeholders. The consultant should consider how reflection and learning can be promoted, both through the evaluation process and in the communication of evaluation findings and key lessons.

Evaluation Deliverables and Review Procedures

The evaluation team will prepare an **inception report** (see Annex 3) containing a thorough **review of the project context; project design quality; a draft reconstructed Theory of Change**

(ToC) of the project; an initial stakeholder analysis; the evaluation framework and a tentative **evaluation schedule**.

It is expected that a large portion of the desk review will be conducted during the inception phase. It will be important to acquire a good understanding of the project context, design and process at this stage. The review of **project design quality** will cover the following aspects (see Annex 5 for the detailed project design assessment matrix):

- Strategic relevance of the project
- Preparation and readiness;
- Financial planning;
- M&E design;
- Complementarity with UNEP strategies and programmes;
- Sustainability considerations and measures planned to promote replication and up-scaling.

The inception report will present a draft, desk-based **reconstructed ToC** of the project (see Annex 6 for guidance on reconstructing the ToC). It is vital to reconstruct the ToC *before* most of the data collection (review of progress reports, in-depth interviews, surveys etc.) is done, because the ToC will define which direct outcomes, drivers and assumptions of the project need to be assessed and measured – based on which indicators – to allow adequate data collection for the evaluation of project effectiveness, likelihood of impact and sustainability.

The inception report will also include an initial **stakeholder analysis** identifying key stakeholders, networks and channels of communication. This information should be gathered from the project documents and discussion with the project team. See Annex 7 for template.

The **evaluation framework** will present in further detail the overall evaluation approach. It will specify for each evaluation question under the various criteria what the respective indicators and data sources will be. The evaluation framework should summarize the information available from project documentation against each of the main evaluation parameters. Any gaps in information should be identified and methods for additional data collection, verification and analysis should be specified. Evaluations/reviews of other large assessments can provide ideas about the most appropriate evaluation methods to be used.

The inception report will also present a tentative **schedule for the overall evaluation process**, including a draft programme for the country visit and tentative list of people/institutions to be interviewed.

Effective communication strategies help stakeholders understand the results and use the information for organisational learning and improvement. While the evaluation is expected to result in a comprehensive document, content is not always best shared in a long and detailed report; this is best presented in a synthesised form using any of a variety of creative and innovative methods. The evaluator is encouraged to make use of multimedia formats in the gathering of information eg. video, photos, sound recordings. Together with the full report, the evaluator will be expected to produce a **2-page summary of key findings and lessons**. A template for this has been provided in Annex 9.

The inception report will be submitted for review and approval by the Evaluation Office before the any further data collection and analysis is undertaken.

When data collection and analysis has almost been completed, the evaluation team will prepare a short **note on preliminary findings and recommendations** for discussion with the project team and the Evaluation Reference Group. The purpose of the note is to allow the evaluation team to receive guidance on the relevance and validity of the main findings emerging from the evaluation.

The main evaluation report should be brief (no longer than 40 pages – excluding the executive summary and annexes), to the point and written in plain English. The report will follow the annotated Table of Contents outlined in Annex 3. It must explain the purpose of the evaluation, exactly what was evaluated and the methods used (with their limitations). The report will present evidence-based and balanced findings, consequent conclusions, lessons and recommendations, which will be cross-referenced to each other. The report should be presented

in a way that makes the information accessible and comprehensible. Any dissident views in response to evaluation findings will be appended in footnote or annex as appropriate. To avoid repetitions in the report, the authors will use numbered paragraphs and make cross-references where possible.

Review of the draft evaluation report. The evaluation team will submit a zero draft report to the UNEP EO and revise the draft following the comments and suggestions made by the EO. Once a draft of adequate quality has been accepted, the EO will share this first draft report with the Project Manager, who will alert the EO in case the report would contain any blatant factual errors. The Evaluation Office will then forward the first draft report to the other project stakeholders, in particular [list] for their review and comments. Stakeholders may provide feedback on any errors of fact and may highlight the significance of such errors in any conclusions. It is also very important that stakeholders provide feedback on the proposed recommendations and lessons. Comments would be expected within two weeks after the draft report has been shared. Any comments or responses to the draft report will be sent to the UNEP EO for collation. The EO will provide the comments to the evaluation team for consideration in preparing the final draft report, along with its own views.

