



Evaluation of Norwegian Support to Peacebuilding in Haiti 1998–2008

Evaluation Report 5/2009



Front page photos:

Large photo: The border between Haiti and the Dominican Republic, Belladere – Elias Pinas. Haitians are awaiting to cross the border to go to the market on the Dominican side.

Small photo: Portail Leogane, downtown Port-au-Prince

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Preface

Support to peacebuilding and conflict prevention is steadily growing within international development cooperation. The complexity of such interventions has also increased from mere peacekeeping to include state- and nation-building, as well as development activities.

In an attempt to build knowledge in the peacebuilding field, donors under the umbrella of OECD/DAC have launched an initiative for more systematic evaluations of conflict prevention and peace building activities. The Evaluation Department has volunteered to contribute to this body of knowledge by evaluating our peace efforts in Haiti. Norway has been involved in Haiti since 1998.

The purpose of the evaluation has been to assess whether Norway has, with its transitional assistance, contributed to increased security and stability, and whether gains achieved are likely to be sustainable.

Some eyebrows were raised when questions of results achieved were part of the mandate for the evaluation. It is obviously more difficult to measure outcomes of peace efforts than of providing support to i.e. a hydropower station. But it is certainly possible to draw conclusions on achievements of such interventions, even to make meaningful statements about their efficiency, as this report shows.

The evaluation team found that the Norwegian support to dialogue between political parties in the period of political stalemate from 1998 to 2005 was relevant and has contributed to reducing tensions in Haiti. Once again the Norwegian flexibility, perceived neutrality and ability to rapidly disburse transition funds for projects are commended. The team also concludes that post 2004 grassroots projects funded by Norway have improved lives of communities that have endured violence and insecurity for decades.

The weakness of the Norwegian engagement is linked to planning and sustainability. The Norwegian Ministry of Foreign Affairs has lacked a systematic, programmatic approach beyond one year agreements, risking making interventions less sustainable. That may be seen as the other side of the flexibility coin. An approach that proves valuable and relevant in the early years of a crisis, may sometimes be less relevant or effective in a more long term perspective. In addition, the tale of

Advanced Institute for Political and Social Training (ISPOS) shows the vulnerability of an institution being dependent on one main donor. These are important lessons to take along for the Ministry of Foreign Affairs and Norad.

For the general public this evaluation provides an insight into how the Norwegian aid authorities engages in a particularly volatile context such as Haiti.

Asbjørn Eidhammer

A handwritten signature in black ink, appearing to be 'Asbjørn Eidhammer', written in a cursive style.

Director of Evaluation

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List of Acronyms

3R	Relief, Recovery and Reconciliation Mechanism
CAD	Canadian Dollar
CECI	Centre d'étude et de coopération internationale (Canada): Study and International Cooperation Centre.
CEDCS	Centre d'Études sur le Développement des Cultures et des Sociétés (Haïti): Development of Cultures and Societies Study Centre
CIDA	Canadian International Development Agency
CMB	Comisión Mixta Bilateral (Bilateral Commission)
CSA	Church of Sweden Aid
CSO	Civil Society Organisations
ERRF	Emergency Relief Response Fund
Fafo	Institute of International Applied Studies
Fonjafé	Fondation Jean-François Exavier (Haïti)
GoH	Government of Haiti
IPA	International Peace Academy (now International Peace Institute) (US)
IHSI	Institut Haïtien de Statistique et d'Informatique: Haiti Institute of Statistics and Data Processing
IHE	Institut Haïtien de l'enfance: Haitian Institute for Childhood
INGO	International non governmental organisation
ISPOS	Institut Supérieur de Formation Politique et Sociale (Haïti): Advanced Institute for Political and Social Training
INSTRAW	United Nations International Research and Training Institute for the Advancement of Women
LWF	Lutheran World Federation (HQ: Geneva, Switzerland)
M	Million(s)
MDG	Millennium Development Goals
MFA	Ministry of Foreign Affairs (of Norway)
MINUSTAH	Mission des Nations Unies pour la Stabilisation en Haïti
MOFECS	Mouvement des Femmes de Cité Soleil
MOU	Memorandum of Understanding
NCA	Norwegian Church Aid (Norway)
(UN)OCHA	Office for the Coordination of Humanitarian Affairs
PNH	Police Nationale Haïtienne
PRIO	Peace Research Institute of Oslo (Norway)
RRF	Recovery and Reconciliation Fund
Sida	Swedish International Development Cooperation Agency
ToR	Terms of Reference
UN	United Nations
UNDP	United Nations Development Programme
UNIFEM	United Nations Development Fund for Women
US	United States of America
USD	United States Dollar

Executive Summary



Executive Summary

With the increase in peacebuilding operations worldwide, donors have agreed to undertake systematic evaluations in the field of peacebuilding through the development of the OECD-DAC (2008) Guidance for Evaluation of Conflict Prevention and Peacebuilding (henceforth referred to as Guidance) activities. Norad decided to offer a testing ground for the methodology by having an external team evaluate the projects Norway's Ministry of Foreign Affairs (MFA) has funded in Haiti since 1998. The purpose of this evaluation is to assess whether Norwegian interventions have contributed to increased security and stability in Haiti, and whether gains achieved are likely to be sustained. The evaluation has two main components: a desk study for the period from 1998 to 2004 and an in-depth study for the period 2004-2008.

The evaluation team encountered substantial challenges when setting out to map and design the evaluation process due to a complicated and fragmented management information system at the Ministry of Foreign Affairs (MFA). A considerable number of important decisions were made informally through undocumented meetings and/or discussions during missions. There was no strategic policy framework available for the team to take as a starting point for the evaluation, and it soon became clear that the recommended mixed-methods approach to evaluation was the only feasible one.

In 1998, the Ministry of Foreign Affairs (MFA) and the Norwegian Church Aid (NCA) established a team to develop the Norwegian approach. The mandate was to create a space for, and encourage political dialogue between key actors in Haitian politics. The ambitions were limited. Norway's MFA and executing agencies did not claim to do "peacebuilding" in Haiti, but would look for ways to contribute in a low-key manner through transparent and extensive consultation to build trust in combination with small-scale seed funding for various initiatives by local actors. Key principles of the approach would be to build, incrementally, a network of stakeholders for the dialogue process, to apply a long-term perspective, and to identify how Norwegian projects could bring "added value" to those of other and larger donors. The comparative advantage of Norway as a donor was and still is the special position of being small, flexible and independent with no prior connections to Haiti. The close cooperation between MFA and an NGO in the implementation work was quite unique.

The report confirms that the Norwegian support to improved dialogue, first in Haiti and then between Haiti and the Dominican Republic, was relevant to peacebuilding in this country. Analyses by development partners with some historical presence in

Haiti and the evaluation team's context overview concur on a view that Haitian politics was in a stalemate. This evaluation noted that Norway's central and most important objective was to contribute to improved dialogue between key stakeholders and that it was largely successful in this endeavour, although the means and systems deployed by MFA presented the team with challenges not encountered in other development programs.

Relevance of all interventions may be recognized although there was no coherent "programme," in the real sense of the word. Very attentive coordination, a solid system of managing personal relations both internally and externally, and a sense of ownership were all part of this informal, undocumented, design. Conditions in the field indeed did require rapid actions by a new partner with a justified image of neutrality.

Therefore, the above characteristics were a good recipe for effective interventions and as a focus on short-term results did not require an M&E system, this allowed for considerable freedom; the very nimble decision-making process authorized for re-direction of projects if results were not what was expected. Therefore, strong local partners, identified through traditional networks (Lutheran World Federation), or created with regional allies (Sweden), such as the Institut Supérieur de Formation Politique et Sociale (ISPOS), could deliver on the required services.

Measures of efficiency were not possible during the two phases; the pragmatic position adopted by the evaluation team was to determine if the established partnerships, the control mechanisms, and a streamlined decision-making process made for an efficient use of funds. The answer would be positive with one important limit: management from a distance involves, in the long run, heightened risk in a fragile state where patrimonial governance is the norm rather than the exception.

As acknowledged by MFA and other partners, this political process had to be resolved and all other considerations were subsequently placed much lower on the priority list. Development objectives were not seen by MFA as pertinent or important for the Norwegian approach in Haiti. This was also the case for humanitarian funds. Combination of interventions (2004 Code of Conduct) achieved some features of sustainability.

Until 2007, Norwegian projects exhibited conflict sensitivity in an informal way, not differently from all the other aspects of their Haitian interventions. Without a framework, using information produced by other international partners and managed through inter-personal relationships and more formal mission reports, MFA and its partners translated the findings into a set of operational principles that became conflict sensitive.

The reliance on national and international conflict assessment rather than on producing an in-house process allowed MFA to quickly respond to the US request and immediately prove that it was willing to take on activities with high risk. This choice proved to be a good one in the circumstances since Norway managed to weigh the different opinions of international actors and make independent decisions

with regards to selection of future activities. The activities were relevant to the needs in Haiti, and the Norwegian interventions provided added value to that of other international actors on the scene. The added value was not simply one of being flexible and willing to take risks, it was also one of providing an independent voice, a “set of fresh eyes”, and offering a different approach in a setting where a political game was played at all levels with parties that had been entrenched for a long period of time.

The support to the establishment of ISPOS and the decision to continue support of ISPOS and of the dialogue activities where others did not succeed, was another example of how MFA had found an efficient tool for the political process in Haiti that it wanted to pursue. ISPOS’ very influential Managing Director was given latitude on programme development, because MFA found that he was delivering the desired results. Monitoring at the time was done through very close cooperation with the Norwegian team. There were however elements in the original design of the ‘ISPOS project’ that were not followed-up on by the Managing Director or by MFA which would have made this project more sustainable, namely by better anchoring it in the State structure through a planned and scheduled transfer.

The opposite has been seen with the United Nations Development Programme (UNDP) /Fafo living conditions survey. Short-term gains were not as expected, but attention was paid to institutional capacity building and anchoring and, as for ISPOS, the main objectives were reached.

In regards to the bilateral dialogue, Norway again left the local partners (ISPOS being one) with considerable freedom to design both the participation and the dialogue itself. In this case, capacity building in conflict analysis, planning, facilitation, and monitoring should have been provided to ensure better anchoring and more sustainable results. While the relevance of the initiative was undisputed, the relevance and the sustainability of the results that came out of the initiative have been questioned in this report. The lack of anchoring and follow-up has not been justified by an urgency of need in Haiti, but can rather be seen as a consequence of the Norwegian approach, resources, and the capacities available at the time.

The transition to the priorities set in the MFA 2007 internal strategy document for Haiti went smoothly and implementation was facilitated by the arrival of an Haiti-based adviser to the Norwegian Embassy in Caracas. The changes were noteworthy but the “Norwegian approach” – positive participation, quick disbursement, flexibility, and assuming risks – eased reforms. The hidden costs were that MFA, again, was putting quick gains in front of more sustainable results; in instances identified in this report, national organizations or administrations were associated quite peripherally and haphazardly.

When the foundations and networks of Norwegian interventions had been established after 2004, new grassroots projects improved the lives of people in communities which had endured violence and insecurity for decades.

In 2007, MFA proceeded to redesign its portfolio and it increased its contributions to the United Nations' (UN) projects and programmes. The balance sheet of results is mixed: rapid disbursement projects and projects involving very active agencies (UNIFEM) have been effective, but more long-term and substantial programmes have lagged behind.

Norwegian assistance procedures are viewed positively by both national and international partners of Haiti. Its idiosyncrasies include flexible approaches with quick disbursement to engage transition funding in projects. Despite this, the evaluation team found there had been no thought given to institutional learning or accountability as is the case in other aid organisations. The absence of a structured framework with a robust monitoring and evaluation system may have been a disadvantage in the Norwegian Government's dialogue with Haitian authorities and other donors. These elements of originality in the donor community certainly affected the performance of Norwegian assistance.

A summary of the lessons learned includes:

- Peacebuilding, dialogue and political processes require flexibility, personal engagement (and support) and risk management, within a programme framework.
- The evaluation team considers that breaking down the dichotomy between MFA practices and Norad expertise would have been beneficial to all stakeholders involved in Haiti.
- A first step towards improved accountability and learning for stakeholders, however, would be to document key outputs and outcomes through participatory monitoring. Systematic participatory monitoring is a transparent tool for accountability in project management, while it does not prohibit flexibility in the design process.

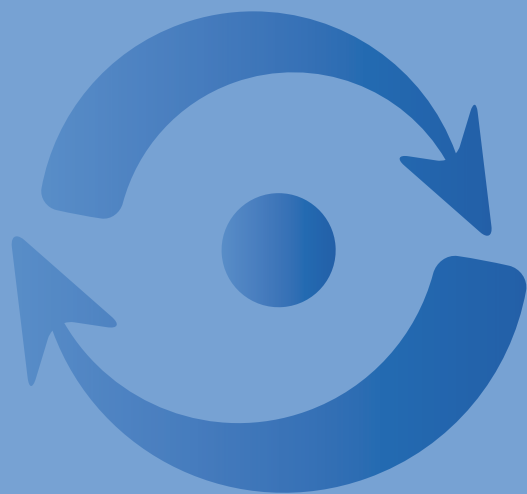
From these lessons learnt, the evaluation team has identified the following recommendations:

1. It would be in the interest of stakeholders in Haiti and Norway for the MFA to enhance its capabilities in planning, monitoring, and evaluation of results, in accordance with international and national guidelines.
2. In the sector of conflict resolution and peacebuilding, it would be especially important that both a concerted risk analysis methodology and risk management system be put in place. Existing tools such as conflict analysis, risk analysis matrices and logframes would increase the effectiveness and success rates of interventions.
3. Systems for institutional learning and knowledge management and transfer as well as close monitoring/quality assurance by decision makers are essential to ensure continuity of operations. Special attention must be given to continuity and long-term trust. Network building operations should be included in such mechanisms.
4. There is a need in Haiti for a consolidated and strategic effort for long-term support. When revising the strategy for Haiti, key concerns MFA must address include ensuring continuity of Norwegian interventions in Haiti, local ownership

and sustainability of these interventions, in addition to the already well-documented good practice principles of the Norwegian approach.

5. The MFA 2007 internal strategy document for Haiti contained a recommendation on an assessment of Norwegian Church Aid (NCA). Follow-up on this recommendation must carefully consider the following: the pros and cons of using NCA with its proven track record in Haiti, NCA's closeness to MFA/Norad, and the selection of new international partners. A balance must be struck since both channels are important for Norwegian priorities.
6. The deteriorating relations between Haiti and the Dominican Republic, more specifically the two national communities and their Governments, would require a conflict analysis document and an outline of the necessary targeted steps in order to consolidate and better focus Norwegian contributions to the situation's resolution.
7. In order to arrive at some sort of closure in the demise of ISPOS, MFA and NCA must show due diligence in shedding as much light as possible on the events leading to ISPOS's termination, and in ensuring a transparent process of data gathering and conclusion sharing.

Main Report



1. Analytical Framework and Methodology

This chapter introduces the administrative and organizational conditions under which the mandate was implemented. It offers a summary of the terms of reference (complete text in Annex 1). The team was asked to use as an analytical reference the OECD “Guidance on Evaluating Conflict Prevention and Peacebuilding Activities” and explains how it tried to comply (Annex 7 give more details). From the outset, the evaluation team faced important challenges that it tried to overcome in order to identify the best methodological choices.

1.1 Summary of the Mandate

The terms of reference (ToR, Annex 1) set out the purpose and scope of the evaluation.

- “Purpose of the evaluation”:
The purpose of the evaluation is to assess whether Norway has, with its transitional assistance, contributed to increased security (and stability) in Haiti, and whether gains achieved are likely to be sustained.

The evaluation will be of a formative nature as the knowledge generated by the evaluation will be used to inform future strategy for support to Haiti, especially in terms of where and how sustainable progress in the security situation can be made, and how to capitalize on existing gains in future support.

- The objectives of the evaluation:
 - Assess whether the Norwegian support is successful in terms of contributing to improving the security situation in Haiti (effectiveness, relevance, coordination).
 - Determine whether the Norwegian support, and the way it is carried out today is on the right track to contributing to sustained peace in Haiti (sustainability and conflict sensitivity).
 - Assess whether the Norwegian transitional support adds value to what other donors can offer.
 - Identify lessons that can benefit from the continued Norwegian engagement in Haiti, and if possible, Norwegian support to conflict prevention and peacebuilding activities elsewhere.
- Scope, delimitations and special considerations

The period for this evaluation will be from 1998-2008. It will cover interventions in Haiti that are funded by Norway.

The evaluation will have two main components: 1) a separate assessment of assistance provided from 1998 to 2004 (the desk study), and 2) an assessment of assistance provided during the period 2004-2008 (the in-depth study).

1.2 The Analytical Framework

The ToR identified the central reference as the recent “Guidance on Evaluating Conflict Prevention and Peacebuilding Activities¹” and stated: “The evaluation will be carried out applying the draft OECD DAC guidance on Evaluation of Conflict Prevention and Peacebuilding, a document which will be integral to this exercise.” The evaluation team took note and as a first step appraised the guidance’s analytical approaches (see Annex 7). Throughout the mandate the OECD DAC Guidance served as a tool to assess Norwegian projects in Haiti.

In the following section the evaluation team presents the challenges it had faced while conducting this evaluation as well as its methodological choices.

1.3 The Challenges of the Haiti Portfolio

The evaluation team has accessed all of the documentation on MFA support to Haiti for the period 1998-2008 found in the MFA archives. These archives had presented a specific challenge to the team both in terms of language² and organization. There were more than 500 documents divided into two main categories. First, those that concern projects funded by MFA (proposals, reports and correspondence) from an external executing agency and then those that are internal MFA notes, mission reports or correspondence on matters relating to the political dialogue process, including correspondence with the embassies and permanent missions.

There was no comprehensive and accessible overview³ of the components of the Haiti portfolio in MFA or in NCA that could assist the evaluation team in the mapping of support and selection of activities to include in the evaluation. Disbursement statistics were not a solid starting point for mapping Norwegian support to Haiti because this support was extremely fragmented with a multitude of grants allocated without clear connection to identifiable programmes or to the Haitian counterpart. In the period of 1998-2008 there were a total of 162 Agreements. Eighty of these were registered with NCA as the agreement partner. The titles⁴ of the agreements in the disbursement statistics did not always correspond with the titles used in project documents making it difficult for the evaluation team to produce a correct overview of funding for the different components of the portfolio.

1 OECD. Development Assistance Committee. Network on Conflict, Peace and Development Co-operation and DAC Network on Development Evaluation. 2008. Guidance on Evaluating Conflict Prevention and Peacebuilding Activities. Working Draft for Application Period. Paris: OECD.

2 This hurdle was overcome at the outset of the mandate by allocating resources to translation and summaries of important documents for each project.

3 The evaluation team was given four different excel files with overview of Grants (disbursement statistics) to Haiti (in Norwegian).

4 There are for example five Agreements for NCA from 1999-2004 with slightly different titles related to “Democracy” (Democracy, Democracy Support, Democracy and Human Rights etc.). The summarized budgets for these five grants amount to 5,3 million NOK ≈ 760.000 USD. The evaluation team could not find out what these projects were. These five agreements are given over three different chapter posts (in the state budget), indicating that they were different projects:

191: Human Rights, Humanitarian aid and refugees;

164: Peace, Reconciliation and Democracy and

163: Emergency Assistance, humanitarian aid and Human Rights.

Similarly there were two agreements called “reconciliation” for which the evaluation team could not find corresponding project documents.

Written information concerning project results (outputs and outcomes) may be randomly found in any of the documents, in the project proposal (included to justify the request for continued support), in letters and emails, in MFA mission reports and in summary documents. It was the general impression of the evaluation team that the standard project reports were not the best source of information on project results. Narrative project reports were often characterized as being a “routine obligation” and were often written with considerable delay (sometimes with a backlog of several years) – and were consequently discovered not to have been instrumental in the programme management and decision-making processes⁵. Therefore, a review of the project documents alone would not yield sufficient information for evaluation purposes. This last point is especially true for the various dialogue activities since these were implemented by MFA, NCA and Fafo, Institute of International Applied Studies in close cooperation with each other. Many activities were therefore not reported in regular project reports.

It was brought to light in many interviews with key informants (Annex 4) that a considerable number of important decisions were made informally through undocumented meetings or discussions during transit or missions. There was regular communication between MFA, NCA, the Embassy and the partners in Haiti / Dominican Republic by phone, email and frequent travels to allow MFA and NCA to discuss and quality assure plans for activities that were presented in an informal manner.

The evaluation team was often not able to reconstruct the decision processes though the MFA/NCA documented all travels, meetings and seminars in which they participated themselves in thorough narrative reports (in Norwegian). Most of these reports were distributed widely within the MFA system (other sections and departments and embassies with an interest in Haiti).

This apparent contradiction is resolved when reading reports. They bring together factual information about the general situation in Haiti or on the projects themselves but leave many questions about results and strategic decisions made unanswered.

During the period under review, MFA often requested that NCA improve their capacity for punctual reporting and also documenting how, for example, the Lutheran World Federation (LWF) brought added value in terms of capacity building of local partners. However, the evaluation team was unable to establish that MFA staff ever commented on the poor quality of the narrative reports (in the sample documentation the evaluation team has analysed) or ever asked for additional information on results⁶. Nevertheless the evaluation team noted an improvement after 2005 in the quality of applications and reports.

5 The issue of timeliness in monitoring processes is central as it touches on both justification of the system itself and usefulness of the information produced. In this case of a generally weak monitoring system both dimensions, quality of information and timeliness for decision making, combine to render evaluation operations more complex.

6 One example: There are more than six reports all dated 25th May 2007 for the projects under “Bilateral Dialogue” reporting for activities as far back as 2003 where most of the text is the same for each report and no specific information on outputs/outcomes is given. The reports are 2-3 pages long, with 2-3 paragraphs under the heading “effects” where it is simply stated that the dialogue is important to build good relations between the stakeholders and that the meetings in Norway lead to more activities undertaken locally without any factual results being cited.

The list of key informants will underline a significant information gap: during the evaluation period the evaluation team was not able to secure interviews with any of the key decision makers⁷ in MFA during the ten-year period despite significant efforts.

1.4 Methodology

Every effort was exerted to adhere to OECD-DAC principles and guidelines. The evaluation matrix (included in the inception report) was developed then revised substantially to take into account the relevant remarks made by Norad's evaluation team. Interviews were structured around evaluation objectives but tailored according to the project's own logic.

Section 1.3 above describes the significant obstacles the team faced to begin pasting together the programme logic, the procedures deployed to monitor projects, and the decision-making processes when actions were needed. Many adaptations to the OECD-DAC methodology had to be devised *in situ* during inception and implementation phases. Amongst the most far-reaching in terms of required human resource investments include:

- Multiple iterations of disbursement allocations for projects in the portfolio to triangulate and test different sources in Norway and in the field;
- With the exception of a limited number of very general guiding notions (unstructured in an official strategic statement until 2007 but presented in this report), there was an **absence of implementation logic**⁸. There was also a lack of any reference to a structured conflict analysis⁹ or theory of change for Haiti in Norwegian interventions;
- A set of short preliminary interviews to unravel the monitoring of results (or sometimes lack thereof) and strategies. MFA's monitoring was based on informal, but nevertheless very close, contacts between MFA and its partners, as well as frequent field missions. The results from these interviews were compiled into one report. Data gathering and processing (to overcome language issues) had to adapt to this very specific condition;
- One added consequence of this discovery during preliminary interviews was to oblige the evaluation team to undertake numerous interviews (Annex 4). The risks which the team had to therefore take on included: 1) very important respondents would decline interviews or made no time for them, and 2) time in the field would be too short, given objective conditions in Port-au-Prince;
- During the first seven years, a certain degree of conflict analysis was undertaken continuously and documented in internal MFA memos. This analysis was, however, never collated in a systematic manner for strategy development. Annex 5 offers a sampling of the main elements of a contextual analysis assembled by the evaluation team to portray the background of Norwegian interventions.

7 Three former State Secretaries and Heads of Section for Peace and Reconciliation.

8 Although the ToRs stated that the evaluation team was to analyze a program theory all attempts to identify one were unsuccessful. Informants confirmed repeatedly that until 2007 (section 2.4) general guiding principles were used to identify projects or sectors of Norwegian interventions in a trial-and-error mode.

9 During interviews key informants would never refer to any conflict analysis nor, when asked, would they remember ever having used one. Annex 2 compares an attempt the team made to bring together a conflict assessment with a late 2006 USAID-funded conflict assessment.

In the apparent absence of a conflict analysis made available by other stakeholders early in the period but in accordance with OECD-DAC Guidance on Evaluating Conflict Prevention and Peace Building Activities the evaluation team produced a Context Overview¹⁰ for the periods 1998-2004, 2004-2008 and 2008 onwards, in order to contextualize Norwegian activities. Though not a full-fledged conflict analysis, this overview played a similar role in this evaluation. The team further established early on that MFA staff and partners had based their initiatives on wide stakeholder consultation and international research and thus did not see the need to reconstruct a systematic conflict analysis. The team did however find it necessary to try to recreate a programme theory for Haiti to understand how the different components of the portfolio were linked. A graphic representation in Annex 3 shows how the evaluation team has envisaged the links of the different components to the key question in this evaluation: “Has Norway contributed to increased security and stability in Haiti?”

