

Haiti: Lessons from the Interim Cooperation Framework (ICF) from 2004 -2006 & the Extended and Revised ICF from 2006 Onwards

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- For many years, Haiti has experienced protracted instability and slow economic growth, but the situation is turning around under stronger leadership and a coordinated support program from external donors.
- Managing for development results in this situation especially requires committed leadership, broad consultations with stakeholders, public dialogue around results, and strong capacity building initiatives.
- Clear evidence of early results is imperative for an MfDR approach to gain momentum and reverse the marked income inequality and violence throughout the country.
- The Haiti Interim Cooperation Framework is a good example of a results-based program used to draft a comprehensive plan for aid-management/coordination in a challenging security environment.

Introduction:

Haiti's deteriorating political and economic situation called for an effective and coordinated approach to reconstruction and development, hence the birth of the country's results management process, known as the Interim Cooperation Framework (ICF). The sequence of events leading to the results program includes the following steps:

United Nations (UN) Security Council Resolution 1529 mandated a rapid assessment to evaluate Haiti's transitional needs. As Haiti was plagued by prolonged political conflicts and natural disasters, in February 2004, the UN Security Council Resolution 1529 authorized a temporary and immediate deployment of a multinational force to evaluate humanitarian and

security needs as well as elaborate the UN's humanitarian action plan for the country.

Donors supported the transitional government in launching the ICF, provided certain preconditions were met. Building on UN Security Council Resolution 1529, a joint needs assessment was proposed at an informal donor's meeting in Washington, DC in March 2004. The objective of the needs assessment was to elaborate a national reconstruction and development program, covering both short and medium-term priorities over a two-year transitional period. At this meeting, the Haitian government and international organizations also agreed that various preconditions would be needed to develop and implement a results-based framework, including security, a stable political environment and sufficient government capacity to carry out the exercise.

UN Security Council Resolution 1542 authorized the UN Stabilization Mission in Haiti (MINUSTAH) and suggested the formation of a long-term development strategy. In conjunction with a multidimensional stabilization mission, in April of 2004, the newly appointed transitional government in Haiti launched the ICF. UN Security Council Resolution 1542 authorized a security force primarily deployed to cover the election process, reform the Haitian police and implement a Disarmament, Demobilization and Reintegration (DDR) program. The UN resolution also urged the international community to assist the transitional government in designing a long-term development strategy that would stabilize the country and combat poverty.

Government presented the ICF, which covered the two-year transitional period. In July 2004, the transitional government presented the ICF at a donor's conference in Washington, DC.

Application:

The ICF was inspired by similar exercises and lessons from East Timor, Afghanistan and Iraq and modeled after Liberia's Joint

Needs Assessment and the draft concept note from the Sudanese Joint Assessment Mission. The ICF development process resulted in not only the establishment of key reform targets for the reconstruction and rehabilitation of Haiti, but also strong national and international support for the program as a whole. These results were achieved using the following methods:

Thematic groups or sector tables were created for ICF preparation. Stakeholders were divided initially into thematic groups and later converted into sector tables. Each thematic sector table was led by a government representative and included the participation of multilateral and bilateral donors and members of international agencies.

- **The ICF results-focused matrix was developed.** Detailed results matrices were prepared for each thematic group and combined into an overall transitional results matrix. The document summarized specific development targets, estimated costs and outlined the implementation of priority interventions over the transition period. The ICF timeframe also included a six-month overlap following the transitional government's term to make financial resources available to the newly elected government.
- **Multi-stakeholder consultation and information dissemination workshops were implemented.** Non-governmental organizations (NGOs) and civil society participated in regional workshops and a National Consultation Workshop for ICF preparation. Recommendations were also discussed in the capital and in three other communes throughout Haiti during several workshops organized by the government that included political parties, civil society and local authorities.
- **Committed leadership by the Prime Minister through chairmanship of A Joint Committee for the Implementation and Monitoring of the ICF with**

participation from other representatives from the government, national stakeholders and the international community.

- **A Unit for Implementation and Follow-up served as a secretariat for the Joint Committee**, providing operational support and overseeing the collection and sharing of information on implementation progress.
- **Civil society, the private sector, and a national think tank were involved in a consultative committee for oversight and monitoring.** The committee's role was to ensure that programs and projects remained on track and to hold both donors and government accountable to the agreed timetable for results. The private sector was also represented in the committee to monitor implementation of economic governance reforms.
- In addition to these various coordination mechanisms, government and donors maintained dialogue through **regular donor coordination meetings** in Port-au-Prince and abroad.