The evaluation team will submit the final draft report no later than 2 weeks after reception of stakeholder comments. The team will prepare a **response to comments**, listing those comments not or only partially accepted by them that could therefore not or only partially be accommodated in the final report. They will explain why those comments have not or only partially been accepted, providing evidence as required. This response to comments will be shared by the EO with the interested stakeholders to ensure full transparency.

Submission of the final evaluation report. The final report shall be submitted by Email to the Head of the Evaluation Office. The Evaluation Office will finalize the report and share it with the interested Divisions and Sub-programme Coordinators in UNEP. The final evaluation report will be published on the UNEP Evaluation Office web-site www.unep.org/eou.

As per usual practice, the UNEP EO will prepare a **quality assessment** of the zero draft and final draft report, which is a tool for providing structured feedback to the evaluation consultants. The quality of the report will be assessed and rated against the criteria specified in Annex 10.

The UNEP Evaluation Office will assess the ratings in the final evaluation report based on a careful review of the evidence collated by the evaluation consultants and the internal consistency of the report. Where there are differences of opinion between the evaluator and UNEP Evaluation Office on project ratings, both viewpoints will be clearly presented in the final report. The UNEP Evaluation Office ratings will be considered the final ratings for the project.

At the end of the evaluation process, the Evaluation Office will prepare a **Recommendations Implementation Plan** (RIP) in the format of a table to be completed and updated at regular intervals by the Project Manager. After reception of the Recommendations Implementation Plan, the Project Manager is expected to complete it and return it to the EO within one month. (S)he is expected to update the plan every six month until the end of the tracking period. As this is a Terminal Evaluation, the tracking period for implementation of recommendations will be 18 months, unless it is agreed to make this period shorter or longer as required for realistic implementation of all evaluation recommendations. Tracking points will be every six months after completion of the implementation plan.

Logistical Arrangements

The Consultant's Team. This Terminal Evaluation will be undertaken by two independent evaluation consultants contracted by the UNEP Evaluation Office. The consultants will work under the overall responsibility of the UNEP Evaluation Office and will consult with the EO on any procedural and methodological matters related to the evaluation. It is, however, the consultants' individual responsibility to arrange for their travel, visa, obtain documentary evidence, plan meetings with stakeholders, organize online surveys, and any other logistical matters related to the assignment. The UNEP Project Manager and project team will, where possible, provide logistical support (introductions, meetings etc.) allowing the consultants to conduct the evaluation as efficiently and independently as possible.

The evaluation team will consist of a Team Leader and one Supporting Consultant. The Supporting Consultant will evaluate the Agro-forestry and Landscape Rehabilitation and Mer Sud projects and the Team Leader will evaluate the CSI Development Cooperation Platform project, carrying out desk-based progress reviews of the two ongoing projects and addressing the evaluation of the overall portfolio.

The Team Leader will coordinate data collection and analysis, and the preparation of the main report for the evaluation, with substantive contributions by the Supporting Consultant. Both consultants will ensure together that all evaluation criteria and questions are adequately covered. (Full details about the specific roles and responsibilities of the team members are presented in Annex 1 of these TORs).

The Team Leader should have at least 20 years of technical / evaluation experience, including of evaluation large, regional or global programmes and using a Theory of Change approach; and a broad understanding of large-scale, consultative assessment processes and factors influencing use of assessments and/or scientific research for decision-making. They will have experience of government capacity building and policy implementation within an environmental context. The Supporting Consultant will have a solid environmental education and professional experience; adequate monitoring and evaluation experience; and experience in managing partnerships, knowledge management and communication. They will have experience in ecosystems management and rehabilitation and livelihoods adaptation and strengthening.

By undersigning the service contract with UNEP/UNON, the consultants certify that they have not been associated with the design and implementation of the project in any way which may jeopardize their independence and impartiality towards project achievements and project partner performance. In addition, they will not have any future interests (within six months after completion of the contract) with the project's executing or implementing units.

Schedule of the Evaluation

Table 7 below presents the tentative schedule for the evaluation.