¹⁰ Annex 5

2. Introduction: Origins and Development of Norwegian Involvement in Haiti

The team felt that a specific chapter was required to explain the origins of Norwegian involvement in a country where it had (and still has) no embassy and very little direct presence before 1998. This very short introduction offers insight in the main factors conducive to Norway's building of its portfolio and the changes it incurred from 1998 to 2008. By far the most significant and important elements in this involvement have been the 2004 Strategic Framework on Peacebuilding and the 2007 Strategi for Norges engasjement på Haiti. Both are summarized in this chapter.

2.1 Justifications for Norwegian Involvement

Social and economic conditions had degraded since the mid-1980s in Haiti.¹¹ This was the result of multiple factors which included political instability after the death of Duvalier senior and the family feud that ensued, demographic pressures on the environment, collapse of government institutions and their administration, rise of insecurity with its economic consequences on tourism and investment, and finally enhanced fragility with the imposition of an embargo after the coup d'état against the first Aristide Government in 1991.

The return of Aristide in 1994 was hailed as the triumph of democratic rule but in the years that followed, the consolidation of the Fanmi Lavalas with its patrimonial system¹² of rule brought much scepticism among observers. The links between the regime and Colombian narco-traffickers became a subject of great concern for countries close to this newly formed transit point, especially for the United States. Bitter struggles developed and expanded into the political sphere, which culminated in accusations of election-rigging during the November 2000 elections when Aristide was given the mandate to constitute his second Government. According to all key informants, the political dialogue had come to a standstill by 1996/97.

2.2 The Path to Norwegian Involvement

In 1997, the United States of America's (US) State Secretary Albright had suggested Norwegian participation in an International Peace Academy (IPA) process (see below), and Ambassador Terje Rød-Larsen participated in the early phase of this process. In subsequent talks between Foreign Minister Vollebæk and Secretary Albright in March 1998, it was agreed that Norway could play a role in the difficult

11 Kumar, C. 1998. Building Peace in Haiti. Occasional Paper Series. New York: International Peace Academy; Malone, D. 1998. Decision-Making in the UN Security Council. The Case of Haiti, 1990-1997. Oxford: Clarendon Press.

12 In summary: "A "patrimonial system" is defined as any form of political domination or authority based on personal and bureaucratic power exerted by a royal household. Patrimonialism is a relatively broad term, not referring to any particular type of political system. The crucial elements are that: 1. Power is formally arbitrary; 2. Administration is under direct control of the ruler." A massive body of research defines patrimonial and neo-patrimonial power systems based on Max Weber's early analysis. Much of the literature is on Africa but Norwegian funds have helped produce research through PRIO: Gilles, A. 2008. État, conflit et violence en Haïti. Port-au-Prince: CEDCS. See also a very summary of the main elements of the early Weber analysis.

situation in Haiti and contribute to political dialogue in extension to the IPA process. Norway's involvement in Haiti at the time was modest, with some humanitarian funding, mainly through NCA, some funding for the UNDP and a UN fund for development of the police. There was very limited commerce between Norway and Haiti. Norway had at the time an ambulant Ambassador for the Caribbean, based in Oslo. The basis for the request from the US was most likely due to Norway's reputation in the facilitation of dialogue in other conflict zones, such as the Middle East.

The MFA and NCA established a team to develop an approach that could be qualified as "Norwegian" with guiding principles used in other regions. The mandate was to create a space for, and encourage political dialogue between key actors in Haitian politics. The ambitions were sober. Norway did not claim to engage in "peacebuilding" in Haiti, but would look instead for ways to contribute, in a low-profile manner, via transparent and extensive consultations, to building trust between stakeholders in combination with small-scale seed funding for various initiatives by local actors. Key principles of the approach would be to build a network of stakeholders to the dialogue process incrementally, to apply a long term perspective, and to identify how Norway could bring "added value" to that of other and larger donors¹³. The comparative advantage of Norway was and still is its unique position of being small, flexible and independent with no prior connections with Haiti.

The "Haiti team", established under State Secretary Wegger Strømmen, consisted of the MFA desk officer for Haiti from the Humanitarian section in Oslo and a representative from the Ministry of Foreign Affairs. In 1999 the NCA special advisor on peace and reconciliation, Petter Skauen¹⁴, joined the MFA Haiti team. He brought with him experience from reconciliation work in Guatemala and Colombia. This now three-person team¹⁵ remained personally involved in the dialogue work on Haiti for seven years, until 2005. The close cooperation between MFA and an NGO involved directly in implementation work, such as NCA, was quite unique.

Among the other important components of Norwegian involvement was the LWF. Former Oslo Bishop Gunnar Stålsett (at that time Secretary General of LWF) and Petter Skauen had contributed to a LWF presence in 1985. LWF has since remained a trusted partner of NCA for assistance to Haiti and the Dominican Republic.

During the first seven years, more than 75% of Norwegian funding to initiatives in Haiti was channelled through NCA¹⁶ and the emphasis for both MFA and NCA was on the political dialogue and strengthening of civil society.

2.3 Overview of the Political Situation in 2004

Political dialogue had come to standstill by 1996/97 (section 2.1 and Annex 5); the situation developed into the first signs of a civil war with rebel forces capturing and ransacking Gonaïves in the last weeks of 2003. At the opening of the commemoration year for the bicentennial of Haiti's independence in 2004, Aristide was invited to

¹³ Interview with Kristin Hoem-Langsholt 05-02-09. See section 6 below.

¹⁴ Interviews with Petter Skauen 09-01-09 and 11-03-09.

¹⁵ Hereafter called the MFA/NCA Haiti team

¹⁶ Not including pure emergency funding related to floods.

contribute to a quick resolution of the crisis by leaving the country. Since February 2004, after a few transit stops, he has been located in the Republic of South Africa¹⁷.

An interim government was established with G. Latortue as Prime Minister with the important task of organising transparent elections by 2006. René Préal was elected President after the first round of elections but with much contention surrounding wasted ballots. An agreement between parties was finally reached confirming Préal's election win.

2.4 Norwegian Thinking about Peacebuilding and its Interventions in Haiti after 2004

The 2004 Strategic Framework on Peacebuilding set forth the principles Norway wanted to defend in a sector that the document states as “a priority” for Norway's MFA¹⁸. By associating the terms peacebuilding and development, MFA was adding another dimension to its peace interventions that was not clearly discernible in its Haiti interventions before 2004.

The Framework presents the three dimensions of peacebuilding:

- **Security:** Norway would ensure that all multilateral institutions would increase their efforts in disarmament, demobilisation and reintegration.
- **Political development:** National authorities and structures with legitimate mandates require rapid response assistance to deliver “peace dividends”.
- **Social and economic development:** The development dimension, as an intimate part of peacebuilding, broadens the agenda from an exclusive political and diplomatic perspective.

Going beyond Norway, the framework upholds good donor practices and a clearer defined intervention strategy through conflict analyses and needs assessments.

The following is especially significant for the purposes of evaluation of the post-2004 period projects: “Norway's peacebuilding efforts in other countries and regions will be aimed at enhancing and developing a comprehensive international approach headed by the UN system and with the active participation of the International Financial Institutions.” The stage was set for transformations in how Norway would deliver its aid in the years that followed. The Soria Moria Declaration of 2005, political platform of the majority Government, would echo these positions¹⁹. Strategic statements elaborated by MFA in January (draft) and November 2007²⁰ would make use of these frameworks in the context of interventions in Haiti.

The “Haiti team” of the pre-2004 period was in the process of rotating so that translating the framework into a new strategy to fit the changing conditions of Haiti

17 See BBC-World Haiti Timeline: http://news.bbc.co.uk/go/pr/ft/-2/hi/americas/country_profiles/1202857.stm

18 Norwegian Ministry of Foreign Affairs. Utenriksdepartementet. 2004. Peacebuilding - a Development Perspective. Oslo: Utenriksdepartementet.

19 Labour Party, Socialist Left Party, and Centre Party. 2005. Political Platform for a Majority Government. Soria Moria Declaration. Oslo: Labour Party, Socialist Left Party, Centre Party.

20 Norwegian Ministry of Foreign Affairs. Utenriksdepartementet. 3-1-2007. Strategi for Norges videre engasjement på Haiti. Oslo: Utenriksdepartementet and Norwegian Ministry of Foreign Affairs. Utenriksdepartementet. 3-11-2007. Strategi for Norges engasjement på Haiti. Oslo: Utenriksdepartementet. The team accessed these documents through unofficial translations produced by a team member, Liv Moberg. An interview with Rut Krüger Giverin, 20-01-09, shed light on processes surrounding these statements. The November MFA 2007 internal strategy document for Haiti was the result of a mission to Haiti and reflects the more definite thinking about what Norway was to (and did) do after 2007. It will be referred to henceforth as the MFA 2007 internal strategy document for Haiti.

became an important goal. The January 2007 draft version of the MFA internal strategy underlined one important new factor in the Haitian landscape: elections had been held in 2006 and President Préval was the elected and legitimate authority so that the objectives were set to contribute to political stability through the development of democratic institutions and practice with added contributions to the reduction of violence through the promotion of mechanisms for conflict resolution with peaceful means. The authors expressed their intention to concentrate interventions around these objectives as well as to increase available funds.

The draft strategy lists the existing or upcoming foci of Norwegian assistance:

1. Action - development of democratic institutions and practice
 - Support for the work of Institut Supérieur de Formation Politique et Sociale (ISPOS)²¹ ;
 - Training of Parliamentarians;
 - Living conditions survey with a focus on youth.
2. Action - reduction of violence and conflict-resolution through peaceful means
 - Viva Rio – project in Bel Air;
 - UNDP programme for conflict management, disarmament, demobilization and reintegration;
 - Peace Research Institute of Oslo (PRIO);
 - NCA.

While trying to elaborate a full-fledged strategy²², the very new, small team managing Haiti operations had only partially achieved its goals. The document details past, present, and future interventions, but offers little in terms of operational lines of actions.

A visit by the State Secretary Johansen in October 2007 – MFA 2007 internal strategy document for Haiti – would in many ways either validate or question the priorities set forth in the previous draft strategic statement earlier that year. Summarizing the central points of this 2007 internal strategy exercise, the evaluation team took note of priorities and choices made during the first period of 1998-2004 that were felt by MFA staff to be less relevant; this questioning was confirmed by national authorities of the newly elected Préval government – as was the case for ISPOS; very close alliances with NCA in the past were now seen from a different perspective; and new partners (Viva Rio²³) and refocus on UN operations were set as priorities.

One significant finding to conclude this analysis includes the fact that of all the recommendations, two had yet to materialize: the assessments of NCA and ISPOS²⁴; and the development of a new implementation strategy for Norway's peace and reconciliation efforts in Haiti had also not taken place at the time of this evaluation.

21 The Higher Institute for Political and Social Training.

22 The evaluation team shares one of the author's opinion that although there may have been elements of strategic thinking, the January draft statement must be viewed as an inventory of what had been done, what should be done and with whom. Rut Krüger Giverin, *op. cit.*

23 Viva Rio, a Brazilian NGO, though new in Haiti, is yet another resource that came out of NCA's involvement in the country.

24 Preparation of ISPOS' special audit of funds disbursed between 1998 and 2008 was under way at the time of the mission in the field but for the evaluation team this exercise only covered a small portion of the more general institutional assessment required to understand this Institute and its role in Haitian politics and training during its 10 years life span.

3. Key Components of Norwegian Interventions²⁵ in Haiti: 1998-2004

As described in the presentation of challenges, the multiplicity of projects bearing different titles but under an identical theme has rendered it nearly impossible to offer a straightforward presentation of each project evaluated by the team in Norway's portfolio. In this chapter, the team tries to present projects under broad themes listed in the terms of reference. A succinct history and description of the most significant projects before 2004 is the subject of this chapter. This information should shed light on the analysis in chapter 5.

3.1 Political Dialogues

3.1.1 Political Dialogue in Haiti

The IPA project had begun in 1997 and was based on their researchers', Chetan Kuman and Elizabeth Cousens,²⁶ work on a comparative study of multiple peacebuilding through political dialogue in other countries, including Guatemala (1996). After consultation through a mission by M. Taylor²⁷ (Fafo) in early 1998, a recommendation was made to become part of this emerging process. The "Dialogue on Political and Economic Progress in Haiti", as it was called, was managed through IPA and involved Fafo, the United States Institute for Peace (USIP), and Friedrich Ebert Stiftung (FES) of Germany. After some lobbying by Rémi Landry²⁸ (advisor to IPA), both the Ministry of Foreign Affairs of Canada and the Canadian International Development Agency (CIDA) were brought in and mobilized the Centre d'étude et de coopération internationale²⁹ (CECI), a Canadian NGO present in Haiti since the 1970s.

Fragility in democratic practices was not a new element of the political landscape of Haiti.³⁰ In fact, the country has had in its two hundred years of independence, a very small percentage of years with a democratically elected Government. The succession of military rulers and dictators in the 20th century did nothing to improve either governance or the capacity of Haitians to develop a civic minded administration and governance.

The objectives of this project were stated in IPA documents³¹ as being to develop knowledge of democratic governance and of consensual management of conflict

25 See Annex 3, Norwegian Support to Haiti. Components relevant to peacebuilding 1998-2004 & 2005-2008.

26 Kumar, C. and Cousens, E. M. 1996. Policy Briefing: Peacebuilding in Haiti. New York: IPA.

27 Interviews with Mark Taylor 12-01-09 and 10-02-09.

28 Interview with Rémi Landry 29-01-09.

29 Interview with Thérèse Bouchard 18-01-09; and Gérard Côté 16-01-09.

30 Kumar, C. 2001. Peacebuilding in Haiti. In *Peacebuilding as Politics. Cultivating Peace in Fragile Societies*, edited by Cousens, E. M., C. Kumar, and K. Wermester. A Project of the International Peace Academy. (Boulder: Lynne Rienner) and Malone, D. 1998. *Decision-Making in the UN Security Council. The Case of Haiti, 1990-1997*. Oxford: Clarendon Press.

31 International Peace Academy. 1999. Dialogue on Political and Economic Progress in Haiti. Oslo: IPA and Kumar, C. and Gélin-Adams, M. 1999. Project on Policy Advocacy and Facilitation in Haiti. New York: IPA.

among the leaders of Haiti's political class and civil society; to create trust and confidence among the participants; to encourage participants to formulate strategies for enhancing the involvement of the Haitian people in their country's political process; to generate mutual confidence and trust among the assembled leaders and sectors.

These objectives would be achieved in two phases, first a series of 5 consultations³² involving leaders from all political tendencies and civic sectors and second, initiatives planned and implemented by national participants themselves.

Two projects can be seen as "offsprings" of this Dialogue on Political and Economic Progress in Haiti: a civic education campaign and the creation of the Institut Supérieur de Formation Politique et Sociale (ISPOS) as a substitute to IPA after it pulled out.

The Civic Education Campaign (1999) was a one year project³³ initialized in 1998. MFA funded an expatriate coordinator to plan the project in 1998 (NOK 750.000). The project was implemented in 1999 and LWF was the partner for NCA to coordinate the campaign. Partners for the project included Fondation Aristide, Comité d'Initiative Patriotique, Lig Ouvwa Fanm, PAPDA (NGO umbrella), PECAOC and IMED. The project's budget was NOK 3,198,000 (USD 457,000) and its activities covered ongoing dialogue and strengthening the public's participation in the 2000 elections.

The Institut Supérieur de Formation Politique et Sociale (Advanced Institute for Political and Social Studies - ISPOS) was founded in Haiti by the Caribbean branch of the LWF in 1998 to promote democratic values and reconciliation in a time where Haitian society was plagued by deep internal conflicts. The idea had in fact existed for many years prior and a meeting of minds occurred when the LWF country Representative and the Programme Coordinator began discussing these issues in that particularly unstable context³⁴. From the start, LWF support was financed by the Church of Sweden Aid (CSA) and NCA.

The LWF Representative held a series of low profile consultations with key political, religious, and social leaders, out of which emerged the ISPOS concept. A strong sense of local ownership of the process was generated. After the initial consultation and the formal setting up of the Institute, a further process of more structured consultation and strategic reflection was undertaken. This culminated in a protocol of understanding on ISPOS' mission signed by thirteen institutions and four personalities.

After two years of disagreements and discussions between ISPOS and the LWF Caribbean branch, the relationship was terminated. In hindsight these may have

32 The first consultation was held in Montreal, Canada, from January 25-27, 1998, the second at Princeton University, from March 20-22, 1998, the third in Trinidad and Tobago from June 1-3, 1998, and the fourth and fifth in Haiti from October 28-31, 1998, and June 3-5, 1999 respectively. A final assessment international meeting was organized in New York in January 2002 and resulted in a summary final presentation and lessons learnt: International Peace Academy. 2002. Lessons Learned: Peacebuilding in Haiti. Executive Summary. New York: IPA

33 Lutheran World Federation. 1998. Application for Project "Haiti - Planning and Supervision of Civic Education Projects"; Haiti: Funds for the coordinator for Civic Education Campaigns (English summary). Oslo: LWF; Haiti: Application for funds for a Project Coordinator for LWF-Caribbean covering the Dominican Republic and Haiti (English summary). Oslo: LWF; 1999. Haiti: Funds for the Civic Education Campaign (English summary). Oslo: LWF.

34 Interviews with Tomas Brundin 13-03-09 and Louis Dorvillier 12-03-09

been signs that issues of governance and control of ISPOS' decision-making powers could become contentious. An evaluation planned in July 2001 did not take place. ISPOS became an autonomous organisation led by an Administrative Council. The MFA however decided to continue its support to ISPOS through NCA and a bilateral relationship was established in October/November 2001. ISPOS and NCA agreed in January 2002, that an external evaluation³⁵ of ISPOS should be conducted in November 2002.

Because of changing partners, ISPOS funding over the period 1998-2002 appears to be erratic. LWF ceased its financial support in 2001 followed by CSA in 2002, when NCA requested additional support from the Norwegian MFA.

Table 1: ISPOS annual budget in USD with breakdown of contributions by donor³⁶

YEAR	1998	1999	2000	2001	2002	2003	2004	Total
NCA	257,467	255,714	255,714	100,000	420,000	420,000	568,750	
CSA		179,106	167,992	53,580				
TOTAL	257,467	434,820	423,706	153,580	420,000	420,000	568,750	
TOTAL								2,678,323

	2005	2006	2007	2008	Total
NCA	693,175	666,667	676,923	767,857	2,804,622
Olof Palme Foundation		330,000			

Norway's MFA had increased some of its credibility step by step, as well as a contact network in Haiti since its partnership in the IPA consultation process in 1998 and 1999. In Haiti, the political crisis following the dissolution of the Parliament and the elections for Parliament and President, whose results were not accepted by the fragmented opposition, had left the Haitian political dialogue process difficult to pursue. The weekly meetings of the Comité de Suivi (Monitoring Committee) for the political dialogue process had ceased to function during the election period (2000), and the international community condemned the irregularities of this election process.

In 2003 it was the bilateral dialogue that had come to a standstill and the MFA/NCA Haiti team again made efforts to re-activate the internal dialogue in Haiti. State Secretary Helgesen travelled to Haiti to have talks with President Aristide, Prime Minister Yvon Neptune, OAS, and the main political party leaders. ISPOS was involved in all of the political activities and the ISPOS Director had direct communication with the State Secretary in Oslo as well as working very closely with the MFA/

³⁵ Wooding, K. and Kristensen, K. 2002. Evaluation of the Institut Supérieur de Formation Politique et Sociale (ISPOS). Oslo: Norwegian Church Aid (NCA). Some factual information is taken from the report.

³⁶ All amounts in USD. These are the budgets for institutional (non-earmarked) support for ISPOS. Additional grants of about the same size were allocated for earmarked activities, such as dialogue seminars, see Annex 3.

NCA Haiti team. Two meetings were hosted for political parties (including a member of Lavalas) and civil society in Norway, in March and in September. Fafo participated in the programme. According to participants interviewed³⁷ the atmosphere was tense at the onset, but eventually tempered over time. Most recognized that such meetings would not have been possible in Haiti.

The next meeting that had been planned for February 2004 in preparation for elections had to be cancelled due to the dire situation in Haiti. Aristide was ousted from Haiti in February 2004 and the country was said to be on the brink of civil war. Due to the calamitous humanitarian situation on account of the floods, Norwegian funding was tripled, while funding for dialogue activities and civil society remained at the same level as previous years, around USD 1.5 M.

The 1998-2004 periods culminated for ISPOS with the signing of the Electoral Pact / Code of Conduct³⁸ (which was based on the Oslo Code of Conduct from August 2004) by major Haitian parties on June 14, 2005 in Haiti. By normal democratic standards the Pact was far from revolutionary, but by Haitian standards the simple fact of agreeing to recognize the results of transparent elections was historically very important, especially in the wake of the 2000 fiasco and a rather inelegant end of the regime in 2004. In September of the same year, a pact of stability and governability³⁹ was also signed in Haiti. The pact brought together political parties that vowed to respect core democratic values. These achievements were celebrated by the Director⁴⁰ of the Institute and recognized by MFA⁴¹.

ISPOS was not only a means to encourage and enhance political dialogue; it had become, slowly through the years, a respected centre of learning and training. The training component of ISPOS⁴² had set out to help students participate in a rational manner to the political life of the country and to be more knowledgeable advocates in the political, economic, and social sectors of Haitian life.

The curriculum had been developed by a group of prominent intellectuals among them a leading historian⁴³, and covered a wide array of topics including political parties, decentralization, civil society, and different types of organizations.

The two-year programme targeted members of the political parties and active NGO personnel. No sectarian selection process was put in place because admission was given after passing a “concours” in the French tradition (competitors remained anonymous from the correctors).

37 For example (see list of informants): Elsie Ethéard, journalist; Michel Gaillard, and Serge Gilles, politicians.

38 Regroupement des partis politiques. 2005. Code de conduite électorale. Présentation et signature. Port-au-Prince: ISPOS.

39 Partis politique d’Haïti. 2005. Pacte de stabilité et de gouvernabilité. Moulin Sur Mer: Ronéotypé

40 Interview with Garaudy Laguerre, the Director, and Emmanuel Charles, the administrative assistant at ISPOS 18-03-09.

41 Interviews Kåre Kristensen 21-04-09; Kristin Hoem-Langsholt 05-02-09. Kåre Kristensen, as many other informants, believed the ISPOS work was the one single initiative that had had the most effect in Haiti.

42 Institut Supérieur de Formation Politique et Sociale (ISPOS). 2003. Termes de références relatifs à la confection d’un curriculum pour l’Institut Supérieur de Formation Politique et Sociale (ISPOS). Port-au-Prince: ISPOS.

43 Ariel Joseph, interviewed 25-03-09. At the time of the team’s field mission, he was a prominent member of the Senate and focal point for the Support to Parliament (see below). He had been responsible for finances, internal auditor, and member of the Board of Trustees of ISPOS.

3.1.2 Bilateral Dialogue: Haiti and the Dominican Republic 2001-2004⁴⁴

Approximately 10% of the Norwegian funds for peacebuilding-related activities in the period between 1998 and 2004 were given to support improved dialogue between Haiti and Dominican Republic. The rationale for the support was that improving the relationship between the two countries would contribute to stabilizing the situation in Haiti. The main activities took place in 2001 and 2002. This component of the Norwegian portfolio consists of a number of grants to various organisations and activities that were thought to contribute to the overall goal of improved relations at various levels of society in the two countries⁴⁵.

A recent NCA memo gives a brief overview of what has been a very complex relationship between the two neighbours⁴⁶. It noted that fear and the need for a scapegoat still remained at the core of the problems between the countries. While originally Dominicans feared an armed invasion, many now fear Haitian migration (see Annex 5). On the Haitian side, authorities have not been particularly interested in the fate of Haitian immigrants in the Dominican Republic, according to its authors. In 1996 the Comisión Mixta Bilateral (CMB), the Mixed Bilateral Commission, was established. CMB was meant to coordinate a common agenda and address conflictive issues between Haiti and the Dominican Republic, but it has been inactive since 2002. In March 2009, President Préval in Haiti issued a statement that the CMB is to be re-established. This decision may bring changes in communication levels between the two countries.

It had been suggested at the fifth and last IPA Consultation that there was a need for assistance to improve relationships between Haiti and the Dominican Republic. During 1999 and 2000 Norway consulted with all relevant international and national stakeholders in the two countries as well as in Washington and subsequently received support for the initiative to bring representatives from the two countries together on neutral ground. The decision to intervene in bilateral dialogue at that moment in time was also partly a consequence of the fact that MFA felt that the internal dialogue in Haiti was not succeeding due to the turbulent political situation⁴⁷.