Problem Solving:

Implementing the 2004-2006 ICF resulted in the following issues, mitigation strategies and lessons learned, some of which are being applied to the revised ICF of 2006/07:

1. **Lessons on Institutional Capacity, Project Management and Results Coordination/Reporting**
 - ***Inadequate quality and quantity of human resources affected ICF implementation.*** A scarcity of skilled labor and lack of adequate incentives to attract, maintain and motivate civil servants has been a major impediment to public sector efficiency and effective ICF implementation. Medium-term reforms and a longer-term systemic restructuring of the civil service are required to increase the efficiency of scarce human resources.

- ***Country offices are necessary for decentralized donor decision-making.*** Some external partners have strengthened their presence in the country to better participate in day-to-day discussions and monitoring. However, building institutional capacity continues to be a challenge requiring significant financial and technical assistance from both the government and donors.
- ***Institutional capacity building and technical assistance are still required for effective ICF implementation.*** Ensuring the effective implementation of a results-based plan requires not only a detailed strategy to create the overall framework, but also a commitment to the new system. A capacity building action plan has been drafted, in close collaboration with the Prime Minister's office, and is currently under discussion. Additionally, although oversight mechanisms exist, they need technical reinforcement.
- ***Multiple Project Implementation Units (PIU) affected capacity building and created overlap.*** To facilitate project implementation and ensure fiduciary accountability, donors established project implementation units (PIUs), often resulting in parallel project implementation structures. Such structures ultimately hindered institution building, as the government was neither given the means to improve national execution capacities, nor had the experience to coordinate external assistance. While parallel PIUs are still used in most externally financed projects, external partners are taking action to consolidate them and rely on single PIUs to coordinate activities financed by multiple partners. Donors are also looking at creating joint PIUs and additional mechanisms to strengthen capacity within ministries.
- ***Coordination processes and establishment of permanent focal points are needed.*** Many coordinators

of oversight and monitoring committees, focal points in the ICF preparatory phase, were not re-appointed, slowing ICF implementation. The production of checklists, a method frequently used to integrate cross-cutting themes, is not enough to ensure that conflict sensitivity is embedded in a results framework and considered in program implementation.

2. Lessons on Data Quality of Output/Outcome Targets, Monitoring and Reporting

- ***ICF reporting was affected by weak monitoring and evaluation.*** Although the 2004-2006 ICF included a coordinated process for country-level implementation, monitoring and evaluation processes are still at an early stage. More regular reporting on ICF implementation is needed, with better information on project disbursements relative to agreed targets.
- ***Lack of available data impacted the development of ICF outcome targets and monitoring of actual results.*** Haiti's prolonged conflict affected the availability of relevant data required for baseline indicators. The lack of a coherent policy on the use of data for baseline indicators has impacted monitoring and evaluation of ICF implementation. Some data discrepancies may be resolved with the third Demographic Health Survey in 2006. Additionally, the government plans to develop a statistical capacity enhancement strategy.

3. Lessons on Linking Security, Implementation Speed and Quick Wins

- ***Insufficient linkage existed between ICF preparation and MINUSTAH deployment.*** MINUSTAH was deployed in May 2004 after thematic groups had drafted the ICF. Although thematic groups included sectors such

as Police, DDR, elections, justice and prisons in the framework development process, greater attention to the overall connection with peacekeeping or peace-building issues, with clear development interventions included in the ICF, would have been beneficial. Linkages were ultimately made between the UN peacekeeping mission, MINUSTAH, and the ICF, although only towards the end of the thematic teams' work.

- ***Immediate implementation results and quick wins are imperative.*** In Haiti, following the completion of the results framework, it took six to eight months for the establishment of implementation mechanisms, which functioned at various degrees of effectiveness. Attention should have been given to outlining projects or programs where funding could be immediately available for disbursement and where immediate results could be seen within the first quarter.

4. Lessons on Transparency, Accountability, Communication and Information Dissemination

- ***Greater attention to communication and information dissemination is needed.*** While there were clear attempts to make the ICF process participatory and consultative, civil society actors felt that local NGOs and other national stakeholders, such as the press, were not adequately involved in ICF thematic groups and post-ICF planning and implementation. Additionally, a communications strategy may have helped to raise awareness about the ICF process and manage expectations with regards to implementation results.
- ***Disseminating budget and procurement information for greater transparency and accountability is necessary.*** Since 2004, to ensure transparency and stakeholder access to information, the government has

disseminated information on budget allocations and execution and procurement contracts through the Ministry of Finance's website.

5. Lessons on Differentiating between Development Assistance Needs, Budgets and Reporting

- ***Clear distinction between humanitarian needs and development assistance is required.*** Although humanitarian needs were not specifically budgeted for under the ICF, it was difficult for assessment teams to distinguish between humanitarian and development needs during the assessment. In addition, as Haiti was severely affected by floods immediately following the donor conference, a Flash Appeal was launched in September 2004, diverting attention and focus from the ICF. Eventually an agreement was reached that the Flash Appeal would cover humanitarian assistance, whereas the ICF would cover transitional and medium-term development needs.