Table 7. Tentative Schedule for the Evaluation

Milestone	Deadline
Evaluation consultant contract signed	25 th March 2016
Inception Report	29 th April 2016
Evaluation Mission	May 2016
Telephone interviews, surveys etc.	May 2016
Note on preliminary findings and recommendations	31 st May 2016
Zero draft report	30 th June 2016
Draft Report shared with UNEP Project Manager	15 th July 2016
Draft Report shared with project team	22 nd July 2016
Draft Report shared with stakeholders	29 th July 2016
Final Report	26 th August 2016

Annex 3: People interviewed and/or consulted with discussion note

Ministère de l'Environnement

Moïse Jn Pierre, Focal Point Climate Change, Ministry of the Environment,
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UGP Macaya

Pitchon Espady, Directeur

Ingrid Henrys, Responsable de la recherche et du suivi scientifique

Clarens Jean Marie, Administrateur

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Government of Norway

Joël Boutroue, *Conseiller de la Norvège en Haïti* and former Deputy Special
Representative of the UN Secretary General

United Nations Environment Programme

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Nita Venturelli, Administrative Assistant, PCDMB, Geneva nita.venturelli@unep.org

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United Nations Development Programme

Carlos Dinis, Conseiller en Coordination, Bureau du DSRSG/RC/HC Haiti, carlos.dinis@undp.org

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Mourah Wahba, Deputy Special Representative of the UN Secretary General and UNDP Resident Coordinator, mourad.wahba@undp.org

Yves-André Wainright, Spécialiste de Programme Environnement et Energie, PNUD Haïti, yves-andre.wainright@undp.org

Food and Agriculture Organization of the United Nations

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Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ)

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Swiss Cooperation Office in Haiti

Claude Phanord, Suppléant à la Coopération Régionale, Responsable national de programme Agriculture et Environnement, claudio.phanord@ead.admin.ch

Inter-American Development Bank

Géraud Albaret, Consultant, Inter-American Development Bank, Haiti

Marie Bonnard, Coordinatrice nationale, Agronomes & Vétérinaires sans frontières, and former IDB Consultant, m.bonnard@avsf.org

Bruno Jacquet, Rural Development Specialist, Inter-American Development Bank, brunoj@iadb.org

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Société Audubon Haiti

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Reef Check

Romain Louis, Ecodiver Team Leader, Reef Check Haiti, rlouis@reefcheck.org

Coopérative Electrique de l'Arrondissement des Coteaux

Rithot Thilus, General Manager, together with technical and administrative team

Annex 4: Bibliography

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Varty, Nigel, Sarah Humphrey, Tiina Piironen, and Michael Spilsbury. 2015. Evaluation of the UNEP Subprogramme on Ecosystem Management. United Nations Environment Programme, Nairobi, Kenya

Project and other administrative documents

Development Cooperation Platform Project: Project document, Project document supplement original and revision July 2013, UNEP PRC report February 2013, Project decision sheet, Project revision #3 and Budget revision #3.

Project documents and revisions, Mer Sud and Terre Sud projects.

Minutes of meeting of CSI Steering Committee (*Comité de Gestion CSI*), March 2013

Minutes of UNEP – Norway review meetings of March 2014 and December 2015

Memorandum of Understanding between UNEP and UNOPS on strengthening collaboration between the two organisations, November 2012

Financial agreement between UNEP represented by its PCDMB and UNOPS, December 2012, and Amendments 1, 2 and 3

Letters of request for the pre-selection of partners, UNEP to UNOPS

UNEP GEF Project document. Developing Core Capacity for MEA Implementation in Haiti. 2015

Miscellaneous

Bulletin du Sud, December 2013, June 2014, September 2014, January 2015 and April 2015

Factsheets, annual summaries of major achievements and other CSI communication materials

Haiti Earthquake response effort, UNEP Haiti Rapid Environmental Assessment, reports, follow-up and updates, January and February 2010

Transcripts of *Gouvernance Sud* project entries in PIMS

Cooperation agreement between UNOPS and CIAT, December 2015

Annex 5: Summary of co-finance information and statement of project expenditure

Information on co-financing is provided in section F above and does not need to be repeated here. The statement of expenditure for the project *Gouvernance Sud*, as prepared by the PCBMB, is provided below.