In the Dominican Republic, NCA had collaborated with the Church Organisation SSID (Servicio Social de Iglesias Dominicanas) since 1979 to improve the Human Rights situation in the "Bateyes".⁴⁸ Norwegian support to LWF and the Fondation Jean-François Exavier (Fonjafé) had been directly linked for more than a decade to the problems related to migration and repatriation. NCA had a wide church network and extensive experience from other peace and reconciliation processes in Latin America and the Caribbean.

By 2000 and with support of the international community, Norway was in a position to engage in an initiative addressing the strenuous relationship between Haiti and

44 Time and budget constraints have prevented the evaluation team from exploring the Dominican Republican side of this dialogue project. It is unfortunate. Nevertheless members of the team have tried to identify accessible informants who were central in these processes such as Anne Møgster.

45 A rough estimate of funds to the bilateral dialogue in the 1998-2004 period is 5.676.000 NOK or 756.000 USD. In addition there was funding for related activities in the two countries.

46 NCA Memo to MFA on the Haitian Dominican Church Dialogue, February 2008.

47 Interview with Kristin Hoem-Langsholt 05.02.09

48 Labour camps for sugar plantations where Haitian immigrants work under slave-like conditions.

the Dominican Republic. Following the five consultations, the Civic Education Campaign, and the funding of the living conditions survey, the Norwegian MFA-NCA Haiti team could turn their attention to the difficult bilateral relationship on Hispaniola in 2001. Although there was no permanent Norwegian representation in Haiti, a former NCA employee had been seconded to LWF to strengthen the Norwegian supported programmes for a three-year period⁴⁹.

The Norwegian team's functions included hosting and facilitating meetings in Norway, creating networks between key stakeholders and bringing information to relevant international and Norwegian stakeholders, such as research centres, media and development partners. The MFA/NCA Haiti team also met with decision makers in Haiti and the Dominican Republic during regular field missions, including the two Presidents, Mejia and Aristide. The close cooperation between MFA and NCA was seen to be a useful model for promoting dialogue between different groups on Hispaniola. MFA acknowledged that the situation on Hispaniola was not comparable to that of Guatemala or Colombia and that there were many examples of cross-border cooperation. MFA stated that the role of Norway could only be to facilitate and support while participants to dialogue would have to decide on instruments and mechanisms to be used⁵⁰.

The main activities during this period were the three meetings in Norway. Funding was also given for "local follow-up activities" which were initiated and implemented by the two countries' respective local partners (OECI, Oficina de Enlace Coordinacion e Intercambio, established for the dialogue, and ISPOS). The two countries were given considerable freedom to select participants and design the process, for both the seminars in Norway as well as the follow-up activities. In the Dominican Republic such activities included monthly dialogue forums on bilateral issues, weekly debates on TV, newspapers dealing with bilateral issues with six yearly editions and finally, youth activities. Follow-up activities were more difficult to implement in Haiti given the unstable political situation, but examples include conferences on human rights, a border monitoring delegation on migration issues and several press conferences on the dialogue process⁵¹.

The "Norwegian process" on the bilateral dialogue came to a halt following the third meeting in Oslo. The central reason was a lack of follow-up with concrete initiatives on Hispaniola by the country representatives. MFA required that the two delegations agree on joint initiatives that would, among other activities, include visits by Dominicans to Haiti. This proved impossible to accomplish and the process stalled⁵².

The only follow-up reported by ISPOS in 2003 and 2004, was the inclusion of the theme of Haiti-Dominican relations in the curriculum of its permanent courses.

49 Interview with Anne Møgster 16-03-2009.

50 Internal MFA memos

51 NCA report 30. April 2004

52 Internal memos in MFA describe the plans and justifications for a fourth meeting to be held in Washington. There are no more reports in the archive on follow-up to the third meeting and there has been no systematic monitoring of whether promotion of the recommendations made in the last meeting were followed-up by the two delegations. There is no written documentation that describes how decisions were reached to abandon the bilateral dialogue process initiated in Oslo.

The bilateral dialogue facilitated by Norway included professional civil society representation (lawyers, journalists, professors) with connection to high ranking politicians and who even had access to the Presidents and the Foreign Ministers to present their declarations. In contrast, the “alternative church dialogue” process was a grassroots-based platform with less access to the political arena, but with better access to a contact network for follow-up activities.

In early 2002, Protestant church leaders in the Dominican Republic and Haiti had met to discuss the Haitian-Dominican troubles and agreed to establish two national and one bi-national commission with an aim to improve the relationship between the two countries. The “Church Dialogue” received some Norwegian seed funding parallel to the “bilateral dialogue” facilitated by Norway.

In the Dominican Republic, the Church Dialogue was headed by a representative who had also been a central participant in the meetings in Oslo. In Haiti, no similar connection was established by the ISPOS-driven civil society dialogue process and the Church Dialogue. The relationship between the two types of organisations (Church and ISPOS) was not conducive to collaboration and there were little synergies between the two approaches. The two national church commissions had seven members each with tasks to push the process forward and follow up on what was agreed upon during the meetings. The churches committed to keep on working with the dialogue, take on new initiatives, enter the role as mediators and actively work on topics such as migration, human rights, education, trade and other development issues⁵³. MFA’s approach was to establish these processes on a trial-and-error basis⁵⁴.

In 2003, in connection with this work, a Norwegian TV journalist⁵⁵ arranged a course for 40 Dominican and Haitian journalists in Santo Domingo focusing on human rights and liberty of the press. He also made a TV documentary on a Haitian and Dominican contemporary art project exhibited in Oslo.

More than 50 pastors from each country met in 2003 to reflect on the cooperation and agreed to include Catholics in the dialogue. In May 2004 a Haitian delegation composed of representatives from the private sector, civil society, the press and religious leaders went to the Dominican Republic to study the election process. They returned to Haiti and arranged a press conference on the issue and met with the electoral committee to share their experiences. In July of the same year, a bilateral conference was arranged for teachers to reflect on how they could change the current school curriculum since it reflects stereotypic information about each of the two neighbours. It was recommended that a bilateral education commission be established to encourage interaction between youth in the two countries.

3.2 Research Activities: Fafó’s Household Survey

Another by-product of the political dialogue instigated in 1998 and funded by MFA, was the Enquête sur les conditions de vie en Haïti or Living Conditions Survey in

53 NCA Memo on the Haitian Dominican Church Dialogue. February 2008.

54 Interview with Kristin Hoem-Langsholt 02-04-09

55 Erling Borgen, in cooperation with NCA and MFA.

Haiti. The project came out of discussions with opposition party members preparing their election platforms and unable to find reliable socio-economic data to build their arguments⁵⁶. A December 2002 report written for CIDA⁵⁷ highlighted with great emphasis the fact that the entire national statistics system in all sectors had been undermined by indifference and lack of support.

As Fafo had accumulated considerable experience in many countries, it could offer solid expertise about how to implement this type of statistical information. A total of NOK 9,000,000 or USD 1,200,000 was invested in the survey through the period 2000-2001.

Fafo was under much pressure from other donors in Haiti to have an external partner such as a non-governmental institute or agency to implement this national survey. Nonetheless, the choice was made to engage in a partnership with l'Institut Haïtien de Statistique et d'Informatique (IHSI) and the UNDP to have the national statistics office i.e. IHSI carry out the survey and the data processing in the country⁵⁸. Proximity monitoring⁵⁹ was ensured by a UNDP consultant (now at NCA) and a local resource person hired by Fafo. The unreserved support from UNDP was one of the key factors in the achievement of results.

The stated objectives (vol. 1 of results) were first to provide researchers with data to allow them to analyze the situation and then to give decision makers objective information in order to determine the best policies that would alleviate poverty and improve living conditions.

The survey was national in scope collected data regarding both the objective living conditions of Haitians as well as perceptions regarding these same living conditions. The topics were numerous, among them:

- Housing and infrastructure;
- Human resources (population);
- Education, health; and,
- Family and social life, etc.

The survey also had indirect results one of which included the establishment of a new sampling database. The importance of this last element must not be underestimated in a country that had no population census since 1982 at the time of the living conditions survey⁶⁰. A total of 7740 households nationally were interviewed using 3 types of questionnaires household, individual, and woman and child.

56 Interview with Jon Hanssen-Bauer 03-02-09.

57 Gervais, R. 2002. Évaluation du programme de coopération canado-haïtien (1994-2002). Volet besoins humains fondamentaux (aide alimentaire, santé, éducation). Gatineau: ACDI. Section 5.

58 Institut Haïtien de Statistique et d'Informatique (IHSI), Fafo, and United Nations Development Programme. 2004. *La société haïtienne d'aujourd'hui: Un rapport sur le statut socio-économique d'Haïti qui se base sur l'Enquête sur les Conditions de Vie*; 2006. Rapport de fermeture du projet de Renforcement des Capacités de Collecte et d'Analyse des Statistiques Sociales; 2002. Enquête sur les conditions de vie en Haïti. Questionnaire individu. Enquête sur les conditions de vie en Haïti. Questionnaire ménage; Enquête sur les conditions de vie en Haïti. Questionnaire femme et enfant. Port-au-Prince: IHSI. Results are found in : République d'Haïti, Ministère de l'Économie et des Finances, and Institut Haïtien de Statistique et d'Informatique (IHSI). 2003. *Enquête sur les conditions de vie en Haïti (ECVH-2001)*. 2 vol. Port-au-Prince: IHSI. PNUD. FAFO

59 Interview with Hilde Skogedal 24-03-09 and email from Roland Altidore 10-02-09.

60 The census was organized in 2003.

4. Key Components of Norwegian Interventions in Haiti: 2004-2008

This chapter completes the previous one and give details on changes occurring in the post 2004 period, in line with requirements found in the terms of references. The strategic statements (2004 and 2007) summarized in chapter 2 greatly influenced the construct of Norwegian involvement in Haiti. Some major actors, such as ISPOS, were reassessed and new partnerships were developed, as was the case for UN agencies. The chapter continues the history and succinct description of the major projects.

4.1 Political Dialogue after 2004

4.1.1 The Role of ISPOS

As a follow-up to other such attempts at political dialogue, MFA, together with ISPOS, arranged a seminar at Moulin sur Mer in Haiti in June 2004 where mostly political parties, including Aristide's Fanmi Lavalas, participated. The theme for the seminar was the role of political parties in Haiti. There were approximately 70 participants including civil society, Organisation for American States, UN Mission for Stabilization in Haiti (MINUSTAH) and Embassy representatives from the US, France, Canada and Brazil. There was broad media coverage. The seminar confirmed the lack of political vision and leadership as most of the discussion focused on political events prior to Aristide's downfall.

With the interim Government in place, there was a need to prepare for the Parliamentary and Presidential election planned for 2005, both in terms of technical preparations such as voter registration, and in terms of party politics to ensure respect for election results by contestants.

In August 2004, a meeting for Haitian politicians including Fanmi Lavalas was conducted in Oslo where a Code of Conduct was signed. This was the first time any agreement was signed between Fanmi Lavalas and the opposition parties. The MFA/NCA Haiti team acknowledged that the next challenge would be for the parties to adhere to the agreement during the election campaign. Three members of Fanmi Lavalas participated including the press spokesperson. None of these members had previously participated in the meetings. Six key people from the former main opposition and a representative of Prime Minister Latortue also participated in this meeting. In addition there were civil society representatives including the 'group of 184', and representatives of the Catholic and Protestant churches.

The participants in Oslo signed a declaration where they committed to work together for peace, dialogue and democratic values. They also committed individually

to work through their respective institutions to promote tolerance, dialogue and non-violence. Fanmi Lavalas had originally demanded that the release of political prisoners be included in the agreement, but abandoned this claim in the end. The representative of the Prime Minister claimed that the country was on the brink of civil war, but that the Oslo Declaration may have a positive effect in persuading the general population people that key actors were committed to dialogue.⁶¹

Two events were to shape the future of Norway's work on political dialogue after 2004: (i) The removal of Aristide from office and his exile to South Africa brought the development of the Fanmi Lavalas to a relative standstill, and (ii) Presidential elections in 2006 and President Préval's decision to create a mitigated form of national union Government rendering irrelevant⁶² activities relating to political dialogue⁶³.

Until 2006, ISPOS had been the central element of the Norwegian conflict resolution and peacebuilding support to Haiti with direct contacts with the State Secretary and very solid links with MFA. Staff changes and other changes in the MFA/NCA Haiti team occurred in 2005/2006 and had a far reaching impact on how ISPOS and its Director were viewed⁶⁴. The January (draft) and November (final) MFA 2007 internal strategy document for Haiti documents as well as the visit at the end of that year sealed ISPOS' future. In 2008 a continuous stream of decisions⁶⁵ was made which led to the March 3, 2009 unilateral decision by the Director to close the Institute indefinitely.

4.1.2 The Church Dialogue after 2004

The Church Dialogue has continued its work since 2004 with NCA support and has become more organized with a coordinator (Pastor Clement Josef) and an office in Haiti. LWF is the channel for funding and provides capacity building. The 'project' aims at reducing the potential for conflicts between Haitians and Dominicans through dialogue and common activities. After the elections in February 2006 a joint seminar was arranged in May in Santo Domingo with more than 100 participants and it was agreed to continue the dialogue and to implement various concrete activities. A follow-up seminar was arranged in Norway in September 2006. The activities are implemented in the border areas. A three year fish farming project was funded by Norway where Haitians and Dominicans were trained together. It was only after the first two initial years that the project objectives were reached in terms of cross-border cooperation, but the final report described a successful project. The fish farming established had proved to be an environmentally sustainable initiative that provided families with alternative income and nutrition. After three years, the Dominican implementing partner SSID who is also partner to the Church Dialogue will continue the project without further Norwegian support.

61 MFA Memo 02.09.2004

62 According to his declaration to the Norwegian State Secretary in 2007. It must be noted that a key respondent, prominent member of an opposition party, explained that Préval's attempt at national union may have more to do with establishing his patrimonial power and creating a coalition of parties for his re-election than with engaging in a fruitful dialogue with legislative bodies (the respondent requested that this part of the interview be kept anonymous).

63 This assessment was shared during the October 2007 mission with the State Secretary and may have played a role in subsequent decisions.

64 Interview Rut Krüger Giverin 13-02-09.

65 Annex 4 offers a specific presentation of contextual elements pertaining to the closing of ISPOS: including information gathered through interviews, summary of documents, decisions, and questions concerning the Institute.

The Nobel project is a school twinning project in the border areas where eleven schools participate. School commissions from both countries have been identified and trained. The pupils are supported to visit each other. The objective is to “Create a psychosocial climate favourable to the creation of spaces for exchange and dialogue and development of mutual positive perceptions.”

A march was arranged by 2000 women at each side of the border on June 10th 2006 by the initiative of the women themselves. Organizers of the Church Dialogue seized the opportunity to follow up and support the women, for example with practical help to be able to cross the border. Organizers reported that through the Norwegian support and collaboration with NCA they have become more aware and concerned with gender issues in general and now mainstream this in their activities.

Following the seminar in Oslo in 2006 the Church Dialogue has facilitated a Meeting with Haitian and Dominican parliamentarians concerning the development of the trans-border zones. A delegation of two senators and seven deputies from Haiti went to Sto Domingo to hold a workshop on conditions of the populations in these zones. The dialogue between the parliamentarians has continued after this initiative, independently of the Church Dialogue.

In May 2007 a bi-national conference was hosted in Haiti with a special focus on environment. The Dominican Ambassador and parliamentarians participated in addition to civil society representatives. Declarations were made on continuation of the work, for example to contribute to cooperation between journalists in the two countries and to advocate for improved cooperation at government level. A bi-national ecological committee with members from the churches and the media was established. The role of the Church Dialogue vis a vis the reactivated Mixed Bilateral Commission (CMB) is to propose issues for the CMB to discuss, come with concrete proposals of improvements related to Dominican-Haitian relations and follow and comment upon the functioning of the CMB.

NCA is commissioning an evaluation of the Church Dialogue to be undertaken in 2009.

4.2 Interventions through the UN System

In accordance with the 2006-07 decisions by MFA, organisations of the UN system received important contributions to both humanitarian and peace & reconciliation efforts⁶⁶. The UN expressed very positive opinions about Norway's flexibility which allowed for quick dissemination of peace dividends⁶⁷ through very small projects, after the pacification of Cité Soleil by MINUSTAH troops for example. These small very visible activities paved the way for Viva Rio's more systematic intervention in Bel Air. The Relief, Recovery and Reconciliation Mechanism's (3R) rapid disbursement modality followed suit with more substantive activities.

66 Interview with Joël Boutroue, Deputy Special Representative for the Secretary General for the United Nations Stabilization Mission in Haiti, UN Humanitarian Coordinator and UNDP Resident Representative, 24-03-09.

67 The term “peace dividends” was used after the Second World War to indicate that reallocation of capital could now be done from arms to infrastructure and social services. The term was popularized mainly after the end of the Cold War (see: <http://www.answers.com/topic/peace-dividend>). In the context of Haiti the chronic instability after the exile of the second Duvalier; the coup by the national army, and the national and regional periods of instability all justify using the expression to underline that building stability and democratic rule were also contributing to economic development and social investments.

4.2.1 UN-Office for the Coordination of Humanitarian Affairs (OCHA)

Of the USD 3.1 millions (M) budget for the Emergency Relief Response Fund (ERRF) MFA's contribution amounted to USD 367,061 with the possibility of accessing it very nearly after the signature of the Memorandum of Understanding (MOU). On the other hand, Norway was the sole funder of the Recovery and Reconciliation Fund (RRF) established at USD 1,373,398.

The 3R Mechanism for Haiti is aimed at providing rapid and flexible funding to address gaps in the response to natural disasters as well as for recovery or reconciliation activities. This is accomplished through two distinct funding mechanisms under the overall supervision of the Humanitarian / Resident Coordinator (HC/RC). On the one hand, the ERRF would enable the international community to better support local authorities in responding to *natural disasters* by providing rapid and flexible funding to partners to implement projects to meet unforeseen needs. On the other hand, RRF⁶⁸ would seek to prevent further erosion of livelihoods assets by supporting *positive coping mechanisms* of communities as well as the restoration of *key services*. This would be done through enhanced support to community-driven initiatives that *reduce vulnerability* and minimize risk. Activities implemented would seek to provide an immediate *peace dividend* to allow people to regain control of their communities. Finally additional objectives of these funds would be to strengthen coordination mechanisms in place, improve strategic financing in response to humanitarian emergencies, support to newly-elected local authorities and the Government of Haiti (GoH) however, GoH institutions are not eligible for funding under this mechanism, and establish links with long-term development programmes.

Applicants are from UN Agencies and pre-qualified NGOs accredited by the GoH and vetted by a Review Board, comprising the UNDP and Ministry of Planning. Partners are encouraged to implement projects through local NGOs.

The level of funding per ERRF project is a maximum of USD 130,000; under the RRF the maximum funding per project is set at USD 250,000. For both funds, the maximum duration of projects is 6 months.

4.2.2 UNIFEM⁶⁹

The development objective set out by UNIFEM and its partners⁷⁰ in its MFA-funded "Voice, Influence, Justice, Security: Meeting the Strategic Needs of Haitian Women" project is to promote the protection and respect for women's rights in Haiti. This is to be accomplished by strengthening women's participation and influence in the formulation and implementation of gender-responsive governance processes. During the January to September 2008 period the programme received USD 491,800 and in Year 2 it will receive a planned total of USD 906,071.

68 According to the current Head of Office, OCHA, the "reconciliation" part of the 2nd fund was specifically asked by Norway. As well, it seems that the RRF funding was exclusively from Norway. Interview with Manuela Gonzales 26-03-09.

69 See United Nations Development Fund for Women (UNIFEM). 2007. Voice, Influence, Justice, Security: Meeting the Strategic Needs of Haitian Women. 2007-2010. Port-au-Prince: UNIFEM and 2008. Voice, Influence, Justice, Security: Meeting the Strategic Needs of Haitian Women. Request for Second Disbursement of Funds in Support of Implementation of Year II Activities 2008-2009. Port-au-Prince: UNIFEM. Interviews with Kathy Mangones 19-02-09; Tone Faret 20-03-09;

70 Ministry of Women's Affairs and Women's Rights, UN agencies, Gender Unit – MINUSTAH, Women's Organisations.

As stated in the project's request document, the impacts and long-term expected results would include a wider societal commitment to securing women's rights to peace and security, a mainstreaming of institutions that demonstrate leadership commitment, technical capacity and accountability mechanisms to support gender equality and women's empowerment, a reduction in violence against women and girls, and finally a sustainable political and state stability.

The stated objectives comprise:

- To promote gender-responsive governance and institutional support for gender mainstreaming
- To promote women's voice, inclusion and influence in political participation processes
- To strengthen institutional, legal and policy mechanisms for promoting gender justice towards greater accountability to women's human rights and in particular through support to the implementation of the national action plan on violence against women
- To strengthen and consolidate UNIFEM's presence in Haiti.

4.2.3 MINUSTAH / INSTRAW⁷¹

Of the USD 95,000 total budget, Norway contributed nearly half (USD 44,500) for a project entitled "Ensuring Security for All: Gender and SSR in Haiti", implemented by MINUSTAH and United Nations Institute Research and Training Institute for the Advancement of Women (INSTRAW).

Its initial objective, according to documents in MFA archives, was to increase the security of Haitian women and the democratic governance of the security sector through a gendered process of security sector reform.

INSTRAW is responsible for the implementation of the project, while MINUSTAH / Gender Unit provides logistics support, contact and communication for the 2 national consultants contracted by INSTRAW. These consultants will primarily: conduct a series of studies / research and hold a conference / seminar on results of the research. The revised duration of the project is from May 2008 to March 2009. The 2 consultants are currently finalizing the expected research reports.

4.2.4 MINUSTAH / Gender Unit and CERAC

In July 2005, MINUSTAH established a program titled «Women and Leadership» focusing on the provision of leadership and professional development training for female candidates to be implemented in 2 phases: i) pre-electoral period – training for female candidates and ii) post-electoral period – training for women in politics (elected or not). The latter is the project funded by Norway, with a budget of USD 89,951 over 2 years. Its general objective was to strengthen the capacity of women in politics following the 2005/2006 elections. This project had as specific objectives: i) to build capacity and competency for the future as part of the post-electoral process, ii) to strengthen women's individual and personal growth with the aim of bridging the gap that separates women from men in politics; iii) to develop a

71 Interviews with Françoise Métellus and Nathalie Benzakour-Man 26-03-09.

strong link between women in politics, their constituency and women's organizations involved in the field of women's rights with the aim of strengthening the position of women who are involved in politics.

Its main activities included: i) a need assessment; ii) six training cycles during one year, including group workshops and individual coaching; iii) participants working on individual projects in their constituency, with the support and supervision of an international and a national consultant.

Its beneficiaries were: i) elected women who took part in the previous training (2005), prior to election; ii) elected women who did not take part in the previous training; iii) women who participated in the previous training but were not elected and who want to remain involved in the political process and run for elections in the near future.

4.2.5 MINUSTAH Support to Parliament⁷²

After the 2006 elections, most stakeholders felt that a coordinated effort⁷³ had to be made to assist individual members of the National Assembly, the Senate and other governmental institutions in ensuring that the stalemate between branches of the State did not result in clashes as was the case throughout most of the Second Aristide Government. Two institutions were created. First a Coordination group⁷⁴ with external partners (donors), focal points from Parliament (Assembly and Senate) and technical partners (SUNY-ARD, NDI, and MINUSTAH parliament support office), then a sectoral group with only external and technical partners.

Norway again authorized quick disbursement of USD 119,000 over the 2008-2009 period. This provided MINUSTAH leverage and time to discuss with other potential donors while setting up a team and offices to commence the work.

The project has three components: i) Strengthen the Haitian Parliament legislative capacity; ii) Strengthen the executive-legislative relationship; and iii) Increase the transparency and accountability of the parliamentary work.

Examples of activities include: workshops, preparation of legislative drafts, consultation with interest groups, broadcasting live parliamentary sessions, training of technicians and broadcasting on radio. Two other topics were listed by the coordinator of the secretariat: rehabilitation of building and training of administrative staff.

4.2.6 UNDP: Rule of Law Fund and Community Security

Norway had been approached by UNDP⁷⁵ in 2005 to contribute to a consolidated fund entitled "Community Security in Haiti through strengthening Conflict Management and Small Arms Control (2006-2007)" which did not materialize, as the

⁷² Interviews with Viateur Avyarimana 25-03-09, Ariel Joseph 25-03-09, Fritz Saint-Paul 26-03-09 and Sandra Charles 20-03-09.

⁷³ 2008. Table de coordination - Appui au Parlement. Termes de référence. Port-au-Prince; 2009. Compte-rendu de la conférence des Présidents au Sénat - 12 février 2009. Port-au-Prince: Sénat; MINUSTAH. 2007. Plan de travail de la Section Justice MINUSTAH. Septembre 2007 - Septembre 2009. Port-au-Prince: MINUSTAH; MINUSTAH. 2009. Compte-rendu conférence des Présidents février 2009. Port-au-Prince: MINUSTAH.