Results:

1. ICF Results

Some results have been achieved, although increased disbursements are desirable. In addition to creating the conditions for free and fair elections (held in February and April 2006), improving the population's access to basic services, rehabilitating the deteriorating economy (after years of negative growth), and becoming eligible for debt relief, many visible results can also be cited from Haiti's ICF process. Results achieved cover police reform, the development of an Interim Poverty Reduction Strategy Paper (PRSP), increased transparency in the use of public resources, provision of electricity, reconstruction of primary and secondary roads across the country, distribution of seeds and tools, improved

access to basic services, distribution of school materials, and rehabilitation of schools.

- ***Newly elected government officials are extending and revising the transitional ICF for continued donor coordination and aid effectiveness.*** Building on the results achieved under the 2004-2006 ICF initiated by the previous transitional government, the newly elected President Préval and his administration presented an extended and revised one-year ICF at a donor conference held in Port-au-Prince in July 2006. The program received strong endorsement from the donor community and representatives from the Haitian society, including the Parliament. The extended ICF focuses on infrastructure, security, governance, primary education, electricity and basic services.
- ***The ICF framework has improved government engagement with donors and national stakeholders.*** Haiti has come a long way, considering the lack of coordination mechanisms and poor linkages between government, donors and national stakeholders in the past. There is strong government will and support among some donors for better coordination and prioritization of resources. More specifically, the government would like to improve the impact of pledged funds under the original and extended ICFs, although there is no consensus on how to move forward on this issue. The government has also taken steps to move toward results-based budgets in a number of ministries in accordance with an Organic Law on Budget Preparation and Execution adopted in 2004.
- ***ICF lessons also apply to Poverty Reduction Strategy Papers (PRSPs).*** The ICF served as a bridge to an Interim Poverty Reduction Strategy Paper (IPRSP). Using a similar process and lessons gained from the first ICF, the IPRSP describes the government's consultation plan for

the preparation of a full PRSP in 2006/07, with a calendar for national and local consultations.

2. ICF Replication

- Although the creation of the ICF was an effective country-driven process, which resulted in a comprehensive development plan, opportunities for improvement when replicating a similar process might involve i) more coordination between emergency and development assistance to avoid redundancies; ii) enhanced analysis of existing institutional capacity and clear plans for capacity enhancement; iii) improved integration of cross-cutting issues in development of targets and monitoring of results; iv) development of more detailed criteria for stakeholders; and v) joint pooling of funds or channeling of resources through a single trust fund or unique pass-through mechanism to ensure aid effectiveness, transparency, and clear reporting/tracking of disbursement.

Conclusion:

With the ICF revision and wide approval by various stakeholders, next steps include:

1. Delivering Quick Wins for Successful Implementation of Longer-term Development Results

- *Widespread criminal and political violence continues to impact the implementation of the ICF.* Despite the deployment of the MINUSTAH with the explicit mandate to restore security, violent crime proliferated during the transitional period. While MINUSTAH's mandate has been extended until March 2007, creating and maintaining a secure and stable environment will be a complex medium-term goal. This objective will require significant institutional and financial resources for disarmament and

reintegration, police reform/restructuring, and a reform of institutions of justice.

- ***“Quick Wins” to be implemented with donor support.*** Since his election, while building credibility to secure external funding for Haiti, President Préval has worked relentlessly to appease the country. The new administration has promised “quick wins” in the area of social development and employment in an attempt to bring about greater stability.
- ***Inclusive country-wide dialogue with all political and social forces is planned.*** Critical to political stability, the government’s plan to implement a consultative process for the preparation of the PRSP might provide opportunities for a broad dialogue. The nature of a multi-party government and the participation of former opposition party leaders in the President’s trips abroad also help build political diversity and dialogue.

2. Enhanced Results Planning and Implementation Processes for Improved Service Delivery

- ***Revised ICF processes and outputs still need to be determined by the newly elected government*** As a result of the election of the new government, revision of ICF matrices and coordination structures is on stand-by. Building on lessons from the transitional ICF, the new government has a unique opportunity to improve the results-based process in Haiti. For the revised ICF, the Haitian government has specifically emphasized the importance of aid harmonization, according to the principles of the 2005 Paris Declaration, and in particular the alignment of international aid with the country’s priorities.

- ***Monitoring disbursements continues to be a challenge.*** With the absence of a joint mechanism for managing funds, there has been a lack of accurate, timely and coordinated reporting on disbursement results. Composite figures presented at donor conferences have been unverifiable and appeared to be guesswork at best. As a result, there is no consensus on funds actually spent against the ICF. However, based on actual visible results, all agree that there has been below-optimal use of resources in transitional ICF implementation. A special unit has been established in the Primature (Coordination Cell) to track disbursements related to the ICF. The government has also allocated resources to reinforce their own capacity in this regard.