UNITED NATIONS ENVIRONMENT PROGRAMME
 Programme des Nations Unies pour l'environnement Programa de las Naciones Unidas para el Medio Ambiente
 Программа Организации Объединенных Наций по окружающей среде برنامج الأمم المتحدة للبيئة
 联合国环境规划署



Interim Statement of Income and Expenditure
 For period December 2012 - 31 October 2015
 (as at 31 October 2015)
Haiti CSI Platform - South Department NMFA Project
 UNEP REFERENCE AE/3020-13-02 and AE/3020-13-62
 (AEL 2J56, 2J59)

INCOME:		Pledged NOK	Pledged USD	Paid NOK	Paid USD
The Government of Norway	Dec-12	4,000,000	660,000	2,000,000	351,500
The Government of Norway	Sep-13			2,000,000	337,581
Total		4,000,000	689,081	4,000,000	689,081
Balance still due				0	0

* Average exchange rate of 5.80 NOK/USD

EXPENDITURE**:	2013	2014	2015 (Oct)	Total
Staff costs	60,200	86,300	0	146,500
Consultants	28,530	0	20,134	48,663
Travel	13,645	11,264	5,000	29,908
Subcontracts - UNOPS Haiti	184,089	202,841	0	386,930
Subcontracts - MPCE	0	24,600	0	24,600
Meetings/Conferences	0	0	0	0
Expendable equipment	0	0	0	0
Non-expendable equipment	0	0	0	0
Office rent	0	0	0	0
Operation and maintenance of equipment	0	0	3,000	3,000
Reporting cost	0	1,200	0	1,200
Miscellaneous (incl. Printing UNEP reports Communications, postage etc)	0	0	3,200	3,200
Direct project cost	286,463	326,205	31,334	644,001
Programme Support Cost (7%)	20,052	22,834	2,193	45,080
GRAND TOTAL	306,515	349,039	33,527	689,081

** Consists of actual disbursements and unliquidated obligations

Authorised:

Henrik Slotte,
 Chief
 Post-Conflict and Disaster
 Management Branch

Date:

24.11.2015

Certified:

Sylvie Varloud
 Administrative Officer
 Operations Services Centre

Date:

24 NOV. 2015

Annex 6: Brief CVs of the consultants

Yves Renard

Yves Renard currently works as an independent consultant in sustainable development policy and participatory natural resource management (programme evaluation, policy analysis, facilitation of policy formulation and participatory training exercises, and review and development processes within organisations involved in resource management and sustainable development). He has a particular interest and extensive experience in linking natural resource governance, poverty reduction and social development, and in the design of institutions that foster participation and empowerment. Between 1992 and 2001, Yves Renard served as Executive Director of the Caribbean Natural Resources Institute (CANARI), a non-governmental organisation that works to foster the development and adoption of policies and programmes in support of increased participation and collaboration in natural resource management.

Since 2002, Yves Renard has been involved in a range of activities, including: the facilitation of poverty reduction, social policy, land policy and environmental policy processes in several Caribbean countries: scoping studies for programme design and investment strategies in the Caribbean and East Africa; the coordination of research projects on poverty and the environment, sustainable tourism and participatory governance; the conduct of several project evaluations at national and local levels (e.g. Botswana, Grenada, Guinea-Bissau, Mauritania, Rwanda, Saint Lucia) and the evaluation of regional programmes and institutions in Europe, West Africa and Oceania; and the design and conduct of training programmes, institutional audits and reviews on behalf of local, national and international organisations.

Yves Renard has served and continues to serve on the governing bodies of a number of international, national and community-based organisations. He has edited books and published guidelines, articles, papers and reports on natural resource management, sustainable development, culture, and community development.

Erum Hasan

Erum Hasan works as an independent consultant on sustainable development projects. She has experience in the public sector, working for the Government of Canada's Environment Ministry and the non-governmental sector working for social justice organisations. Since 2010, she has been designing various Global Environment Facility (GEF) projects on climate change adaptation and mitigation, biodiversity conservation, sustainable forest management and environmental governance.

Erum Hasan has provided consulting services to the International Fund for Agricultural Development (IFAD), United Nations Development Programme (UNDP) and United Nations Environment Programme (UNEP). She provides on-going support to Okapi Environmental Consulting, through which she has also developed projects for the World Bank and United Nations Educational, Scientific and Cultural Organisation (UNESCO).