⁷⁴ Translation of "Table de coordination"

⁷⁵ Interview with Marla Zapach 27-02-09. See: United Nations Development Programme. 2008. Norway and the Community Security Concept and United Nations Development Programme. 2008. Community Security Project. Proposal for Norway. Port au Prince: UNDP. The revised request: United Nations Development Programme. 2009. Community Security Project Establishment of the National Observatory on Violence. Support to the National Strategy for the Reduction of Violence. Port-au-Prince: UNDP.

Canadian UNDP partner changed its funding rules. A portion of the USD 883,000 allocated (i.e. USD 530,000) was transferred to UNDP but produced no activities. MFA allowed UNDP to reallocate funds for the construction and creation of a national observatory on violence that has yet to be implemented.

The second contribution to the Rule of Law Fund⁷⁶, this time for the Corrections Component, had yet to be disbursed by UNDP at the time of the mission. The USD 824,000 Norwegian contribution, according to UNDP sources⁷⁷, will be used to rehabilitate the prison in Saint-Marc. It will make possible to reinforce security, improve living conditions in prison, improve working conditions for prison personnel, and free space in the Gonaïves Police station which was used as a prison.

All technical documents were ready during the evaluation team's field mission but work had yet to begin.

4.3 Governance through NDI

The MFA 2007 internal strategy document for Haiti questioned the need for further political dialogue meetings, at least of the type organised by ISPOS. It also indicated that MFA wanted to review the Institute's activities. NDI was seen as an acceptable option to push forward MFA's decision to continue supporting governance issues, especially outside Port-au-Prince.

NDI⁷⁸ had never worked with MFA before 2006 and its Strengthening Local Party Structures and Policy Development (funding in 2008 was USD 333,000) was the first project. It was also a project not channelled through LWF or NCA.

NDI and MFA's objectives were to help local party structures understand the code of conduct that ISPOS had managed to negotiate in 2005 with a critical mass of parties. The goal was to work at the department level to reduce violence associated with political activities. NDI has a network of representatives in every department and they instigate discussions with local offices of major political parties.

A code of conduct at the department level was signed in all departments (Haiti's administrative divisions), except the South. Tolerance committees have been created to enforce the code of conduct and encourage political dialogue. A national conference of representatives of these committees was planned for June 2009 with the objective of sending the message to national parties' headquarters that democracy must also develop within the parties themselves. The committees also work with civil society organisations and local authorities.

A second axis of the project concerns parliamentarians and their accountability at the local level. Meetings with the public are organised to discuss the role and responsibilities of elected delegates to the National Assembly. The objective in this case is to strengthen the ties between electors and those elected.

76 Interviews with Alphonse-Deo Nkumzimana, Brice Bussi re, Oumar Dialo 24-03-09 at UNDP 2009. R habilitation de la prison civile de Saint-Marc. Port-au-Prince: PNUD. The first contribution was made in 2001 under the title Contribution to the Rule of Law.

77 The team found USD 643 000 in MFA documentation in Oslo.

78 Interview with Eduardo Colandres 27-03-09. The project is very recent so that the evaluation team was not given any documentation. All information comes from the interview.

Finally, NDI was working on a draft law on political parties as well as participating in the development of the legislative menu. NDI's representative admitted that there was a direct connection between the "Convention des parties politiques" (2005) elaborated by ISPOS with Haitian parties, and the forthcoming law.

4.4 Civil Society Organisations

4.4.1 Lutheran World Federation

Founded in 1947, LWF has been a long-time partner of NCA in many regions⁷⁹, in Haiti and the Dominican Republic since 1985. Involved in development projects in Haiti, it has also taken interest and expressed concern for the "bateyes". LWF-Haiti has re-entered its activities at the national level since 2002, leaving PROCARIBE to tend to the bateyes.

Over the years, the LWF has explored different types of co-operation, ranging from being operational, to being semi-operational, to accompanying project partners in a more disengaged fashion in the programmes supported. In addition to the traditional support from Lutheran churches and their associates, there has been a wide-ranging and impressive diversification of local donors. As the LWF has increased its lobbying activities to achieve wider impact with the work and support to partners engaged in advocating on public policy issues, contact has been maintained with relevant ministries and their staff.

LWF in Haiti has been an intermediary between NCA and local and international non-governmental organisation (NGOs). NCA and LWF⁸⁰ have pursued their collaboration throughout the decade under review, and Norwegian contribution amounted to a total of USD 2.7M for the whole period. LWF considers NCA as a close partner with a willingness to take risks. LWF had ensured administration of NCA planned projects such as the Mouvement des Femmes de Cité Soleil (Cité Soleil's Women Organisation, MOFECS), NCA's support to Parliament, and church dialogue. NCA on the other hand, has continued to offer a contribution of 20% of LWF's core budget needs. Recent changes in its focus have brought issues of civil registration and human rights to the forefront, with sustainable development not far behind. The rise of a legitimate state has made it feasible for LWF, its partners such as NCA, and others to expand its contribution to state building.

4.4.2 MOFECS

The USD 27,500 in 2008 allocated to this very small NGO in Cité Soleil is an attempt to engage with communities that have received little attention, with the exception of the MINUSTAH pacification operation and the bad press for its abysmal levels of violence. The project⁸¹ is an example of capacity building through mentored assistance (Gerrit Desloovere's technical assistance) and service delivery to a target beneficiary population of women. It is also an operationalisation of the NCA stated approach to support grassroots initiatives.

79 Lutheran World Federation. Department for World Service. The Caribbean/Haiti Program. 2002. Country Strategy Outline 2003-2007. Port-au-Prince, LWF.

80 Interview Sylvia Raulo 19-03-09. Lutheran World Federation. Department for World Service. The Caribbean/Haiti Program. 2002. Country Strategy Outline 2003-2007. Port-au-Prince: LWF and 2009. Country Strategy Haiti and the Caribbean Program 2009-2014. Port-au-Prince: LWF.

81 Interview Marie-Guénine Noël and Jean Enock Joseph 24-03-09.

The overall objective is to reintegrate women and girls who have been victims of recent violence in the social life of the community, to strengthen their knowledge of human rights and to strengthen the movement of the women.

The project covers two MFA priorities: intervention in fragile zones and gender focused interventions. As can be seen in the Viva Rio project, demonstrating the peace dividend has become central to the portfolio of Norwegian assistance to Haiti.

4.4.3 Viva Rio in Bel Air

Viva Rio⁸² is a Brazilian NGO that worked in close cooperation with the Brazilian contingent in MINUSTAH – a contingent that had proven to better handle the issue of gang violence than any of the other contingents. NCA had experience from working with Viva Rio in Rio de Janeiro.

Bel Air had been pacified by MINUSTAH in 2005, but then needed support to stabilize the area. With extensive and long-term experience in Brazilian favelas, the organization proposed to implement a comprehensive urban rehabilitation approach in a red-zone neighbourhood of Port-au-Prince (Bel Air). Although still considered by MINUSTAH as a “red-zone” Bel Air was repeatedly described to the evaluation team by all stakeholders (including Viva Rio) closer to what one would expect to find in a green zone.

It is expected at the impact stage, that the Bel Air neighbourhood will have succeeded in making the transition from a peacekeeping environment to a sustainable development dynamic and will serve as an example to other neighbourhoods faced with similar problems. The overall estimated budget of the project, over a 5 year period is of USD 12.5 M, and Norway’s support has been of USD 3.3 M from 2006 to 2008.

The proposed objectives, as stated (and slightly revised) in 2008, are to:

- Base the projects on research both quantitative and qualitative;
- increase the water supply in the neighbourhood;
- involve institutions in the production and management of the new water supply obtained, in partnership with the Haitian State;
- engage women in the management of water, forming a network of women community agents;
- implement a Solid Waste Management (SWM) in Bel Air, linked to City wide programmes;
- engage the local population and entrepreneurship in SWM;
- promote interaction between the security forces in the area (MINUSTAH and Police nationale) and local institutions, on a human security agenda, focused on armed violence reduction and on gender parity issues;
- add value to the local presence of public services of the Haitian State;

⁸² Multiple interviews with Rubem Cesar Fernandes and Daniela Bercovitch. Focus group in Bel Air. See also: Viva Rio. 2006. Honor Respect for Bel Air. Security and Development at Neighborhood Level. Port au Prince: Viva Rio; 2006. Assessment of Conditions for an Integrated Mission in Bel Air, Port au Prince. Port-au-Prince: Viva Rio; 2008. Comprehensive Development in Bel Air, Port-au-Prince. Port-au-Prince: Viva Rio.

- dialogue with and support local cultural events and groups, particularly those led by youth;
- sustain the Peace Accord at the neighbourhood level in Bel Air;
- disseminate results from the rehabilitation process in Bel Air both in other parts of Haiti and internationally.

The project is aimed at the whole population of the area, which is estimated at 90,000 inhabitants. However, women, children and youth are especially prioritized. Youth are considered strategic for entering the neighborhood and gaining recognition there.

Differently from other donors, such as CIDA or BID, and interestingly for Viva Rio, Norway has not earmarked its support to specific components, but rather proposed to have a more comprehensive “programme support approach” to its various components⁸³.

It should be noted that the Norwegian support helped Viva Rio in convincing other donors to contribute to the funding of the project. Amongst others, CIDA has recently approved a budget of CAD 4.5M over a 3 year period to support some of its specific components.

4.4.4 Assistance to Haitian Migrants: FONJAFE and GARR

FONJAFE has received funds from MFA through NCA since 1988 to support repatriated persons and their families from Dominican Republic, United States, Canada and French Antilles and help them reintegrate their community. Three regional offices have been managed in three departments (West, Centre and South) to receive temporarily repatriated persons and their families.

The general objective was to offer first line help to Haitians that had been deported and needed help to return to their communities with their families. FONJAFE would then receive them properly and give them medical aid, clothes and food, give educational support and scholarships to some children, provide training to some of the beneficiaries and help some of them finance small projects, and provide training and education on the theme of HIV/SIDA (mostly with funds from Global Fund). Reception of the beneficiaries would include: distribution of food and clothes; health care and consultation; educational trainings and scholarships and finance for some small projects.

In the table found in Annex 3, the amount received by FONJAFE was USD 2,207,355, to accommodate almost 20,000 persons.

Another MFA/NCA funded organisation also cares for migrants however with significantly different modalities; GARR⁸⁴ is a group of associations (8 Haitian organisations and one international) working to defend human rights. GARR came together in 1998 when there was a notable increase in deportations from neighbouring

⁸³ These included: Research; water supply; rainwater harvesting, ground water; solid waste management; gender, health and rights; children; youth and peace: i) in schools; ii) peace accord in Bel Air; iii) sports and citizenship; community leaders; communications; technical assistance; monitoring, evaluation and general coordination.

⁸⁴ Interview with Colette Lespinasse and Serge Lamothe 21-03-09.

countries under degrading conditions. The association works closely with human rights organizations and associations of Haitians in the Dominican Republic.

GARR has an office in Port-au-Prince but also in three of the four border departments. Its objectives are to witness how deportations are conducted; assist repatriated persons and offer legal and financial help; lobby authorities to change the way deportations are executed and advise decision-makers to include this issue in their political agenda. GARR's executive secretary participated in the bilateral dialogue process in Norway, Dominican Republic and Haiti.

GARR was given USD 52,308 to build a centre for repatriated people in Balladères (Department of Centre) in 2007. In 2008 USD 89,000 was allocated for what was a project on awareness raising regarding the risks of illegal migration and trafficking. This was combined with support to repatriated women in the form of capacity building to improve their living conditions and reduce the need to migrate again. Beneficiaries are the repatriated themselves but also decision-makers who are kept informed and alerted about the negative impact of these decisions on individuals and on society as a whole.

4.5 Research Activities

4.5.1 Fafo

The themes for the 2009 survey – ongoing during the team's mission – are centred on youth as stipulated in the 2007 Strategy, with emphasis on education, youth and migration, and youth and armed groups. A total of 2040 households are targeted in 120 nationally distributed sampling clusters. The questionnaires (individual and household) cover all pertinent topics on the chosen themes. UNDP is planning to use the data to inform its next Human Development Report in Haiti on youth in the country⁸⁵ so visibility should not be an issue.

The most significant organizational difference in the 2009 Haiti Youth Survey from its predecessor is the institutional make-up: the national statistics institute (IHSI) is not involved directly in the field implementation and there has been limited capacity building of this national institution⁸⁶. Explanations by the field operations manager exemplify obstacles to long-term, effective collaboration with government institutions in fragile states where governance and the management of power interfere with transparent decision processes. Quite simply when asked to participate, IHSI management never answered the invitation but IHSI indirectly provided individual experts and technical tools (sampling frame) during the preparation phase through an agreement with Institut Haïtien de l'Enfance (IHE).

⁸⁵ Interview Anne-Marie Clukers 27-03-09.

⁸⁶ The contracted organization is Institut Haïtien de l'Enfance (IHE), a much respected international NGO, which has been involved in all Demographic and Health Surveys operations since their inception after the embargo. See: Institut Haïtien de l'enfance and Macro International. 1995. *Enquête mortalité, morbidité et utilisation des services (EMMUS-II) 1994/95*; 1995. *Enquête mortalité, morbidité et utilisation des services (EMMUS-II) 1994/95. Rapport de synthèse*; 2002. *Enquête mortalité, morbidité et utilisation des services EMMUS-III. 2000*. Calverton: Macro International.

4.5.2 PRIO

In 2006, PRIO had been requested to collect and analyse data on political culture and the recent elections in Haiti. A report was produced⁸⁷ but was never widely circulated but it did bring together pertinent information for MFA staff and may have informed discussions during preparations for the MFA 2007 internal strategy document for Haiti.

Support to university and research became the starting-point for the 2007 set of complementary research studies on Conflict Prevention in a DDR Context in Haiti.

During the field mission, the team of W. Hauge, R. Doucet and A. Gilles had completed and published or were preparing reports for publication on conflict prevention and violence in Haiti⁸⁸. Using their different skills, the studies offered qualitative and quantitative perspectives on the subject.

A book by Prof. A. Gilles⁸⁹ constitutes the first part of this MFA-funded research. The main data collection tool was a survey administered to 1018 carefully sampled respondents in Gonaïves, Saint-Marc and La Chapelle (Artibonite Department). From a qualitative perspective, R. Doucet and W. Hauge examined the conditions of urbanized but marginalized communities in Port-au-Prince. The qualitative survey tools for data collection included: documentation review, focus groups, direct passive observation, individual interviews, and oral narratives. Four hundred (400) people including 160 women participated in the focus groups and interviews. Data were analysed using content analysis techniques.

During the field meeting March 19, 2009 with the PRIO team it was agreed that the main challenge faced by that team, which they have since begun to address as documents received after this meeting show, is to develop a dissemination strategy to encourage appropriation by all international and national stakeholders comparable but not identical to Fafo's strategy for the results of the first household survey.⁹⁰

87 Doucet, R. and Hauge, W. 2006. *Political Parties, Social Mobilization and Political Culture in Haiti*. Oslo: PRIO. Budget allocated was USD 181 000.

88 Group interview of W. Hauge, R. Doucet, and A. Gilles 19-03-09. See: Gilles, A. 2007. *Les conflits dans les communautés en Haïti. Perspectives pour une stratégie nationale de résolution de conflits*; Gilles, A. 2008. *État, conflit et violence en Haïti*. Port-au-Prince: CEDCS; Hauge, W., Doucet, R., and Gilles, A. 2007. *Interim Report. Conflict Prevention in a DDR Context in Haiti*. Oslo: PRIO; Hauge, W. and Charlier Doucet, R. 2008. "Nous sommes des gens de bien". *Étude exploratoire sur la violence et les modèles endogènes de conflits dans quatre quartiers défavorisés de Port-au-Prince et ses environs*. Port-au-Prince: PRIO; Hauge, W., Gilles, A., and Doucet, R. 2008. *Conflict Prevention in a DDR Context in Haiti. A Report to the Norwegian Ministry of Foreign Affairs*. Oslo: PRIO.

89 Gilles, A. 2008. *État, conflit et violence en Haïti*. Port-au-Prince: CEDCS.

90 Comments from PRIO, dated 27 September 09: "The evaluation report may give the impression that the results and the publications of the project hardly have been disseminated at all. This is wrong. A list of recipients of this report reveals that no less than 146 persons and organizations in the local communities – including community leaders, participants of the project, youth organizations, cultural organizations, sports clubs, development organizations – and in particular women's groups; have received the popularized version."

5. Evaluation of Results Achieved in Key Components

From the information provided in the previous two chapters, it is possible to begin identifying results achieved by Norwegian funded projects. The team adopted definitions from the well-established OECD Glossary⁹¹ completed with the OECD Guidance⁹². For this analysis, relevance covers not only the central issue of the consistency to national and global priorities at a given moment, but the changing nature of these priorities in the very fluid context of Haiti from 1998 to 2008. The measure of effective achievement of stated objectives was made difficult by the weakness of the monitoring and lessons learning systems but information was nevertheless gathered through extensive interviewing. Efficiency in conversion of resources into results may have been a major focus of all funded projects but the pitfalls of the financial reporting system created a major challenge to the evaluation team. Any definite assessment of the continued benefits of interventions after the completion of projects, especially projects after 2004, would be premature as most are still ongoing, preliminary observations are nonetheless offered as a first step. Projects included in the evaluation were analyzed according to their potential to aggravate grievances, increase tension and vulnerabilities, or foster conflict conditions. Finally questions were asked and documents identified that helped assess how Norwegian projects linked with other interventions and enhanced coordination amongst development partners.

5.1 Relevance

Conditions in Haiti at the time of the 1998 decision to offer support in Haiti determined that there was a need for a new set of rules for political engagement through dialogue. IPA's attempt, though too short lived according to the project manager⁹³ at the time, and the subsequent LWF driven creation of ISPOS as a relay option, were solutions adapted to these conditions.

This is especially true both at inception and as projects matured. IPA's analysis was examined and adopted because Norwegian stakeholders had no complete conflict analysis of their own to help determine components of its interventions. A similar statement can be made for the first years of ISPOS. ISPOS reports claimed actions were planned in consultation with partners and in response to the needs of Haitian society. The institute's programmes of action for 2000-2001 and 2002 featured situation analyses and ISPOS activity reports showed the institute had made

91 OECD. Development Assistance Committee. Working Party on Aid and Evaluation. 2002. *Glossaire des principaux termes relatifs à l'évaluation et la gestion axée sur les résultats. Glossary of Evaluation and Results Based Management Terms*. Paris: OECD.

92 OECD. 2008. Op. cit.

93 Interview C. Kumar, op. cit.

several key decisions regarding its activities based upon these situation assessments.

The picture Norway could draw of the general conditions in Haiti was indeed sketchy with the exception of one sector where it had directly been made aware of injustices years before the 1997-98 decisions. This sector concerned the conditions of Haitian workers in the Dominican Republic and the correlated issue of bilateral dialogue and support to CSOs active in the sector of assistance to repatriated migrants. With no strategic policy framework developed for the Norwegian engagement in the bilateral dialogue until late in the period, objectives were loosely formulated in different documents. The general aim in the beginning was to enable representatives of civil society on Hispaniola Island to foster solidarity and reconciliation between the two groups on the agenda. It was thought that antagonisms would be less in civil society than in other sectors and one would therefore see results faster. The civil society representatives were also thought to be able to access both grassroots and the political sphere with follow-up activities. Through support to the dialogue process, MFA and NCA wished to establish concrete activities that might lead to cooperation and constructive collaboration between the two countries. Recent events such as the rise of xenophobic sentiment in the Dominican Republic – would warrant a more active role for Norway as well as a greater interest from its MFA.

As the MFA/NCA team became more and more involved with the different interventions they were funding, information reached them offering them opportunities to broaden their fields of action. In many instances the evaluation team discovered events that demonstrated the attentive Norwegian examination of these opportunities. While engaged in the political dialogue, Fafo management was told by opposition leaders that they were ill prepared to meet the challenges of the 2000 elections for lack of objective knowledge about conditions in Haiti.⁹⁴ From these remarks emerged the importance of the Living Conditions Survey whose relevance cannot be overstated. Prior to the Living Conditions Survey an important dearth of statistical information existed. The survey allowed for more analyses⁹⁵ on levels of poverty⁹⁶, the monitoring of the Millennium Development Goals (MDG) and the writing of the national strategic plan for the reduction of poverty⁹⁷. The second element in this assessment of relevance relates to the choice of mobilizing the national statistical office (IHSI). The context has changed for the 2009 Living Conditions survey although the choice of theme will be embraced by multilateral agencies. Dubious management choices at IHSI prevented Fafo from going through the Government system. This case in point illustrates the serious effects of weak governance in fragile societies.

The PRIO studies (qualitative and quantitative) came after the 2004 violent upsurge, the widespread kidnappings that followed it, and a cycle of violent acts against Haitians in the Dominican Republic that were at first random but then became

94 Interview with Jon Hanssen-Bauer, *op. cit.*

95 Email Roland Altidore, *op. cit.*

96 Pedersen J, and Lockwood K. 2002. Determination of a Poverty Line for Haiti. Oslo: Fafo.

97 République d'Haïti. 2007. Pour réussir le saut qualitatif. Document de stratégie nationale pour la croissance et la réduction de la pauvreté DSNCRP (2008-2010). Port-au-Prince: MPCE.

increasingly systematic. Questions had to be formulated and answers documented about the nature of conflict and the mechanisms for community conflict resolution. The results will no doubt be of interest to national and international stakeholders, such as communities and groups in Haiti, MINUSTAH and Viva Rio. They shed light on perceptions of intervention forces by Haitians and their feelings of injustice for differential treatment of communities with/without widespread violence.

The UN-OCHA 3R Mechanism with its two funds and subsequent sub-projects, are in direct line with humanitarian aid, in a post natural disaster context. On the other hand, the «reconciliation» dimension does not seem to be clearly emphasised within the sub-projects under the RRF. However, considering the extreme fragile and volatile context of Haiti, and its recent conflict situation, such humanitarian actions, combined with the RRF activities in the fields of socio-economic recovery, can certainly contribute to prevent further violent conflicts from breaking out, and help to sustain the peacebuilding efforts.

In line with the choice of working more with the UN system, the UNIFEM project «Voice, Influence, Justice, Security: Meeting the Strategic Needs of Haitian Women» is coherent with Norway's priorities to mainstream a gender perspective into all processes and at every level in conflict prevention and peace-promoting efforts⁹⁸. The project is based on the assertion that the inclusion of women's perspectives and influence is a prerequisite to sustainable state and political stabilization in Haiti. Moreover, working to end impunity for violations of women's security rights is a crucial component of rule of law and state accountability. Finally, working on the issue of violence against women in Haiti is crucial to sustainable peace and reconciliation.

MINUSTAH / Gender Unit project "Coaching in Women and Leadership" - Very few women in Haiti previously participated in politics, hence there are few models, a lack of experience and expertise for women in that sector. Moreover, the few women who have gained positions of power have often suffered humiliation and criticism. In this perspective, such a project is highly relevant to the Haitian context. On the other hand, democracy building and democratization processes constitute an integral part of a sustainable peace process, and are so recognized in Norway's Strategic Framework related to peacebuilding. Mainstreaming a gender perspective is also part of Norway's priority in that field. This project hence presents a clear coherence with Norway's strategic framework with regards to peacebuilding.

This project was preceded by a study of women's needs actually in politics. One of the conclusions of this study was that women needed some basics, but as well a «tailor made» training, with an individual perspective, each having different backgrounds, political environment and experience. The individual coaching approach, co-existing with the group workshops, has been defined exactly to meet those needs and has proven, according to testimonies, the appropriate choice.

98 Norwegian Ministry of Foreign Affairs. Utenriksdepartementet. 2004. Peacebuilding - a Development Perspective. Oslo: Utenriksdepartementet. Section 6.2.

The Viva Rio project, by addressing the dimensions of security and social and economic development in a fragile community, is again in close coherence with Norway's strategy for peacebuilding. It deals with security aspects, as well as complements actions related to the control of small arms and light weapons, reconciliation processes, human basic rights, civil society, social development (health and education), and economic development. The project also seeks to mainstream a gender perspective into all processes and activities. Choosing an experienced partner with an innovative approach contributed to the reconciliation process in the Haitian context. Viva Rio had enhanced the existing capacities and the cultural assets of the community and of its people. Using creative methods, it has also linked the various stakeholders, including the security forces, to work towards development.

However, it should be noted that some people from another very poor neighborhood of Port-au-Prince (Martissan) were wondering if only violent areas of Port-au-Prince were allowed support from international organizations, seeing this more or less as a premium to violence. "Should not we also get support for being good citizens?" If not addressed as such, this questioning could lead to violent comportments in other neighboring poor areas.

5.2 Effectiveness

It may seem incongruous to examine what were clearly mostly projects targeting objectives in the political realm. Indeed, the evaluation team was met with some resistance during interviews with informants who were surprised that questions concerning the achievement of results should be raised. At the outset, it was clear to the team that achieving *political* goals of enhancing dialogue in a country imprisoned in a stalemate of political feuding required result-oriented interventions in this sector in order to help minimize the risks of a spiral downfall into violent conflict. Haiti had never been a priority country and therefore had never been the beneficiary of Norad programmes nor had it benefited from a structured programmatic approach before the MFA 2007 internal strategy document for Haiti. "Development" was therefore probably not the main focus of Norwegian interventions. The Norwegian Government neither had the infrastructure (embassy or programme support office), nor the basic knowledge brought by an in-house produced conflict analysis.

Nevertheless the evaluation team felt it was justified in adopting a results-based approach for projects in the first period (1998-2004) because most had been completed and could potentially have yielded results. Furthermore, important funds had been invested in institutions⁹⁹, such as ISPOS, which were viewed even at the outset as permanent agencies for dialogue and training that could be transferred to the State, if political will existed. The most significant constraint to a results-oriented evaluation of Norwegian projects throughout the period was the one-year contractual agreements which were countered by renewals, under many different names in some cases, to render some projects (again ISPOS comes to mind) very close to multi-year projects. These conditions made for a very complex analytical process.

99 A similar case could be made for civil society organizations such as Fonjefe or LWF-Haiti, or finally IHSI which was already a national agency.

Results of the Norwegian MFA-NCA team on Haiti were achieved through multiple mechanisms. A flexible approach offered time (ex. Fafo's living conditions survey) and resources (ex. ISPOS even after the Swedish church pulled out) for agencies a chance to complete their cycle. A greater tolerance was demonstrated to risk allowing them to respond to requests others would not respond to or could not respond to as quickly. The risk tolerance was knowingly assumed as part of the Norwegian approach and the combination of flexibility and risk tolerance was made possible by the fact that Norway did not during these years (1) require much documentation for justification of the activity and (2) develop in-depth risk analysis techniques for projects in Haiti, where they also have no full-fledged conflict analysis to contextualize risk management. A unique team constellation with close cooperation between MFA and a Norwegian NGO as back stoppers and advisors for the main Haitian counterparts, ensuring Haitian ownership of the process. Stability of personnel with continuity and dedication to follow the political game in Haiti during the entire period of seven years was also part of the system. The MFA/NCA team had enough resources and political support to build knowledge, trust and personal networks so that all stakeholders (dividers as well as connectors) of the process were brought on board¹⁰⁰.

Results of the initial political dialogue lead by IPA must be examined through double lenses. Solely as a result of dialogue processes, IPA and its partners validated their assumptions. Meetings held in different contexts outside Haiti at the outset, media coverage, and training in establishing and developing dialogue techniques all combined to reduce tensions and alleviate the political stalemate. The major recognized weakness was an ambivalent position by Fanmi Lavallas who did not want to send an official participant but agreed to have an observer. But also from the Norwegian political analysis side, MFA/Fafo involvement in the dialogue yielded many results in terms of positioning, access to information about Haiti and its political scene and players, and tools or networks to build a solid foundation for future interventions. One could rightly state that results from the involvement in the dialogue through IPA produced a multiplying effect through the fallouts (Living conditions survey, ISPOS, bilateral dialogue, etc.)

Apart from the general objective of "providing space for dialogue", MFA and NCA did not establish clear medium-to-long term objectives for the support of a process of bilateral rapprochement; neither did the local partners. The outputs¹⁰¹ of the process were the declarations of the meetings in Oslo and the various seminars and media coverage for public information dissemination about the declarations. There has been no systematic monitoring of outcomes to determine whether the declarations and awareness-raising campaigns have led to any concrete action taken by decision makers or civil society organisations.

100 Though this terminology was not in use at the time, the analysis and approach by the MFA/NCA Haiti team during the 1998-2004 period was always addressing the issue of how results could only be achieved if all stakeholders were included in and felt ownership of the process

101 OECD/DAC glossary: "The products, capital goods and services which result from a development intervention; may also include changes resulting from the intervention which are relevant to the achievement of outcomes." OECD, Development Assistance Committee. Working Party on Aid and Evaluation. 2002. *Glossaire des principaux termes relatifs à l'évaluation et la gestion axée sur les résultats. Glossary of Evaluation and Results Based Management Terms*. Paris: OECD: p. 28.

ISPOS was not very skilled in reporting on results, especially during the first phase. Programme planning lacks performance indicators, which are instead unevenly presented in activity reports. Activity reports in turn consist mainly of lists of actions taken and do not provide clear indications as to the achievement of results. Activity reports provide incomplete results analyses at the output level, and do not address outcomes or impacts.

Nevertheless, various documents (MFA strategic documents 1997-2006, 2002 NCA evaluation) and informants for this evaluation insist on ISPOS' wide and probably unparalleled credibility and its access to key groups in the Government, including those at the highest level, and the opposition, popular organisations, churches and other segments of civil society. The Norwegian MFA's continued support to ISPOS through NCA after relations were interrupted with CSA and LWF in July 2001, allowed for ISPOS' very existence, as the MFA became its sole source of funding. Given the results achieved by ISPOS in terms of training and political dialogue, the Norwegian assistance has achieved significant outputs for beneficiaries, partners and institutions by improving the quantity and quality of training received by civil society, political parties and grassroots organisations, and by enhancing political dialogue¹⁰².

Civil society organizations (CSO), though constrained by the yearly obligation to submit a request, did manage to achieve their stated results.

The Living Conditions Survey's effectiveness is multi-dimensional. If one makes an exception for the notion of timeliness¹⁰³, the project did achieve all of its stated objectives of producing data in the context of an acute dearth of reliable statistics, and enhanced IHSI's credibility as a partner. Results and analyses were eventually produced although they did require a massive amount of additional technical assistance from two sources (Fafo and UNDP). This project illustrates the advantage of a proximity monitoring system as UNDP had agreed to allocate resources to that function. The Living Conditions Survey was not limited to the traditional research sector. It was brought much further through a proactive presentation campaign to line ministries and other stakeholders. This campaign then broadened the impact it had on knowledge production, technical transfer, and ownership. Finally one could make a credible case that the time spent ensuring the technical robustness of the survey¹⁰⁴ was regained by the quick transfer schedule into important policy documents.

After 2004 Norway's MFA demonstrated effective deployment, through ISPOS, in preparation for elections with the signing of historically significant documents (Code of Conduct) and training of electoral agents. PRIO's study¹⁰⁵, though not widely circulated yet, offered some stakeholders a timely analysis of how Haitians perceived elected members of the Houses and the election process itself.

102 With ISPOS' demise and literal disappearance at the time of the field mission it has been difficult to measure its results at another level than the "qualitative" consensus among all informants that ISPOS was the most innovative and open dialogue structure in the Haitian political and training landscape.

103 Opposition parties were being unrealistic if they expected results to use in their 2000 campaign from a national survey begun in 1999.

104 This is certainly not the case for the latest population census in Haiti of January 2003, as the data has been widely contested and sectoral indicators have been very difficult to build using its results.

105 Doucet, R., and Hauge, W. 2006. Op. cit.

Programming modifications occurred after 2006 and the catalyst was the existence of a legitimate and recognized Government. The statements produced in 2007 brought major changes in programming. A parallel process at MFA introduced new expertise with the departure of those that had been so influential from 1998 onward. In terms of evaluation, **processes** must be the focus, as **results** for most initiatives have not yet materialized since 2007.

The implementation balance sheet of UN system funded projects is very mixed. OCHA's 3R mechanism and UNIFEM projects demonstrated a capacity to deploy quick and targeted solutions. Support to Parliament was launched through MFA's quick disbursement procedure and secured a smooth transition to financial stability with other funders also joining. At present, the slim results have more to do with weak governance traditions than with ineffective implementation. Other components of the UN-MFA sub-portfolio have been less than successful: UNDP's Community Security, its Rule of Law/Corrections Components, or INSTRAW's studies all have yet to produce anything with time periods of funds allocation ranging from 1 to 3 years.

UNIFEM, through its project «Voice, Influence, Justice, Security: Meeting the Strategic Needs of Haitian Women» has managed to deliver results (outputs), mostly at the institutional level for this first year of implementation. The development of an institutionalized cooperation framework with the Ministry of Women's Affairs and Women's Rights will further consolidate gender mainstreaming and gender responsive governance. The project has brought improved knowledge of gender equality financing in country and increasing the Government of Haiti buy-in on the need to scale up opportunities for gender equality financing as well as improving indicators to monitor the impact of development financing on gender equality. It has consolidated existing in country coordination mechanisms, facilitating greater coherence and concerted action amongst government and international partners. It enhanced identification of capacity gaps and areas of interest towards capacity building related notably to gender responsive budgeting and gender analysis within government and civil society. Finally, it has brought increased consensus amongst main concerned actors on the priorities towards increasing women's political participation in upcoming election processes.

These first results are well in accordance with the expectations, and they set the grounds for an adequate delivery of the expected results at the end of this three-year project. Moreover, the strengthening of UNIFEM's technical and institutional presence on the Haiti UN country team, has been significantly facilitated by the support from Norway and UNIFEM's enhanced technical capacity in Haiti contributed to i) leveraged support for sustained work on women's economic security and rights through a new project scheduled to roll out in late 2008; and ii) increased recognition of the added value of UNIFEM presence and increased demand, from national state and non state partners as well as other international donors and technical partners.

The MINUSTAH / Gender Unit project «Coaching in «Women and Leadership» for women in politics» has demonstrated overall a quite good performance. Although it is not possible to assess this performance at a quantitative level, as no quantitative

targets were set prior to project, the testimonies of the participants expressed in the book «A City in the Sand»¹⁰⁶ as well as the assessment of the coach and of one participant interviewed are all very positive on results achieved by this project, in terms of building capacity and confidence of women in politics. Among changes noticed by participants and by the coaching team, are the following: gains in self assurance, much more confidence in expressing themselves in public, a new understanding of their strength and awareness of their weaknesses, to acquisition of tools to transform those weaknesses in strengths, a better understanding of how politics and electoral campaigns work. Moreover, according to the coach, all 18 participants that finished the training have indicated their intention to be candidates in the next future electoral processes (legislative, senatorial, municipal levels).

Disbursement figures in Annex 3 indicate that MFA wanted to shift to services better offered by NDI. This International Non Governmental Organisation (INGO) demonstrated noteworthy initiative in bringing in the regional discussions about Haitian institutions, the role of elected persons, and about ways of reducing the use of violence in the political realm. These were interventions which ISPOS had planned but had been less successful in implementing¹⁰⁷ with the exception of election operations.

On the overall, Viva Rio has demonstrated a good performance in delivering the expected outputs for its first two years of implementation, especially considering the scope of the project and its inherent risks in such a troubled and difficult area. Apart in the SWM component, where the project has encountered some delays, results (outputs) were achieved in all components and at different levels.

At the community level, with effects on individuals, research and/or base line studies were completed in the areas of water supply and consumption, ethnographic study of the local market of water supply & costs, impact of armed violence against children in Haiti, health and living conditions of children and teenagers in schools of Bel Air. A baseline study on solid waste disposal in the community is on-going. Approximately 17,000 people now have gained access to potable water, from rain harvesting. Six new water kiosks are in place to deliver potable water at cheaper costs for the population. A Women Community Network (WCN) is in place, with health human resources at its disposal. This WCN provides health orientation and support health campaigns at the community and schools levels, and enhances women's leadership in Bel Air. A peace accord has been signed and respected between gangs of the area. Leadership training has been provided to ex «gang leaders», now acting as community leaders. School children and youth are involved in improving environment (waste management and tree planting). Youth are involved in cultural activities, peace celebrations and AIDS prevention. Scholarships have been granted to more than 300 youths / children. A sport and art center is being built, which will also serve as the project office premises.

¹⁰⁶ Published with Norway's support.

¹⁰⁷ During the interview with Garaudy Laguerre 18-03-09, confirmed by Eduardo Colindres 27-03-09, Mr. Laguerre made the point that NDI had discussed with him the option of doing collaborative work, but that he had refused.

At the institutional level, an advisory committee for the project is put in place, involving various actors. A large media covering occurred on the various activities of the project, and a website of the project is in place.

Already and overall, with the contribution of the MINUSTAH and the Police Nationale Haïtienne (PNH) specific components in the project (not included in the actual NCA support), but moreover with its approach based on culture, communication and quick response to some basic needs, as well as with a close involvement of the target population, the Viva Rio project has, as far as now, succeeded in bringing and maintaining peace and security in a neighborhood that had been highly violent and out of reach for more than the two years before the implementation of the project. However still fragile and needing consolidation, these results augur well for the future.

5.3 Efficiency

The complexity of the financial reporting made it quite challenging to implement measures of efficiency without a large investment in time and resources (see section 1.3). Establishing a relatively coherent but simple disbursement table has been a perilous endeavour (Table in Annex 3).

Nevertheless, to compensate for a complex and fragmented financial reporting system at the central level, field controls conducted on missions and annual audits at the end of yearly agreements were good means to ensure relatively cost efficient interventions. The system – as illustrated in the second phase with the debates surrounding the costs of ISPOS' meetings – was not fool-proof. With the notable exceptions of the Fafò's Living Conditions Survey, which benefited from an agreement with UNDP to play the role of proxy controller, and the LWF funded or controlled projects which had to abide to strict international LWF guidelines, all other projects were left without proximity financial validation schemes. The now considerable literature on fragile states often assesses the negative impacts of weak governance to be high levels of corruption¹⁰⁸. Effects of all these conditions are not only felt at the macro level but trickle right down to the project level. Proximity control and comparative cost analysis can limit these conditions, to a certain extent.

Each important component of the portfolio could be assessed for its efficiency, but the evaluation team had to adopt a very pragmatic approach.

Given the results, both internal to Haitian political life and external to MFA's capacity to improve and solidify its interventions, Norwegian contribution to the first IPA political dialogue can safely be deemed highly cost efficient. IPA's quick retreat could only be compensated by MFA's decision to continue support later through ISPOS and support to national exchanges between large meetings.

108 In 2004, development partners in their interim cooperation framework comprising United Nations, World Bank, European Commission, and Inter-American Development Bank recognized the situation: "Furthermore, internal constraints are also numerous. The preceding governments lacked the political will and the means to make the necessary changes in key areas, particularly justice, the police, administrative reform and decentralization. Weaknesses in respect for the law and basic liberties have led to corruption, insecurity and impunity and have discouraged productive investments by the private sector, and more largely the mobilization of all actors. The characteristics of strong polarization and dissension within the Haitian structure have also prevented even minimum consensus." Interim Cooperation Framework, 2004-2006. Summary Report. Port-au-Prince: UNDP, 2004, page 6

As for the bilateral dialogue the following question can be raised: Was it worthwhile to host three meetings in Oslo? MFA / NCA determined that it would not have been possible for such a group of Civil Society representatives to meet and commit to dialogue if the venue had been in Haiti or in the Dominican Republic and this has been confirmed in interviews. The prejudices and hostility were too dominant in public debate. It was useful to meet on neutral ground, far away from Hispaniola.

Another related question is the trade-off between efficiency and sustainability. In the OECD Principles for Good International Engagement in Fragile States and Situations¹⁰⁹, one of the ten principles is to “Act fast...but stay engaged long enough to give success a chance”. While this is a principle that by and large characterizes Norwegian intervention in Haiti, it was not adhered to while supporting Civil Society Bilateral Dialogue. The context for the intervention did not require particularly rapid action. There could have been room for better planning, monitoring and potential redesign of the intervention to maximize the outcomes of the talks in Oslo.

Existing documentation gives diverging accounts about ISPOS efficiency. The NCA 2002 evaluation points out that ISPOS had developed an effective structure, with lean, dynamic and gender-balanced management, in relation to objectives and strategies. ISPOS’ autonomy was compatible with good accountability. Satisfactory annual audits were carried out between 1998 and 2008, and the budget was spent according to plans. While seeking to maintain high standards in the level and quality of activities including the forums, ISPOS had endeavoured to keep costs low early on during its short history. However the increasingly uncomfortable reactions from NCA/MFA to later workshops in the post 2004 period were the stated reasons for the special audit project (Annex 6).

Ultimately the issue of ISPOS’ cost efficiency must be placed in a historical narrative. The transfer of responsibility from LWF to NCA early in its development created space for a greater autonomous mode of decision-making in the context of distance management¹¹⁰. As in so many developing countries and fragile countries in particular, the existence of a legal/institutional framework for management (i.e. advisory councils and other bodies) does little to preclude the rise of patrimonial power and arbitrary decisions. Information gathered during the desk review and the field mission led the evaluation team to believe that ISPOS may have been subjected to a declining cost-efficiency ratio in its 10 year life span. Rising costs in relation to results which may not have demonstrated the same relevance or necessity as perceived jointly by national authorities and MFA decision-makers.

The Living Conditions Survey cannot and must not be assessed using stringent efficiency analysis tools because the evaluation team would then have to side with all development partners at the time of the first survey who repeatedly suggested Fafo hire a non-public institution to implement the survey. All Norwegian and non-Norwegian parties agreed at the outset that it would have been much more

109 OECD. 2007. Principles for Good International Engagement in Fragile States & Situations. Paris: OECD.

110 As opposed to proximity management where the funder has a logistics unit or a management agreement partner to control disbursement schedules, distance management entails no structure to implement these controls and agreement partners compensate by periodic visits.

cost-effective to contract out the survey to a reliable non-public agency than to work through IHSI. Nevertheless, the decision was made to invest resources and time to achieve the non-budgetary objectives of:

- Enhancing IHSI's capabilities;
- Accelerating national ownership;
- Engaging in capacity-building of national expertise;
- Benefiting from the statistical office's imprimatur;
- Deepening MFA's partnership with a UN agency.

This choice came at a cost but it was made through a transparent discussion between the funder and the agreement partner.

Recent versions of the MFA portfolio (post 2004) **cannot** be submitted to any efficiency analysis, even impressionistic, as projects are still maturing. Nevertheless, delayed UN projects after 2007 will require that future evaluators factor in the comparative advantage of choosing other more effective and efficient options which would not have blocked much needed funds.

5.4 Sustainability

Norway's entry point in peacebuilding in Haiti was clustered around attempts at opening new means and tools of political dialogue. Once the central obstacle of parties' lack of willingness to engage in this dialogue had been overcome, with the notable exception of Lavalas at the outset, the second hurdle was to offer willing participants tools to better engage in dialogue processes. Partners, such as Centre d'Études et de Coopération Internationale (CECI)¹¹¹, offered workshops and mentored groups in this field. Finally after the forfeit of IPA, ISPOS became a prominent focal point for opposing views to exchange in a "freedom of speech arena"¹¹² unique in Haiti. There was thus continuity of actions from very basic approaches to more complex knowledge and technical transfer through ISPOS' curriculum.

Nevertheless, the question of sustainability deserves to be addressed since MFA did not only engage in the political process *per se*, but established a new institute as an instrument for the process. In addition, some of the outputs (such as the parties' pre-election declarations or code of conduct) of the dialogue processes were of such a nature that they would require close follow-up if further results at the outcome level (such as sustained positive changes in electoral processes and practices) were to be attained. An example is the declarations of the bilateral dialogue meetings held in Oslo. The question this evaluation raises is whether these interventions were planned to be sustainable or not. Different factors point to a negative answer among them Haiti never was and will probably never be on Norway's list of priority countries; the priority of MFA during this period was clearly one of political process and short term gains in the volatile political landscape;¹¹³ the implementation protocol typical of humanitarian and peace and reconciliation interventions allowed only for yearly agreements which have had negative effects on how national and Norwegian agreement partners have perceived these projects.

111 Interview with Thérèse Bouchard, *op. cit.*

112 Translation of: *Espace de liberté d'expression*. General consensus of ISPOS students during the focus group meeting 25-03-09.

113 Though the MFA/NCA Haiti team was stable and dedicated with the necessary political support, it was "working alone" on the Norwegian side. There was no wider working group in MFA and no cooperation with Norad during the entire period between 1998 and 2008, which is also the case for several other countries where MFA is involved in peacebuilding.

Management techniques of all aspects¹¹⁴ for yearly projects are quite different from those of multi-year projects and annual renewals have no significant effect on management techniques that remain constrained by the 12-month period.

A common view¹¹⁵ of the bilateral dialogue is that it is different from other types of development cooperation and that it is not possible to establish a strategy or clear objectives at the outset. The argument is also that it is the dialogue partners who must agree on the content and direction of the dialogue if ownership and sustainability are to be ensured. While it is true that the donor should not determine the objectives concerning the content of the talks, it is not true that objectives cannot be established for the process to ensure follow-up and sustainability of the results achieved in the dialogue. By discussing expected outcomes at an early stage, the dialogue may be more targeted towards realistic and achievable recommendations.

In the field of statistics, the data collected is never sustainable. Human resources capable of gathering such data in a reliable manner, however, should emerge from these operations. All information indicates that the agreement partner (Fafo) did everything it could to mentor IHSI, implement on-the-job training, and re-establish the Institute as a credible agency in the Haitian administrative landscape. The Living Conditions Survey ensured visibility through all line ministries and the data was used and quoted frequently. The conclusion of this operation offers less reason to be optimistic: the on-going living conditions survey will be carried out by a very reputable non-governmental agency outside the national administration for reasons not related to Fafo choices but weak governance of the solicited national institution.

The UNIFEM project «Voice, Influence, Justice, Security: Meeting the Strategic Needs of Haitian Women» includes various factors conducive to sustainability of results, of which we can mention the close collaboration of the Ministry of Women's Affairs and Women's Rights and of various Haitian NGOs in the design and planning of the project. Both are also closely involved in its implementation and are jointly accountable of its results. Moreover, coordination and linkages with key actors related to gender issues are part of the project's strategy. Hence, besides the above organizations, the project works closely with various governmental institutions, numerous UN agencies (MINUSTAH, MINUSTAH Gender Unit, UNFPA, Gender Theme Group under the UNCT), a national university, the «National Concertation on Violence against Women», and so on. This built-in strategy seeks to ensure complementarities and synergy of actions towards gender mainstreaming and gender issues on a longer term.

MINUSTAH / Gender Unit project «Coaching in «Women and Leadership» for women in politics» - Though it is difficult to assess the long-term sustainability of this project, two events following its end should be mentioned, as they constitute positive factors of sustainability of its results: i) two women who had participated in the training are now further trained to act as coaches for other elected women at the parliament level, within another project supported amongst other donors, by

114 These traditionally include planning, implementation, monitoring, and evaluation.

115 Comment by NCA, as per an e-mail dated the 22 September 09: "If this refers to the present NCA's support to the church dialogue, NCA questions whether this is a common view, and underlines that this "common view" is not shared by NCA".

CIDA; ii) a new organization was created by all participants at the end of the training – FEPOCHAH – with the aim of sharing their experiences as elected women or candidates to future elections.

The Viva Rio project, in such a volatile political environment, moreover in a context where public services and authorities are faced with a deep crisis of credibility poses a real challenge in terms of sustainability. In this perspective, the project has to be looked at on a long term basis and the Viva Rio management team intends to work at least 10 years in the Bel Air area. It is actually too early to assess the potential of sustainability of results. However, the numerous linkages established with various local institutions (Mairie of PaP, CAMEP, CNDDR, etc.), if reinforced and at some point formalized, can become key factors in the sustainability of the project results.

Another key factor plays a crucial role in terms of sustainability, namely the long term engagement of donors. The «Comprehensive Development in Bel Air» project has succeeded in attracting other donors' support (CIDA, DFAIT/START, BID) with multi-year (3 to 5 years) funding. This fact, conjugated with the MINUSTAH involvement, increases the sustainability perspectives and moreover the linkages and coordination with other actors concerned with conflict resolution and peacebuilding issues in Haiti. However, in the case of Norway's support, it comes through one-year agreement protocols (as for all its projects in Haiti), which may be renewed annually. This particular management mechanism puts Viva Rio and its project in an unsecure situation, making it more difficult to plan with some sufficient certainty on a longer-term.

Finally, it should be noted that the actual structure of governance of the Viva Rio project is mainly an Advisory Committee composed of civil society represented by a Haitian NGO (FOKAL) and a private entrepreneur, the various donors, an advisor / consultant for the Haitian government (CNDDR), the civilian part of MINUSTAH. This structure plays, as its name indicates, an advisory role, though has neither decision making power nor clear responsibilities. If this situation seemed appropriate at the start of the project due to its flexibility, it now poses problems to some donors (namely CIDA and MAECI/START), in terms of legitimacy and more globally on governance and sustainability issues, mainly because there is no official representative of the national or local elected authorities, or of representatives of local stakeholders, and no clear definition of the roles, responsibilities and functioning rules of this governing body. However, these questions are actually debated within the advisory committee and the direction of Viva Rio demonstrates openness to improve this structure.

It is important to keep in mind the fact that the UN-OCHA 3R mechanisms *de facto* exclude local NGOs¹¹⁶ because of the authorized level of projects' budgets. The evaluation team then feels compelled to raise the following central question for all projects: In the period after 2004, has Norway's MFA sought to include the sustainability of local capacities in its decision-making processes on interventions in Haiti?

¹¹⁶ Nevertheless, contracted parties are encouraged to implement projects through local NGOs.

The question extends itself to consider how development partners have “done business” in Haiti for the last 30 years. Impatient to achieve results, or wary of dealing with corrupt and inefficient administrations, agencies have chosen the least-effort solution of substitution. Contrary to this reality, the 2004 Cooperation Framework¹¹⁷ recommended that partners make every effort possible to foster ownership and enhance national participation.

5.5 Conflict Sensitivity

The OECD Guidance on Evaluating Conflict Prevention and Peace Building Activities stated¹¹⁸: “The notion of conflict sensitivity is intended to mitigate such harm by encouraging systematically taking into account both the positive and negative impact of interventions on the conflict contexts in which they are undertaken, and vice versa.” At the outset, Norway’s experience in conflict alleviation was set in Central America. The transition was difficult according to key informants¹¹⁹, and required important adaptations. Language barriers and cultural specificities had to be overcome. Two strategic options were determined and indicated some global appreciation of conflict sensitivity. First the pragmatic “trial-and-error” approach with its correlated acceptance of higher levels of risks gave MFA and its agreement partners more leeway to be very reactive and brought attention to the context. Second MFA and its partners demonstrated acute sensitivity in mobilizing internal (non-sectarian approach to political dialogue) and external (positive opportunism in choosing knowledgeable partners) resources to participate or help in implementation.

Project documents and implementation strategies demonstrated concern for the level, causes and effects of conflicts, although they were often set in a relative vacuum of the absence of an analytical basis. Indeed the most significant flaw found by the evaluation team was the lack of a general conflict analysis produced in-house, any reference in project documents to the latter, or any mention during interviews of the use of conflict analysis¹²⁰. This absence precluded a definite answer to the question: how did the security situation affect the project/programme? Consequently, the evaluation team was obliged to piece together the bits of information that helped decision-makers make their choices.

The political dialogue project clearly illustrates MFA’s cautious strategy of associating itself with a respected think-tank quite close to the UN, and understandably taking good advantage of the work it had accomplished in previous years. Although some of the analyses are not as operational as one would hope, IPA’s assessment of the situation was the perfect starting point for Norwegian interventions.

As for the bilateral dialogue, the Norwegian initiative was based on comprehensive consultation with stakeholders who were familiar with the situation. The initiative was supported by both President Meija and President Aristide. The themes for discussion and activities were planned and implemented by the Haitian and Domini-

117 Nations Unies, Banque Mondiale, Banque Inter-Américaine de Développement, and Commission Européenne. 2004. Cadre de coopération intérimaire 2004-2006, op. cit. Section 2 offers a rare glimpse of donor self-criticism: “These donors have often set up parallel project implementation structures that weakened the State, without, however, giving it the means to coordinate this external aid and to improve national absorptive and execution capacities.” (From the official English translation)

118 Page 20.

119 Interview with Petter Skauen 13-03-09.

120 This fact alone would tend to show that there was conflict sensitivity when context analysis was done in project documents but that no systematic attempt before 2007 was made to bring together these elements in a general analysis to help programmatic choices.

can partner organisations, which were left with considerable freedom to design the process and the activities Norway did however, stipulate some principles as a guiding framework for the process concerning participation and progress. In the end, the partners were not successful in achieving an agreement on joint activities and they did not even meet in Haiti.

The high level of national (L. Dorvillier and G. Laguerre foremost) and international (T. Brundin) human resources involved in designing and launching ISPOS probably offers some explanation as to the choices made at the outset. Decisions regarding groups with which to work stemmed from the consultations carried out with partners prior to the establishment of the Institute. The target groups with which ISPOS worked were young social and political leaders, key political decision-makers at local and national level, representatives of popular and social organisations, and sectors of the wider Haitian public.

The 2002 evaluation report asserted that ISPOS' work responded to the political, economic and social context of Haiti. ISPOS developed its role and approach in the face of entrenched social fissures and deep political and ideological divisions in civil and political society. The Permanent Studies Programme embraced a long-term perspective, seeking to prepare a new generation of social and political leaders. In the process it promoted networking across the NGO community and beyond. Its creation was a progressive process characterized by a very discrete first round of consultations by LWF. After the initial set up of ISPOS, more consultations took place, along with strategic thinking. ISPOS' founding document was signed by thirteen institutions and four personalities, bringing together groups that had not exchanged or collaborated before.

The Living Conditions Survey included questions on people's perceptions of the political situation and security in one of its questionnaires¹²¹. All these variables were presented and analysed in the two volumes set from the survey. The second Living Conditions Survey focuses on youth and their education and life experiences. The individual questionnaire contains questions on migration to the Dominican Republic (section DR) and Security and Crime (section SC)¹²². Both topics display conflict sensitivity to conditions in the country and between the countries sharing the island.

The PRIO studies (on 2006 elections and conflict resolution) are the most important contribution to understanding political idiosyncrasies and traditional versus modern forms of conflict resolution¹²³. This fact alone would command that PRIO and MFA develop a dissemination strategy for the most recent studies to ensure that stakeholders are made aware of conclusions.

5.6 Coordination and Linkages

MFA's mission agenda marked a clear choice of discussing transparently with all parties and stakeholders. Regular missions to Haiti involved numerous meetings

121 Institut Haïtien de Statistique et d'Informatique (IHSI), Fafo, and UNDP 2002. Enquête sur les conditions de vie en Haïti. Questionnaire Individuel. Port-au-Prince: IHSI. Section SP.

122 Fafo. 2009. Fafo Survey 2009: Individual Questionnaire. Oslo: Fafo.

123 See in List of Documents works by W. Hauge, R. Doucet, and A. Gilles.

and coordination on topics of common interests. The MFA mission report would bring all the gathered information into context and identify implications for Norwegian projects.

All informants and documentation on IPA-led political dialogue identified Norwegian support as one of the important success factors. MFA's attention to coordination became more apparent when IPA terminated its involvement, which very quickly brought MFA to solely assume the responsibility of funding continued activities.

The bilateral dialogue had always been a thorny subject for all development partners in Haiti. According to MFA reports, all international actors at the time appreciated the Norwegian initiative to support improved dialogue processes between the two countries. The lack of cross-border control and cooperation between the two countries in addressing problems such as drugs and arms trafficking was seen as part of the security and stability problem in Haiti. This is still the case today.

Existing documentation tends to demonstrate effective coordination between ISPOS' close partners, that is, with the national founding partners, NCA and the MFA, as well as frequent dialogue with other international donors.

Paradoxically, the end of LWF-CSA support to ISPOS provides an example of coordination, as NCA's decision to continue funding ISPOS was reached only after close consultation with LWF on one side, and with MFA on the other. It is acknowledged that ISPOS had developed a distinctive capacity to bring international and local actors together to exchange and share information while in unfavourable conditions.

The partnership between UNDP and Fafo to implement and complete the Living Conditions Survey is another example of coordination.

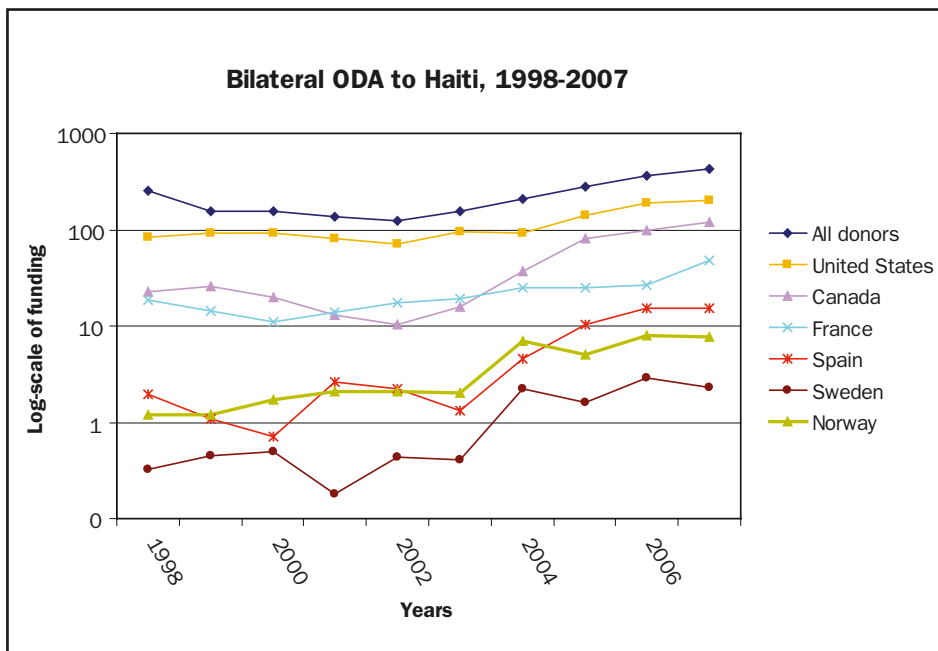
During the interim period between the departure of Aristide and the election won by Préval, Norway pursued its objectives of contributing with others to important processes for democratic development. ISPOS' training for elections followed by mentoring of elected members of Parliament would qualify as a contribution to a much wider goal in coordination with partners. These field operations were parallel to a redefinition of how Norway wanted to interact with the much increased number of international partners. The MFA 2007 internal strategy document for Haiti set the plan to become a more strategic partner. This was followed through with increased involvement in MINUSTAH post-pacification rebuilding, UN-OCHA recovery and reconciliation projects, and even Viva Rio which has brought together the Brazilian UN contingent, Canadian (CIDA and MFA), and Norwegian efforts.

Most informants considered Norway as a "team player", especially after the arrival of the Caracas Embassy Advisor. Norway is considered a country that values participation, concerted actions, and coordinated strategies.

6. Norwegian Assistance Compared to Other Donors

Comparing Norway to other donors using a quantitative approach has little value. Therefore Table 2 must be viewed as a first step toward identifying a “pattern” of Norway’s financial commitment to achieving its goals. Norway was never a major funder but one that had concentrated on specific niches with research and political dialogue at the core of its actions. Graph 1 below, which is drawn from Table 2 on page 50, offers a glimpse of Norway’s distinctiveness. Indeed Norway’s pattern of disbursement has no downward trend. Like all the other donors, Norway notably increased its disbursements after the demise of President Aristide’s regime, which had lost credibility in the donor community.

Graph 1: Bilateral ODA to Haiti, 1998-2007



6.1 Nordic Aid Modalities?

Swedish and Norwegian aid modalities share many similarities other than comparatively low levels of disbursements in Haiti. During the period under review, Sweden was a very small development partner with no representation and very few field visits. Sweden had also adopted a very tenuous distance management style. The Swedish International Development Cooperation Agency (Sida), and not Sweden’s Ministry of Foreign Affairs, channelled a vast percentage of its aid through Swedish organisations and the UN agencies.

Table 2a: Bilateral ODA to Haiti: 1998-2007¹²⁴ In USD M

Bilateral donors	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
All donors	250,89	157,15	153,87	135,97	125,43	153,24	209,05	283,88	363,31	434,32
United States	82,93	91,73	91,04	81,11	69,88	94,74	91,23	140,6	190,71	202,24
Canada	22,39	25,83	19,71	13,07	10,17	15,84	37,35	81,7	97,45	119,22
France	18,34	14,34	10,87	13,72	17,17	19,45	25,03	24,94	26,87	48,23
Spain	1,98	1,1	0,71	2,61	2,25	1,33	4,51	10,31	15,14	15,4
Norway	1,18	1,20	1,74	2,08	2,08	2,04	6,96	4,98	8,00	7,70
Sweden	0,32	0,45	0,49	0,18	0,44	0,41	2,23	1,63	2,9	2,28

Table 2b: Multilateral ODA to Haiti: 1998-2007

Multilateral	1998	1999	2000	2001	2002	2003	2004	2005	2006	2007
All multilateral	156,07	105,55	54,29	34,65	29,93	58,95	49,74	159,47	216,77	266,77
UNDP	9,96	3,95	2,57	2,5	2,69	3,04	3,77	4,84	5,26	3,51
IDB-special fund	56,24	49,23	26,37	0,3	3,82	25,78	18,74	59,18	49,94	94,29
EC	47,52	35,4	11,17	15,79	15,39	10,31	42,95	55,91	82,42	97,48

¹²⁴ Source: OECD-DAC. International Development Statistics online: http://www.oecd.org/document/16/0,3343,en_2649_34447_42396496_1_1_1_1_100.html. Data for 2008 were not available at the time of this report.

The level of strategic planning in related sectors (human rights and justice) is comparable to strategies implemented by Norway's MFA with few attempts at establishing a framework for interventions, or monitoring their results. Flexibility and discreteness, with the resulting lack of visibility, were the main characteristics of the Swedish approach. Financial arrangements allowed for NGO capacity building through non-earmarked allocation, therefore not tied to projects, and multi-year funding. Norway and Sweden even shared projects such as ISPOS, both at the outset and later through the Olof Palme International Centre, and UNIFEM.

6.2 Longstanding Partner: Canada

Canada has ensured its presence in Haiti through important disbursements levels (with downward fluctuations in 2001-2003) and an uninterrupted dialogue with the Government, as opposed to French and American positions.

Its official presence was threefold throughout the whole period: an embassy, a logistics unit, and a centre for management of small projects. Most of the official development aid has traditionally been channelled through CIDA, but in recent years whole-of-government approaches have brought new government agencies, such as Foreign Affairs and the Royal Canadian Mounted Police on board. In 2002, in a corporate evaluation¹²⁵ alarming hints appeared that Canadian aid was not achieving the goals it set out. The analysis agreed with the opinion of Norwegian partners, such as IPA, and marks a shared experience of the negative impact of social division in Haitian society and of dispersed resources to tackle complex issues.

After 2004, Canada sought to enhance coordinating mechanisms among development partners. The corporate evaluation recommendations brought more cohesion to Canadian interventions, increased implication in governance – collaborating with Norway on many sectors like parliamentary reform –, concentration of resources on large programmes, and finally continuing dialogue and work with the Government as well as active participation in UN agency programmes that support the GoH.

Canadian projects have been shaped by multiple strategic frameworks since 1994, with a considerable investment made in the common interim cooperation framework of 2004. Monitoring and evaluation have been valued after the Treasury Board imposed the results-based management model to all federal administrations. This has lengthened decision processes, even for small projects funds, with attention given to proximity management practices and national advisors playing an important role.

6.3 Haiti and France

France has often had the reputation of engaging with developing countries in a very dispersed and fragmented manner. Multiple ministries, regional administrations and even local communities would compete for visibility and results in the field. In recent decades the *Ministère des Affaires Étrangères et Européennes* has tried as

¹²⁵ Canadian International Development Agency, Performance Review Branch. 2003. Corporate Evaluation of the Canadian Cooperation Program in Haiti (1994-2002). Summary Report. Gatineau: CIDA. Also: <http://www.acdi-cida.gc.ca/CIDAWEB/acdicida.nsf/En/JUD-12912349-NLX>.

much as possible to coordinate actions in the *Document Cadre de Partenariat* (DCP) (partnership framework document), signed with each government and outlining the main focus of assistance. The latest framework agreement signed with the Haitian government (2008-2012) builds on the flexible funding mechanism France had developed during the years when government-to-government funding was not very active. The two main areas of focus are infrastructure and education, with health and rural development as sectors where France will also offer assistance. Governance is a cross-sector area in which Norway and France can meet in coordinating committees. France wishes to contribute to police, parliament, justice, and local governance reforms. As apparent in Graph 1 above, France has slightly reduced its aid package after Lavallas sympathizers looted the cultural centre in 2000.

7. Conclusions

7.1 Assessment of Norwegian Assistance to Haiti

This evaluation report confirms that the Norwegian support to improved dialogue processes, first in Haiti and then between Haiti and the Dominican Republic, contributed to peacebuilding in Haiti by lowering internal tensions and by encouraging dialogue between the two nations on Hispaniola Island.

Conflict reduction inside Haiti has however not been matched with a decrease in tension between the two countries. Recent events (see Context Overview) suggest that more proactive actions need to be implemented to attain a sustainable peace.

After 2007, the transition to more grassroots development-oriented interventions has had positive effects on people's lives in Bel Air or potentially in communities receiving UN-OCHA projects.

Three factors analyzed in this report prevented Norwegian assistance from having sector-wide cumulative effects:

- The one-year funding cycle;
- The major shift implemented after 2007, and
- The demise of ISPOS as a training vehicle and information broker.

In all three cases, Norway's MFA may have had very serious reasons to make these decisions. Nonetheless, the team would contend that these factors, either individually or in combination, have made the building up of cumulative effects very problematic.

Norwegian assistance to Haiti has had similarities and differences *vis-à-vis* other donors. Some are related to how the Norwegian Government envisions its role in world affairs and others are linked to administrative idiosyncrasies. An exceptionally intimate relationship between MFA and its main agreement partner, the NCA, until 2006, had both positive and negative effects on Norway's plans for Haiti¹²⁶. It produced interventions that were decided upon very quickly and informally without systematic documentation. Short-term results, often defined very narrowly, were sought. Flexibility was indeed achieved and highly appreciated by other donors, as it was in stark contrast with their own procedures. With most agreement partners, NCA appearing as the clearest example, the links can be seen as being symbiotic.

¹²⁶ It would be important to limit the definition of "plan" in this context to a small set of principles; make a difference; add value in sectors where others cannot or will not go; approach, in a Norwegian way; be as effective as possible; take risks others might not accept; and if needed invest the time it takes to achieve the objectives set out. There has been no indication of a hidden agenda set forth by Norway or on the other hand no efforts to produce its own conflict analysis.

Weaknesses were compensated by the others' strengths such as alliances with IPA and CECI at the outset of Norwegian interventions or with projects (or activities in projects such as monitoring of the first Fafo survey) funded through UNPD and the UN system. Relevance of all interventions may be recognized although there was no coherent "programme" in the real sense of the word. The high quality mission reports were not part of a systematic M&E system that allows for continuous verification and validation. In essence, the evaluation team found that there had been no thought given to institutional learning or accountability as is the case in other aid organisations. It may have been a disadvantage in the Norwegian Government's dialogue with Haitian authorities and other donors. A mitigating factor was the arrival of an advisor for the Royal Norwegian Embassy in Caracas. By ensuring more visibility in donor coordination activities, greater field knowledge of the political situation and making continuous observations of ongoing processes, the advisor reduced slightly the comparative disadvantage Norway's MFA had by not having an embassy in Port-au-Prince.

7.2 Lessons Learned

Throughout the ten year period, the evaluation team estimates that there emerged a need for a planning and monitoring framework that ensured predictability for stakeholders,¹²⁷ quality of programming, learning and accountability (to stakeholders in the field as well as at home), and consciousness regarding risks and the possible negative consequences of interventions. For peacebuilding, dialoguing, and political processes there is a need for flexibility, personal engagement and support, and for opportunities for risk within such a framework.

A framework is operationalized with a basic level of expertise and resources. The dichotomic structure in which interventions were implemented in Haiti, the very limited number of decision makers in the first phase followed by the quick turnover, increased risks beyond what MFA and agreement partners were probably ready to accept. Once projects had acquired relative stability as part of the MFA portfolio, this should have been the signal for the small "Haiti team" to adapt its approach to these new conditions and to broaden their management tools. The evaluation team considers that breaking down the dichotomy between MFA practices exemplified in this report and Norad's expertise developed in other similar environments would have been beneficial to all stakeholders involved in Haiti.

There is a need for balance between rigid methodology application¹²⁸ and subjective and informal decision making processes. The resistance among peacebuilding practitioners to the logical framework approach is well founded in their need for flexibility, innovation and risk tolerance. A first step towards improved accountability and learning, however, would be for stakeholders to document key outputs and outcomes through participatory monitoring. Systematic participatory monitoring is a transparent tool for accountability in project management, whilst it does not prohibit flexibility in the design process.

¹²⁷ Beyond the yearly renewal.

¹²⁸ Establishing baselines, formulating SMART objectives and indicators during the design phase etc.

7.3 Recommendations

1. It would be in the interest of stakeholders in Haiti and Norway that the MFA enhance its capabilities in planning, monitoring, and evaluation of results, in accordance with international and national guidelines.
2. In the sector of conflict resolution and peacebuilding, it would be especially important that a concerted risk analysis methodology and risk management system be put in place. Existing tools such as conflict analysis, risk analysis matrices, and logframes would increase the effectiveness and success rates of interventions.
3. Systems for institutional learning and knowledge management and transfer as well as close monitoring/quality assurance by decision makers are essential to ensuring continuity of operations. Special attention must be given to continuity and long-term trust-and-network building operations should be included in such mechanisms.
4. There is a need in Haiti for a consolidated and strategic effort for long-term support. When revising the strategy for Haiti, the key concerns MFA must address include ensuring the continuity of Norwegian interventions in Haiti, local ownership and sustainability of these interventions, in addition to the already well-documented good practice principles of the Norwegian approach.
5. The MFA 2007 internal strategy document for Haiti contained a recommendation on an assessment of NCA. Follow-up to this recommendation must carefully consider the pros and cons of using NCA with its proven track record in Haiti, the closeness to MFA/Norad, and the selection of new international partners. A balance must be struck since both channels are important to Norwegian priorities.
6. The deteriorating relations between the two neighbouring national communities and their governments would require a documented conflict analysis and the necessary targeted steps to consolidate and better focus Norwegian contribution on its resolution. More research and greater understanding about this volatile situation must be prioritized.
7. In order to arrive at some sort of closure in the demise of ISPOS, MFA and NCA must show due diligence in shedding as much light as possible on the events leading to its closure, and ensuring a transparent process of data gathering and conclusion sharing.

Annexes



Annex 1: Terms of Reference

Evaluation of Norwegian Support to Peacebuilding in Haiti

1 Introduction

1.1 Background

There has been a steady increase internationally in the number of peace-building interventions since the early 1990s. The complexity of these interventions has increased from mere peace keeping to include state- and nation-building- as well as development activities. After a decade and half of growth in assistance from the International community to this type of activities, a need for more systematic assessment of what works and what does not work has emerged. Donors under the umbrella of OECD DAC have launched an initiative to enhance systematic quality evaluations in this field through the development of a draft OECD DAC Guidance for Evaluation of Conflict Prevention and Peacebuilding Activities. Several donors, including Norway, have volunteered to contribute to growth of knowledge of what works and do not work in this field through testing the Guidance on conflict prevention and peacebuilding evaluations. Haiti was selected by Norway as a result of an internal consultation process.

Norway has been involved in Haiti since 1998 and there has not been a systematic evaluation of the Norwegian efforts to date. Work to develop a strategy for the Norwegian support to peace in Haiti is currently ongoing and it is hoped that this evaluation will feed into the strategy. Haiti is a particularly complex context with violent conflict and low scores on the Human Development Indexes. The country has experienced several set-backs in its attempts to break out from a conflict situation to a more peaceful development process, without any lasting success. There is a high risk that gains such as recent improvements in the security situation might be reversed (particularly in light of the current food crisis and increasing fuel prices). It is therefore important to identify areas where sustainable progress has been made or can be made, to capitalize on these in future support.

1.2 *A brief description of the situation in Haiti, contextualising the Norwegian support.*

Haiti is described as neither experiencing civil war, nor facing a post-conflict situation, but it is considered a failed state facing widespread armed violence and receiving considerable overseas development assistance. It's past is marked by repressive regimes, big social and economic inequalities, and more recently, an unstable political and security situation that has lasted for almost two decades.

One percent of Haitians control half the country's entire wealth. Absence of dialogue between the economic elite and different political camps as well as within the

political sphere; a dysfunctional Parliament and political party system has characterized politics in Haiti for decades. Commercial activities are strongly monopolistic, and still characterized by a small export sector. Public services are almost non-existent. Haitians rely on unsteady wages from the informal sector. National Budgets have seldom been issued. In 2005 Haiti ranked 146 out of 177 countries on UNDP's Human Development Index.

The security sector is corrupt and dysfunctional with various armed groups traditionally controlling parts of Haiti, such as ex-military (ex FADH) and ex-presidential guards, self-defence bourgeois militias, the notorious Police Militaire and their auxiliaries; the "Chefs de section" (or so called rural magistrates), paramilitary organisations (ex-FRAPH), ex-prisoners, revolutionary Front of the Nord, as well as armed criminal gangs (baz armés) with local constituencies, more or less legitimate. There is no formal army in Haiti, as it was dissolved in 1994.

Police forces are known for their excessive use of force. However, reform of the police sector is work in progress with more than 8000 police officers having been trained so far under the supervision of the UN Stabilization Mission to Haiti; MINUSTAH.

MINUSTAH was mandated in 2004 following to President Aristides's departure in February 2004. Aristide's departure prompted three violent years of gang violence in the urban slums that became the major cause of widespread human rights abuse and displacement until MINUSTAH managed to gain control in 2007.

1.3 The Norwegian support to Haiti

The Norwegian support to Haiti is small compared with other more important donors, such as the US, Canada, France and the European Union. The Norwegian support amounted to an average of 14 millions Norwegian Kroner (NOK) per year in the period 1998 to 2004. This increased from 2004 to an average of 44 millions per year. In total, support provided to Haiti since 1998 amounts to ca. 250 millions NOK. The support has mainly comprised of emergency assistance, dialogue activities, various peace-building initiatives, justice, reconciliation, demobilization and measures for improving the security situation for the poor.

The Norwegian support has since it scaled up become more concentrated around key conflict issues in the Haitian context such as political stability and the security situation (especially in the urban slums of Port au Prince) which are also central elements in the UN Security Council mandates since 2004. The Norwegian support has mainly been channelled through the UN system and the Norwegian non-governmental organisation; NCA.

The support comprises follow-up of the MINUSTAH's offensive to curb violence in the slums at the beginning of 2007; support to a MINUSTAH administered Reconciliation Fund (NOK 1.5 M), support to UNDP's Community security project (NOK 2.3 M) and UN Development Fund for Women (UNIFEM)'s Voice, Justice and Security project (NOK 2.8 M). In 2007 a new financing mechanism was established

by the Office for Coordination of Humanitarian Affairs (OCHA), referred to as 3R. This has been supported by Norway with NOK 10 M.

Support through NCA has covered many different projects and was sixty seven per cent of the Norwegian total support to Haiti in 2006, and forty nine per cent in 2007. The support has included dialogue activities and channelling of support to other organizations, such as Viva Rio and the Institute for Advanced Political and Social Studies (ISPOS). Viva Rio is a Brazilian NGO which has experience from working with gang violence in slums in Rio de Janeiro, and is currently carrying out projects in the slums of Port au Prince. ISPOS has amongst other things been central in facilitating dialogues between various political actors and groups, including parliamentarians. Other organisation that have received support through the NCA is the Lutheran World Foundation (LWF), Haiti, which works with strengthening the civil society, support to the Parliament and support to the National Commission for Demobilization, Disarmament and Reintegration (DDR).

A research project on conflict prevention (undertaken by the Norwegian research institute International Peace Research Institute Oslo (PRIO) has been sponsored with 1.5 million NOK in 2007-2008. Research undertaken by Institute for Labour and Social Research (Fafo) was commissioned in 2006. The focus for these research projects have been peace and reconciliation, youth and poverty in urban slums.

1.4 UN Stabilization Mission to Haiti

During 2004 and 2005 the UN Security Council (UNSC) mandated two Chapter VII interventions. The three major donors (Canada, France and US) deployed forces under the first UNSC Resolution, 1529, between March and June 2004. The second intervention, UNSC Resolution 1542, authorized a more expansive UN Stabilization Mission to Haiti, led by Brazil. It was mandated to ease the transition from the ousted President Aristide to an interim government.

To guide the recovery there is no formal peace agreement, but MINUSTAH has been mandated by the Security Council to support constitutional and political reform, strengthen governance, and to assist in maintaining safety and public order. It also has a mandate to support the government elected in 2006 and the civil society in promoting and respecting human rights, and to assist in the reform of the police and the judiciary as well as to strengthen border management.

One of the significant achievements of MINUSTAH is the improvement in the security situation, due to the a major campaign that was launched against armed gangs early spring 2007.

2 Purpose, scope and objectives of the evaluation

2.1 The purpose of the evaluation

The purpose of the evaluation is to assess whether Norway has, with its transitional assistance, contributed to increased security (and stability) in Haiti, and whether gains achieved are likely to be sustained.

The evaluation will be of a formative nature as the knowledge generated by the evaluation will be used to inform future strategy for support to Haiti, especially in terms of where and how sustainable progress in the security situation can be made, and how to capitalize on existing gains in future support.

2.2 The objectives of the evaluation:

- Assess whether the Norwegian support is successful in terms of contributing to improving the security situation in Haiti (effectiveness, relevance, coordination).
- Determine whether the Norwegian support, and the way it is carried out today is on the right track to contribute to sustained peace in Haiti (sustainability and conflict sensitivity).
- Assess whether the Norwegian transitional support adds value to what other donors can offer.
- Identify lessons that can benefit the continued Norwegian engagement in Haiti, and if possible, Norwegian support to conflict prevention and peacebuilding activities elsewhere.

2.3 Scope, delimitations and special considerations

The period for this evaluation will be from 1998-2008. It will cover interventions in Haiti that are funded by Norway.

The evaluation will have two main components: 1) a separate assessment of assistance provided from 1998 to 2004 (the desk study), and 2) an assessment of assistance provided in the period 2004 - 2008 (the in-depth study).

The evaluation will be carried out applying the draft OECD DAC guidance on Evaluation of Conflict Prevention and Peacebuilding, a document which will be integral to this exercise.

Desk study

In terms of mapping of Norwegian assistance from 1998 to 2004 this should include a historical study based on accessible sources of information. The study should cover (based on available information) interventions; their objectives and whether these were achieved; the quality of assistance provided; contributions if possible, and whether intervention designs were based on analyses of the conflict. This component of the evaluation could be carried out as a desk study.

In-depth study

For the in-depth study 2004-2008: The Norwegian supported activities that should be subject to evaluation are listed on page nine in this document. This includes support provided through the UN, NCA and the two research institutes. It is more important to assess whether these activities together has contributed, directly or indirectly, to the improved security situation or in other ways impacted the conflict positively or negatively, than to assess every intervention's achievements per se, without relating them to the overall conflict picture and the likelihood of sustaining the results achieved.

The levels of analysis should be:

- a) Organization level (ministry, police, social work agencies)
- b) Community (reductions in violence, indicators of increased feeling of security amongst residents)
- c) Gang/ group level
- d) Individual gang member/ resident/police officer
- e) Others deemed relevant by the consultant

The evaluation team should distinguish between working in and on conflict when mapping Norwegian supported interventions in Haiti.

The evaluation team shall take into account that women and men experience, engage in and are affected by violent conflict in ways that differ according to their engendered identities, and that violent conflict is nearly always accompanied by a surge in violence towards women.

2.4 Evaluation questions

Below are some questions that should be discussed in the evaluation, but the list is not exhaustive. The evaluation team should add questions it deems necessary to meet the objectives of the evaluation.

Framing the evaluation:

- a) Provide a description of the development cooperation context in Haiti, as well as key political, social, and economic characteristics relevant for the evaluation, including key policy and strategy documents of Norway, Haiti and if relevant, other international actors or donors.
- b) What are the key donors/international actors and their interventions?
- c) What are the issues central to the conflict / violence in Haiti based on an existing conflict analysis (or an update). Map drivers for peace and conflict (see table 2, page twenty-nine in the draft OECD DAC Guidance for Evaluation of Conflict Prevention and Peacebuilding).
- d) What are the changes, if any, in the security situation since 2004?

Inputs:

- a) Map the Norwegian support in this period.
- b) What are the theories of change? Which underlying assumptions are these based on?
- c) Are programmes designed with the participation of the target group? Are stakeholders and target groups consulted in the formulation of projects?
- d) Whose knowledge is taken in use to design projects in Haiti? And to make funding decisions in Oslo?
- e) Is the Norwegian strategy document; “Strategic Framework on the Development Policy’s Contribution to Peacebuilding (2004)” in use?
- f) Is there a strategic framework for peace and development in Haiti? Is it required?
- g) How has the information from the PRIO and Fafo research projects been used? Has it led to increased knowledge in the MFA about the issues at hand in Haiti? Has it influenced funding decisions or informed dialogue with partners?

Relevance:

- a) Assess relevance of Norwegian support based on the conflict analysis.
- b) What is the relevance of the interventions as perceived by beneficiaries and external observers?
- c) Which actors gain and which ones lose by the intervention, and are these “connectors” or “dividers” in the conflict?
 - Are the relevant parties, factors, or actors to the conflict reached/covered by the current assistance (Norwegian, UN, other donors)?
 - What are the risks that threaten the existing assistance?
- d) Are the efforts achieving progress within a reasonable timeframe? Is the timing of the project/programme adjusted to the conflict dynamics? Is it possible to accelerate the process? Should the effort be slowed down for any reason? Are there (common) M&E systems in place to monitor progress? Which indicators are used, explicitly or implicitly? Are they the right indicators?
- e) Do the interventions prompt people to increasingly resist violence and provocations to violence?

Effectiveness:

- a) Are the objectives of the Norwegian supported interventions achieved?
- b) Are there any observable outputs and outcomes of the interventions at group level, community level and institutional level (planned or unintended)?
- c) Are there any sector wide/ cumulative effects of the Norwegian supported interventions?
- d) What are the contributions of the Norwegian assistance to improvements in the security situation?

Sustainability:

- a) What is the likelihood that achievements made will be sustained?
- b) Collect perspectives of the affected population on the likelihood of sustainability, as well as risk factors for the Norwegian supported activities.
- c) Are key institutions (police, education, social welfare, emigrants, political, community resource centres/persons) involved in carrying progress forward?

Efficiency:

- a) Efficiency should be determined as related to other options for supporting peace in this (or similar) conflict context

Conflict sensitivity:

- a) To what extent do the project documents display conflict sensitivity?
- b) How will the security situation affect the project/programme?
- c) Is there any indication that the intervention will affect the gender dimension of the conflict, and/or the position of particularly vulnerable groups?

Recommendations:

- a) What type of support is required for security to improve in a sustainable manner (on a long term basis) affecting the welfare of the affected population?
 - Is more (different, less) research required?

- Are there other areas than those currently supported that should be supported for better results?
 - Are existing monitoring and evaluation systems adequate?
 - Are existing planning processes adequate?
- b) How can Norway (continue to) be an effective partner for the main national as well as international actors in Haiti, the UN mission in particular.

Coordination:

- a) Is coordination on the ground as it is currently carried out sufficient?

3 Analytical framework and methodology

3.1 Evaluation design

For both the desk study and the in-depth study:

A major task will be to develop a methodological approach which allows the team to address the evaluation topics in a thorough, and comprehensive manner. The methodological approach must be presented in detail, including outcome indicators relevant for the evaluation questions. Furthermore, the suggested approach must contain a description of how programme inputs, implementation, outputs and outcomes, are to be assessed and related to each other.

The presentation of the chosen approach/method must emphasise advantages and limitations, for instance by comparing and contrasting it to other potential approaches. Comparison of findings should be made where possible and relevant.

In-depth study:

Conduct pre- and post project or with and without analysis if possible, and compare findings (develop indicators), if possible. Assess the role of the theories of change and implementation models (programme theories) of the chosen interventions, in explaining success or lack thereof. Discuss other factors that may have contributed to changes in the security situation. The evaluation will include literature review and the consultant shall in his/her discussion explain how the following issues will be dealt with: processes for defining indicators, collecting/reconstructing baseline data, before and after comparison and comparison groups (if relevant and possible), methods for assessing change and contributions and Figure 1 page 18 in the draft OECD DAC Guidance, document reviews and field work.

Desk-study:

As outlined above. Sources consulted should be agreements, planning documents, progress reports, reviews, evaluations, appraisals, decision memos, and research relevant for the evaluation.

3.2 Indicators

In-depth study:

Indicators on outcomes or effectiveness of the interventions could be quantitative (number of violent incidents) or qualitative (changes in attitudes or behaviors of gangs, police, justice institutions, residents (feeling of security, freedom of movement, uptake of "normal" activities such as attending schools, attending markets, etc)). Ideally already identified indicators should be used. If not available, develop-

ment of indicators should take place together with resource persons that are familiar with the issues at hand.

3.3 Programme theories

In-depth study:

The evaluation should also identify the programme theories (or theory of change and implementation models) of the interventions assessed. Underlying assumptions and what these are based on should be elicited and discussed in cooperation with programme managers, -designers and -staff. In the assessment of effectiveness, the role of programme theories and their assumptions in achieving or not the objectives should be discussed.

4 Data collection

Sufficient planning, time and resources must be invested in data collection for both the in-depth-study and the desk study. Focus group interviews (if relevant) should only be conducted when this is appropriate (in a conflict context, participatory data collection or group interviews might not be particularly effective for discussion of sensitive issues). In depth-study:

At least eight weeks shall be spent in the field. The evaluation team will need several data collection instruments fitted to different data sources, sample size, and purposes. To answer the evaluation questions, both primary and secondary data is required. Perspectives of the affected populations (beneficiaries and host population) should be collected. The data collection must also draw on existing secondary literature (on i.e. the security situation and changes in this) about socio-economic factors, features of the target population (groups, individuals and organisations), research, reviews, interviews, evaluations, information on indicators, baseline data, statistics (health, schooling, violent incidents), UN reports, project progress reports, key informants (national and international observers and stakeholders) etc. It might be required with more than one field trip to collect and process data.

Based on data collected, the evaluation team should develop an evaluation framework, context analysis, mapping of interventions (inputs, activities outputs, target groups), conflict analysis and some selected programme theories to explore. Interviews with key informants, groups, households, affected population and observation/ the visit of project sites should be conducted. Triangulation or cross-checking with two or more data sources, theories, or by using different measures or data collection instruments is encouraged.

5 Evaluation Team Qualifications

The team should consist of 4-7 persons, and must have the following qualifications:

5.1 Team leader:

- Documented experience with leading complex evaluations.
- Knowledge of and experience with the application of evaluation principles and standards in the context of international development

5.2 The team:

- Experience and knowledge in carrying out similar evaluations, reviews and/or research, using social science theory and methods.
- Relevant higher degrees (Ph.D or equivalent for at least one in the team).
- Relevant academic backgrounds (political science/sociology, social anthropology, economics and history).
- Thorough knowledge of Haitian and international development policies and processes.
- Good knowledge of the context in Haiti, including familiarity with the socio-political context and the role of civil society in the country,
- Understanding of conflict sensitive analyses, conflict analysis and programming.
- Familiarity with conflict prevention and peacebuilding activities in general and UN peace-building missions
- Gender expertise (incl. UN security Council resolution 1325 (2000) on Women, Peace and Security).
- Ability to work within set deadlines, and to write concise reports.
- Gender balance in the team is an asset.
- Knowledge of Norwegian development assistance.
- Languages: Norwegian, Creole, French, English
- Balance in the team between local and international consultants is an asset

It is assumed that close collaboration is established with consultants/researchers resident in and from Haiti.

6 Ethics

The evaluation process should show sensitivity and respect to gender, children, beliefs, manners, customs and security of all stakeholders.²¹ It should be undertaken with integrity and honesty and ensure inclusiveness of views. The rights, dignity and welfare of participants in the evaluation should be protected, especially children and women. Anonymity and confidentiality of individual informants should be protected by all means. The evaluation process itself should be conflict sensitive and an introductory statement to the evaluation report may explain what measures were or were not taken to ensure the conflict sensitivity of the evaluation itself, as well as the security of the interviewees.

7 Security

The evaluation team should hold relevant insurance policies and keep it self informed on a daily basis of any escalation in the security situation in Haiti. The team and its support staff should respect the UN security alert system (four levels) when conducting field trips. Delays in the evaluation process due to the security situation shall be communicated to the Evaluation Department immediately.

8 Feedback on OECD DAC Guidance

The Guidance on Evaluating Conflict Prevention and Peacebuilding Activities will be applied in this evaluation. The evaluation team should provide feedback (not exceeding 3 pages) in terms of how useful the Guidance has been in terms of structure, length, content (what has been the most/least useful parts) and, finally, what is missing.

9 Time schedule

Activity	Date
Contract signed	7 November
Inception report	10 December 2008
Draft report	20 March 2009
Final report	11 May 2009
Presentation seminar	10 June 2009

Annex 2: List of Documents

Bilateral Dialogue

Alexandre, G. 2009. Construire aujourd'hui la volonté politique pour l'élaboration de politiques migratoires. Port-au-Prince:

Alexandre, G. 2007. Matériaux pour un état des lieux des relations haïtiano-dominicaines. Port-au-Prince:

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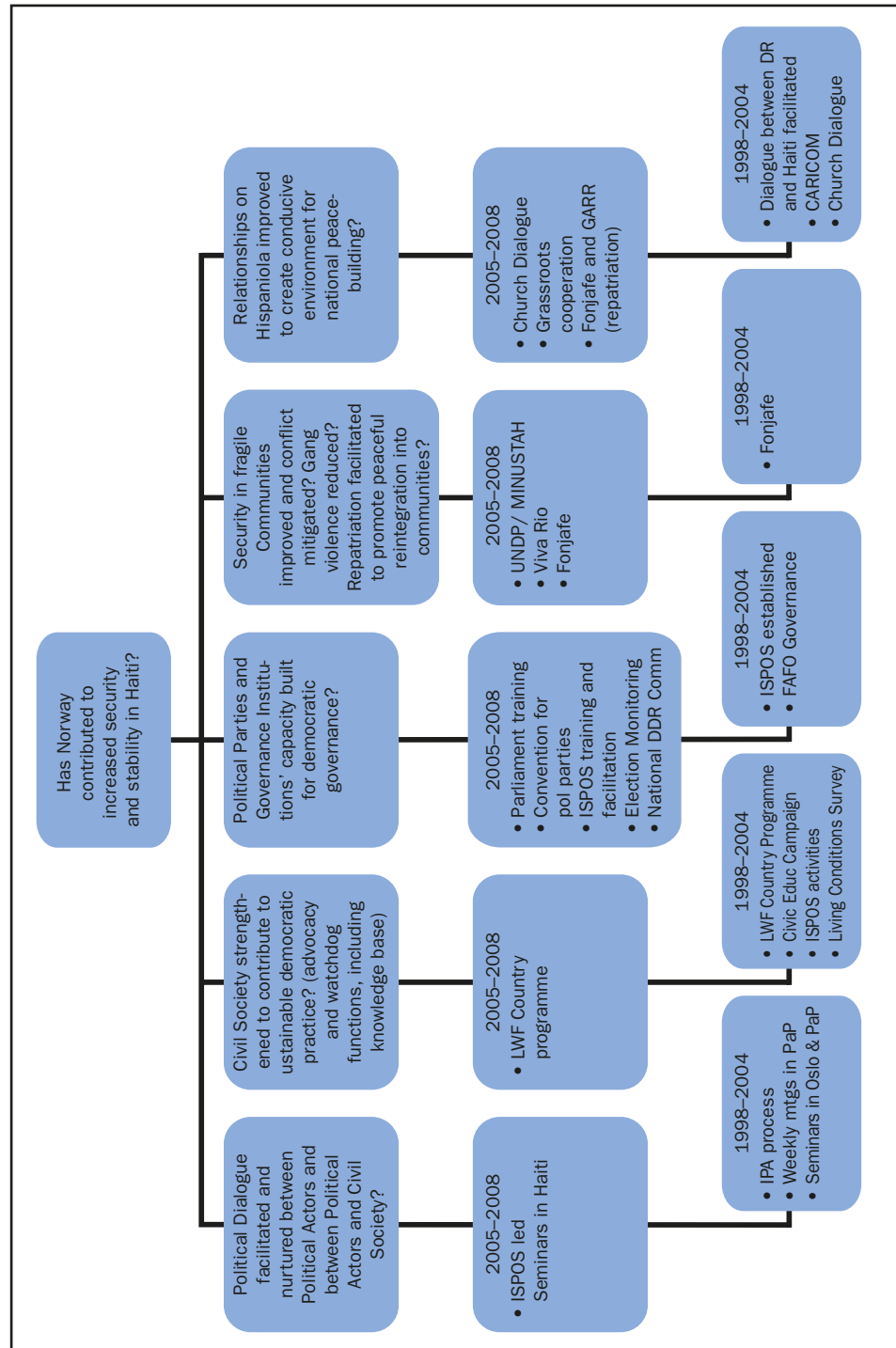
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Annex 3: Norwegian Support to Haiti - Components Relevant to Peacebuilding 1998-2004 & 2005-2008



Overview of funding to peacebuilding components of the Norwegian Haiti portfolio 1998-2004

	IPA dialogue and civic education MFA, NCA, IPA, Fafo, ISPOS	Haiti – DR Bilateral Dialogue MFA, NCA, ISPOS, SSID	Haiti political dialogue MFA, NCA, ISPOS, Fafo	Living conditions survey UNDP/Fafo:	ISPOS Institutional	Fonjafé Repatriation Support to deported refugees/IDPs	LWF strengthening of Civil Society (inc. project coordinator)	Research (Fafo – governance)	Total grants to areas covered by desk review	Total grants to Haiti incl emergency funding and other – see note
1998	NOK 2,403,000 USD 320,400				1,931,000 257,467	1,197,000 159,600	1,500,000 200,000		5,546,000 937,467	8,879,000 1,183,867
1999	NOK 3,516,000 USD 456,623				1,969,000 255,714	1,441,000 187,143	1,496,000 194,286		8,422,000 1,093,766	9,370,000 1,216,883
2000	NOK USD			5,000,000 666,667	1,969,000 262,533	1,448,000 193,067	1,946,000 260,000	483,000 64,400	10,846,000 1,446,667	15295,000 2,038,933
2001	NOK 180,000 USD 24,000	2,358,000 314,400		4,000,000 533,333	750,000 100,000	1,405,000 187,333	2,763,000 368,400		11,456,000 1,527,467	18,707,000 2,494,267
2002	NOK USD	2,360,000 314,667	1,500,000 200,000		3,149,000 419,867	1,550,000 206,667	2,100,000 280,000		10,659,000 1,421,200	13,322,000 1,776,267
2003	NOK USD	958,000 133,055	2,656,000 368,889		3,148,000 437,222	1,575,000 218,750	1,795,000 249,305		11,534,000 1,601,944	14,414,000 2,001,944
2004	NOK USD		3,913,000 559,000		4,095,000 585,000	1,575,000 225,000	2,095,000 299,286		11,678,000 1,668,286	46,883,000 6,697,571
Total	NOK 6,009,000 USD 801,023	5,676,000 762,122	8,069,000 1,127,889	9,000,000 1,200,000	17,011,000 2,317,803	10,191,000 1,377,560	13,695,000 1,851,277		69,651,000 9,437,674	126,870,000 17,409,792

Methodological Note: In the disbursement statistics from Norad there is not always consistency in the names of the projects – and there is no information on the Haitian partner to NCA – hence the budgets presented here are rough estimates. The NOK-USD currency rate reflects the one used in NCA proposals to MFA (1USD between 7 and 7.7 NOK). There will also be a discrepancy since the disbursement statistics include the overhead charged by NCA.

The following funding to Haiti was not assessed in this report:

- UNDP Rule of law fund (2001) : 1.000.000 NOK
- UN General Trust Fund : Support to Mission Micah 2.000.000 NOK
- NCA, OAS, NRC support to election monitoring and training
- Caricom : 3.300.000 NOK
- Emergency Assistance (UNICEF, UN OCHA, Red Cross, MSF, Caritas, Bistandsnemnda and others)
- Basic services, Health, Human Rights (Save the Children, Salvation Army)

2004-2008

NCA Partners / Projects		2005	2006	2007	2008	Total
Political Dialogue (ISPOS)	NOK	9,723,000	0	0	0	9,723,000
	USD	1,543,333				1,543,333
ISPOS Institutional	NOK	4,367,000	4,200,000	4,400,000	4,300,000	17,267,000
	USD	693,175	666,667	676,923	767,857	2,804,622
ISPOS seminars - Convention of Political Parties - Governability Pact - Parliamentarians	NOK	2,980,000	11,883,000	3,050,000	0	17,913,000
	USD	473,016	1,886,190	469,231		2,828,437
Bilateral Dialogue (Flacso and other seminars + Petter Skauen)	NOK	357,000	5,117,255	3,500,000	1,195,000	10,169,255
	USD	56,667	812,263	538,462	213,393	1,620,785
Church Network (including Port au Prince projects)	NOK		1,593,900	3,300,000	1,303,400	6,197,300
	USD		253,000	507,692	232,679	993,371
LWF Country Programme	NOK	1,890,000	1,628,000	1,550,000	1,440,600	8,058,600
	USD	300,000	258,413	238,462	257,250	1,054,125
Fonjafe (Repatriation / reintegration)	NOK	1,575,000	1,470,000	1,160,000	940,800	5,145,800
	USD	250,000	233,333	178,462	168,000	829,795
Viva Rio	NOK		10,220,591 ¹³⁰		10,000,000	20,220,591
	USD		1,622,316		1,785,714	3,408,030

129 Notes:

- Viva Rio 07 and 08 budgets taken from reports – not reported in disbursement statistics.
- No numbers for UN OCHA for 2008 in disbursement statistics and no reports / applications in archive.
- Currency: 1 USD fluctuates between 5,6 and 6,5 NOK (based on NCA applications).

NCA Partners / Projects		2005	2006	2007	2008	Total
DDR Commission	NOK USD			500,000 76,923		500,000 76,923
Support to Parliament	NOK USD			1,360,000 209,231		1,360,000 209,231
Garr (Advocacy against women trafficking)	NOK USD			340,000 52,308	523,300 93,446	863,300 145,754
Border Activities (fish farming)	NOK USD	347,000 55,079	411,075 65,250	340,000 52,308		1,098,075 172,637
Mofecs (Cité Soleil based women's movement)	NOK USD				143,920 25,700	143,920 25,700
UN, INGOs and research						
Fafo (Youth and needs assessment for policy)	NOK USD		5,499,000 872,857			5,499,000 872,857
PRI0 06 : Political Parties, 07 : DDR	NOK USD		342,000 54,286	1,500,000 230,769		1,842,000 285,055
UN-OCHA	NOK USD			9,954,000 1,531,385		9,954,000 1,531,385
MINUSTAH Reconciliation Fund	NOK USD			1,500,000 230,769		1,500,000 230,769
UNIFEM Voice, Influence, Justice, Security	NOK USD			2,700,000 415,385	6,000,000 1,071,429	8,700,000 1,486,814

NCA Partners / Projects	2005	2006	2007	2008	Total
CERAC – MINUSTAH (Coaching – women and leadership)	NOK USD	305,000 48,413	270,000 41,538		575,000 89,951
MINUSTAH / INSTRAW (Gender and security reform)	NOK USD	315,000 50,000	16,000 2,462		331,000 52,462
MINUSTAH Support to Parliament	NOK USD			830,000 148,214	830,000 148,214
UNDP Community Security Project	NOK USD	3,000,000 476,190		5,900,000 1,053,571	8,900,000 1,529,761
UNDP Rule of Law Trust Fund	NOK USD		4,500,000 692,308		4,500,000 692,308
NDI	NOK USD			2,000,000 357,143	2,000,000 357,143

Annex 4: List of Key Informants¹³⁰

Institution	Name	Function
PRIO	Wenche Hauge	Senior Researcher
	Alain Gilles	Consultant. Professor Université Quisqueya
	Rachel Doucet	Independent consultant
ISPOS	Garaudy Laguerre	Director General
	Emmanuel Charles	Administrative Assistant
Focus group participants ISPOS		
	Noel Marie Guenine	Student ISPOS
	Jean Ghilles Brunet	Student ISPOS
	Dupratte Janlor	Student ISPOS
	Macajoux Pierre Alix	Student ISPOS
	Germain Jimmy	Student ISPOS
	Louis Roberta	Student ISPOS
	Laguerre Reginald	Student ISPOS
	Joseph Ansly Frico	Student ISPOS
Viva Rio	Rubem Cesar Fernandez	Project Director
	Daniela Bercovitch	Administrative Assistant
Focus group participants Viva Rio		
	Lamour Fritz	Community Leader
	Derozier Elme	Student Centre Kay Nou
	Joseph Gabriel	Singer Group Chaba
	Manuel Guy	Head of Community School La vie timoun, La Saline
	Pierre Judline	Student
	Pierre Louis Geraldine	Student

¹³⁰ The evaluation team has tried to reflect past and present positions, therefore in some cases information given concerns positions held between 1998 and 2009 followed by present positions. All information was valid in March 2009.

Institution	Name	Function
	Alain Fabienne	Student
	Jean Louis Melissa	Student
	Charles Augustin	Community Worker
	La Croix Roger	City Delegate
	Champagne Chachou	Community Leader
	Louis Fritzner	Community Leader
	Joseph Sophia	Receptionist Viva Rio
	Denis Dupiton	Water resource manager
	Dominique Marcel	Lead Trainer
	Dauphin Michelet	Community Leader
	Siffran Eddy	Community Leader
UNDP	Joël Boutroue	Deputy Special Representative for the Secretary General for the United Nations Stabilization Mission in Haiti, UN Humanitarian Coordinator and UNDP Resident Representative
	Anne-Marie Clukers	UNDP Country Director
	Oumar Diallo	Principal Technical Adviser: État de droit project
	Alphone Deo Nkuzimana	Manager Police Project
	Brice Bussière	Consultant for Penal Reform
	Marla Zapach	UNDPs Community Security Programme
MINUSTAH	Jean-Philippe Laberge	Head of the Parliament Support Unit
	Viateur Havyarimana	Parliament Support Unit
	Caroline Péguet	Chargée d'affaires humanitarian section
MINUSTAH / Gender Unit	Nathalie Ben Zakour-Man	Head of MINUSTAH Gender Unit
	Françoise Métellus	Programme Officer
	Coty Beauséjour	National Coach, Programme Director
OCHA	Manuela Gonzalez	Head of Office
UNIFEM	Kathy Mangones	Coordinator, Country Programme
USAID	Hubert LeBlanc	SUNY/ARD Director
NDI	Eduardo Colindres	Programme Director

Institution	Name	Function
FONJAFE	Alberte Sorel-Gilles	Executive Director
	Serge Gilles	President Director
	André Brutus	Manager and Administrator
IOM	Guy Alexandre	Programme Director
Journalists	Elsie Ethéart	Journalist Mélodie FM and Haïti en Marche
	Pierre Manigat	Journalist Le Nouvelliste
	Clarens Renois	Freelance correspondent
Lutheran World Federation	Sylvia Raulo	LWH-Haiti representative
	Michael Kuehn	Ex-LWH-Haiti representative. Now programme director for a German NGO in Haiti
	Anne M. Møgster	ex-NCA-LWF in the field: Bilateral dialogue programme
	Louis Dorvillier	Ex-LWF programme coordinator. Now ECLA
	Tomas Brundin (Johnsson)	Ex-director of LWF programme. Now at Sweden MFA
CECI	Gérard Côté	Programme Officer Africa and Haiti
	Thérèse Bouchard	Ex-Programme Officer Haiti. Now retired
Norway MFA	Kristin Hoem-Langsholt	Various positions with responsibility for the Haiti Portfolio. Now at OECD
	Rut Krüger Giverin	Section for Peace and Reconciliation, Department for UN, Peace and Humanitarian Affairs. Now at Royal Norwegian Embassy in Sudan
	Jon Hanssen-Bauer	Former Director of FAFO, now Special Representative for the Middel East, MFA.
	Elisabeth Slåttum	Chargée d'affaires Royal Norwegian Embassy in Caracas
	Arne Aasheim	Ambassador to Guatemala (1997-2000). MFA special adviser on peace and reconciliation Latin America, based in Oslo (2000-2003). Now at MFA, Latin America Section

Institution	Name	Function
	Kristian Netland	Desk Officer. Section for Peace and Reconciliation
	Tone Faret	Advisor to the Royal Norwegian Embassy in Caracas.
	Tom Tyrhjell	Advisor in the Peace and Reconciliation Section 2005-2006
	Johan Vibe	Deputy Director General. Section for Peace and Reconciliation
Norad	Arve Ofstad	Policy Director. State- and Peace-building, Development Economics.
Small Arms Survey (Geneva)	Helen Moestue	Researcher
Canadian Embassy/ CIDA	Joseph Marc Josué	Programme Officer
	Sandra Charles	Governance Advisor. Coordinator for the Support to Parliament Group
Canadian Embassy / DFAIT / START	Harsha Sirur	First Secretary / START
Parliamentary Centre (of Canada)	John Bosley	Project Manager
International Peace Academy (IPA, now IPI)	Chetan Kumar	Ex-project manager. Now UNDP-New York
	Rémi Landry	Ex-Advisor to IPA. Now retired
Fafo	Mark B. Taylor	Senior Researcher
	Henriette Lunde	Researcher
Norwegian Church Aid	Petter Skauen	Special Advisor for Peace and Reconciliation, Haiti
	Johan Hindahl	Programme Manager / Head of Division
	Hilde Skogedal	Programme Coordinator Haiti
	Invild Skeie	Programme Coordinator Haiti
	Gerrit Desloovere	Consultant NCA for monitoring and capacity building of 3 NCA partner organisations
	Kåre Kristensen	Monitoring agent for NCA Director. Centre for Intercultural Communication.
Church Dialogue	Clément Joseph	Executive Director

Institution	Name	Function
GARR	Colette Lespinasse	Executive Director
	Serge Lamothe	President of Board of Directors
MOFECS (Womens's group of CONOCS)	Marie Guenine Noël	Executive Director
CONOCS	Jean Enock Joseph	Coordinator General
Haitian Expertise and Leaders	Nicole Grégoire	Ministry of Foreign Affairs. Assistant Director Political Affairs Division
	Mirlande Manigat	Dean Law Faculty, Université Quisqueya
	Lesley Voltaire	Consultant for multiple ministries
	Edmonde Bauzile	Senator. President of Education Commission
	Michel Gaillard	Journalist and President of the Law Reform Commission
	Roland Altidor	National expert on the ECVH (Household survey). Now consultant for Institut Haïtien de la Statistique et Informatique
	Daniel Milbin	Director of Social Statistics Division. Institut Haïtien de la Statistique et Informatique
	Jacques-Hendry Rousseau	Ex-Consultant for UNFPA. Now independent consultant
	Fritz Robert St-Paul	Coordinator of the Secretariat for the Support to Parliament Projects
	Ariel Joseph	Ex-Professor and internal auditor at ISPOS. Now secretary for the Senate and Focal Point for Support to Senate
	Cémephise Gilles	Senator
	Marie-Jossie Étienne	Deputy, Plaine du Nord
Hughes Joseph	Manager, FODEM / CGF (CIDA)	
Suzy Castor	Director, CRESFED	

Annex 5: Conflict Assessments in Haiti¹³¹

Evaluation Team Summary Conflict Assessment: 1998-2008

	Key Issues: 1998 →	Key Issues: 2004 →	Key Issues: 2008 →
Political situation in Haiti	<ul style="list-style-type: none"> Approximately 5% of the Haitian population participated in the 1997 election. (85% participated in 1990). The resignation of the Prime Minister Rosny Smart left Haiti in a political standstill that blocked the democratic process, the reform of the judiciary system, the economic recovery and all kinds of social and political reform. Haiti's political leaders do not talk to each other. The institutional crisis stems from divisions within the ruling Lavalas coalition. The collapse of the Lavalas-umbrella has led to an absence of political dialogue that may in turn lead to further conflict The gap between the people and the political elites is constantly growing leading to a sense of powerlessness and disengagement The reasons for the troubles in Haiti lie with the political elites who are locked in opposing views. There are no democratic traditions. There are ordinary people with resources and willingness to find solutions to the conflicts in the country 	<ul style="list-style-type: none"> The political stalemate between the legislative (opposition parties) and executive branches since the 2000 elections broke into an overt revolt from part of the population in general in the Center that moved toward Port-au-Prince. Opposition parties continued through the period to question the government's legitimacy. To reduce the risks of civil war the main Haiti partners offer a political solution with the departure of President Aristide. The international community sends UN troops under UN Security Council mandate to contribute to a secure and stable environment, and to facilitate humanitarian assistance (Res. 1529 – 2004). Troops were requested by the struggling Aristide government but confirmed by the transition government Alexandre. A transition government is put in place and its mandate included the organization of elections, which are in effect held in Feb. 2006. René Préval is elected President without a second round, after popular riots which ended in Hotel Montana. 	<ul style="list-style-type: none"> Food riots bring about the fall of the Prime Minister Alexis replaced by Michèle Duvivier Pierre-Louis in July 2008 after 4 months. A third of the Senate has not been replaced in 2007. Quorum is fragile.

131 "Evaluators will always need to have some sort of conflict analysis, though they may not necessarily need to perform one themselves. For instance, the evaluation could be based on analysis provided by a donor agency, the evaluation target itself, a third party or a participatory process with stakeholders; or, it could be an assessment commissioned specifically for the evaluation." OECD. Development Assistance Committee. Network on Conflict, Peace and Development Co-operation and DAC Network on Development Evaluation. 2008. Guidance on Evaluating Conflict Prevention and Peacebuilding Activities. Working Draft for Application Period. Paris: OECD, p. 28.

	Key Issues: 1998 →	Key Issues: 2004 →	Key Issues: 2008 →
Security situation in Haiti	<ul style="list-style-type: none"> • There is relative stability compared to other “post-conflict” societies both in terms of the economy and the security situation • The major threat is not political state violence or internal war, but a social explosion and increased social insecurity. • Power vacuum in Haiti after J.B. Aristide dispensed of the military forces after 1994. International support to strengthening of police forces to ensure internal security. • Assassination of a security officer of the foundation led by former President Aristide and the lynching of a police station chief in Mirebalais have raised fears of a possible return of politically motivated killings. • Human rights organizations denounce violations imposed on the population. Impunity becomes institutionalized. 	<ul style="list-style-type: none"> • The political instability brought on by events at the end of 2003 and beginning 2004 produced a security crisis with armed groups (chimères) scouring the countryside and eventually the capital. These groups expanded their activities to banditry, trafficking, and kidnapping. • The MINUSTAH addressed these issues slowly through 2006 but mainly 2007 • Operations led by the UN peacekeeping mission (MINUSTAH) largely disbanded armed gangs in the slums of Haiti’s cities in early 2007. • Though still denounced impunity still persists. • All prisons are ransacked after Aristide’s departure and many building are looted. • Police forces (PNH) had become very politicized and therefore required internal assessment. Its number dwindled to less than 3000 after 2004. 	<ul style="list-style-type: none"> • Operations led by the UN peacekeeping mission (MINUSTAH) in early 2007, did not completely ensure security and stability. • The failure to provide an immediate, visible peace dividend once the gangs’ hold was broken was a lost opportunity the still fragile country could ill afford. • Now new threats are appearing. Serious crime persists, especially kidnapping and drug trafficking, and in the absence of a sufficiently large and fully operational police force and functioning justice and penitentiary systems, it threatens to undermine political progress. • This was evidenced by the fall of Prime Minister Jacques-Edouard Alexis’s government following April 2008 protests and riots against high living costs. • Security sector reform (SSR) is essential to stabilisation but has been plagued by serious institutional weaknesses. • Kidnappings: <ul style="list-style-type: none"> – 2006: 500 cases, 722 victims – 2007: 237 cases, 293 victims – 2008, first half, including June: 162 cases, 184 victims

	Key Issues: 1998 →	Key Issues: 2004 →	Key Issues: 2008 →
Socio-economic situation in Haiti	<ul style="list-style-type: none"> • Global economic conditions continued to feel the negative effects of the economic embargo and industrial infrastructure could not be rebuilt. In 1998 manufacturing account for only 7% of GDP. • 70% of the National revenue came from foreign aid. Due to the political crisis in the country, parts of this aid were frozen. • 83% of prisoners are in prison without conviction. • 80% of the population live on agriculture, but most farmers do not own the land they farm. 	<ul style="list-style-type: none"> • After producing all conditional documents, such as PRSP, Haiti in declared in November 2006 eligible by World Bank and IMF for debt relief under HIPC initiative. • Political instability between 2000 and 2004 has taxed the economy by reducing investment and increasing inflation. • Strikes in hospitals and schools are organized by civil servants to claim back pay of many months. • Cyclone Jeanne hits Gonaïves and results in more than 3.000 deaths and millions of dollars in destruction. • In the South-East two villages are drowned in heavy rains (Fonds Verrettes and Mapou) 	<ul style="list-style-type: none"> • Four cyclones ravaged the 10 departments. • Civil servants in different sectors (health, education and public companies demand back pay covered many months. • Humanitarian aid is not coordinated and does not allow notable improvements of conditions.
Inter-national relations	<ul style="list-style-type: none"> • MIPONUH established by the UN Security Council in November 1997. The mandate was to support and contribute to the professionalization of the Haitian National Police. • Late 1999: In anticipation of normalisation of the political situation in Haiti, the EU has signed agreements for USD 28,6 million. Several hundred millions are still frozen, awaiting political normalisation. 	<ul style="list-style-type: none"> • MINUSTAH is an international force deployed. Largely South American it is under a Brazilian general. • The international community renews its commitment to work with the State after it had distanced itself after 2000. • Donors and the interim state come together to produce an interim development plan (Cadre de coopération intérimaire or CCI). This 2004 plan offers guidance for restructuring of aid to Haiti. • Deportations of Haitians in the United States, Canada and the French Antilles become regular occurrences. 	<ul style="list-style-type: none"> • The MINUSTAH mandate is renewed with the added responsibility of controlling borders. • The EU and CIDA fund an important transborder environment project.

	Key Issues: 1998 →	Key Issues: 2004 →	Key Issues: 2008 →
Bilateral relations	<ul style="list-style-type: none"> • About 1,2 million Haitians are in the Dominican republic • Relations between the two countries are conflict prone and campaigns against Haitians in the Dominican Republic are orchestrated. • Political dialogue funded by the Norwegians yield positive results. 	<ul style="list-style-type: none"> • From 2003 to 2007 107 180 Haitians were repatriated from the Dominican Republic • Meetings of the bilateral commission are held but monitoring of its activities is overlooked. • Dominican militaries often enter Haitian territory to pursue Haitians accused of illegal actions. These incursions are denounced by human rights organizations in border regions. • Political dialogue continues not only among parliamentarians but in other sectors such teachers, students and private sector. 	<ul style="list-style-type: none"> • Repatriation of Haitians continues regardless of a judgment by the International Human Rights Council against the Dominican Republic. • Though relations may have improved, conflicts continue and are often denounced. • A disagreement over sanitary regulations for Dominican chicken and eggs create significant problems in the border regions.

References:

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- Rapport annuel sur la situation des droits humains des migrants haïtiens en 2007 (GARR)

USAID Conflict Assessment In 2006

Main Findings in the 2006 USAID Conflict Assessment¹³³

1. *Economic Risk Factors*

- Levels of poverty have been increasing and can be correlated to potential violent conflict.
- Two aspects can be linked causally to violence: high unemployment, particularly among youth, and inequality in income distribution.
- Lack of access among large segments of the population to basic services (health, education, and sanitation) exacerbates these aspects.
- Demographic patterns have brought environmental tensions on land access and use.

2. *Political Risk Factors*

- Political exclusion stems from the lack of responsiveness of Haiti's political institutions and leaders, the concentration of power in the capital and the correlative incomplete decentralization process.
- Political parties and organizations have often recourse to violence to achieve their goal in a "zero-sum competition".
- Presence of armed youth, militant popular organizations, and criminal organizations.
- General weakness of government institutions which reduces its credibility. Contributing factors are lack of continuity in staffing, endemic corruption, and absence of basic financial management systems.

3. *At Risk Groups (2006)*

- Supporters of Fanmi Lavalas may wish to regain power by any means at their disposal.
- Neighbourhood groups and criminal gangs in areas like Cité Soleil often supersede government institutions.
- Economic elites participate in the unequal distribution of revenues and hesitate to accept tax leverage from corrupt government.
- Ex *Forces Armées d'Haïti* could be in a position of creating instability on issues such as their employment prospect or the restoration of the army.
- Haitian National Police still lacks the personnel, logistical and material resources to fulfil its mandate. Corruption is still widespread and allegations of collusion with criminal organizations are widespread.

¹³² Hamlin, K. J., Bean, S., Berg, Louis-Alexandre, Weden, C., and Pierre, Y. F. 2006. Haiti Conflict Assessment. Washington: USAID. Our analysis of this conflict assessment is limited to risk factors or groups at risk and does not include recommendations which are very period (2006) specific.

Annex 6: Contextual Elements Pertaining to the Closing of ISPOS

It has been a very difficult task for the evaluation team to decipher the causes and consequences of these decisions. The following chronology and questions bring together contextual elements that may help think through some of the existing facts or help produce new sets of analyses for possible future evaluations.

1. From 1998 to 2000, ISPOS was under the financial control of LWF-Haiti. The two organizations parted ways following disagreement between the two directors¹³³ concerning autonomy, governance and procedures for accountability.
2. After 2000, ISPOS continued to be supported by MFA according to its procedures, which were very transparent, since there was such close cooperation between the MFA-NCA Haiti team and ISPOS. Every large-scale activity was given grants individually with specified budgets. The MFA-NCA team knew about the cost-level in Haiti and did argue with ISPOS about budgets on several occasions.
3. Throughout the period seminars in Norway were held following very high standard. ISPOS replicated these types of events in Haiti and there was disagreement internally at MFA about the budgets. ISPOS would argue that the high cost was necessary in order to get the participation and hence obtain the expected results. There have been several instances where MFA-NCA refused original budgets and ISPOS had to scale them down.
4. According to informants¹³⁴, audit and control of ISPOS seems to have been beyond what is normally required by MFA-NCA of their implementing partners. Since there was such close follow-up, MFA-NCA would be engaged in checking participant's background (at least one participant was not accepted for the first meeting due to kinship) and conference receipts. As there was always this concern about the high cost, NCA has also sent their internal auditors to Haiti to go through ISPOS' accounting procedures. Although NCA has been formally in charge of administrative contact with ISPOS as the channel for funding, there is no doubt that MFA was overseeing decisions regarding the political dialogue.
5. When the decision was taken by MFA to undertake a special audit in 2008. The ISPOS Director was not informed about the reason for this extra audit. The Director no longer had any direct contact with MFA. All communication was with NCA. Nevertheless ISPOS agreed to have the special audit undertaken during 2008. This was a condition for getting more funds.
6. At MFA new administrative regulations have been put in place recently and the Minister of the Environment and International Development has announced

¹³³ Interviews with T. Brundin 13-03-09, Louis Dorvillier 12-03-09, and Michael Kuehn 26-02-09 with a follow-up meeting during the mission in Haiti.

¹³⁴ Interviews with Petter Skauen (NCA), complemented by meetings with Emmanuel Charles, administrative assistant and Ariel Joseph, internal auditor both at ISPOS.

zero-tolerance for corruption in Norwegian development Aid. A new channel for alert on suspicion of corruption was put in place.

7. For a number of reasons, this special audit was not undertaken in 2008, but none had anything to do with ISPOS. Some of the factors were:
 - NCA was responsible for managing the audit, but relied on MFA for funds and for approval of plans. During 2008 there were at least four turnovers of staff at MFA. There was also a period where nobody at MFA had desk-responsibility for Haiti.
 - The process of tendering for and contracting an external auditor with experience from special audits took longer than expected; it proved difficult to find certified auditors that would take on the assignment in Haiti.
 - NCA managed to secure two interested agents early on, KPMG Atlanta and KPMG Norway. By 8. September NCA had two offers and sent an application to MFA to ensure funding for the audit.
 - MFA responded on the 21. October that they would prefer KPMG Atlanta
 - In January 2009 KPMG Atlanta announced that for security reasons they could not undertake the audit in Haiti.
8. In the October letter MFA responded to a letter from NCA about the difficulties in finding auditors. MFA stated that given the difficult security situation in Haiti, the Ministry understood the need for postponement of the audit, possibly until spring 2009, but wished the audit to be carried out as soon as possible. (MFA letter to NCA 21.10.2008). NCA interpreted this letter to mean that there would be opportunities for a solution to keep ISPOS floating until the special audit had been carried out. MFA had established in the past a practice of being flexible on 'bridge funding'.
9. NCA sent the application for funding for the year 2009 with a cover letter 30.01.09 where they referred to the statement by MFA that there would be no more funding until the special audit had been carried out. The application was sent nevertheless with a detailed explanation of the process and of what the consequences for ISPOS as a permanent training institute would be if there was no more funding. Some of these explanations were:
 - ISPOS had cooperated closely with MFA and NCA since 1998 and had Norway as sole funder, which made the institute particularly vulnerable. At one point in time, Norway had indicated that they preferred to be sole funder, though ISPOS would have been at liberty to diversify its funding base and did receive funds from the Olof Palme Center.
 - ISPOS had agreed to the special audit in 2008 and could not be blamed for it not taking place
 - ISPOS had not received any signals about the possible consequences of the audit being postponed from 2008 to 2009.
 - NCA referred to the 21.10.2008 letter from MFA where there is "understanding for the need to postpone"
 - ISPOS had started the semester in 2009 and had thus already incurred expenses for the budget year 2009. (Applications are normally approved around March).

NCA asked MFA, in light of the above to support running costs in order to carry out the special audit. They also pointed out that if there was no more support, this could affect the possibilities for the audit to be done.

10. MFA Control Unit denied the request for covering running costs until the audit had been carried out. The evaluation team did not uncover what they based this decision on. The informants for this evaluation had not been contacted by the Control Unit prior to the decision made.
11. Though NCA had initially sought an external auditor to carry out the special audit, they then chose to contract KPMG Haiti to do the audit since time was running out. KPMG Haiti said they would be able to conduct the special audit by March 2009. In meetings with ISPOS the Haitian auditor claimed to have not received the information they needed from ISPOS to conduct the audit in a timely manner¹³⁵.
12. NCA tried to negotiate with the Director of ISPOS about possible solutions, such as suspending activities until the audit had been carried out. MFA had informally given NCA signals that they did not want ISPOS to close down. No documents found indicate clearly how MFA expected ISPOS to stay open (pay rent) without funding.
13. The Director pointed out that he had already incurred costs for rent and salaries and did not see any possibility of keeping ISPOS going. NCA concurs that there was no more money in its budgets to keep the Institute afloat. The Managing Director then unilaterally (without informing Norway or other stakeholders) decided to give a press conference March 3, 2009 in Haiti where he thanked Norway for ten years of cooperation and said that Norway no longer wished to support ISPOS¹³⁶. The ISPOS students and teaching staff came to start class and were informed on the same day as the press conference.¹³⁷

The team believes very strongly that the main victims of these decisions and events have been the more than 100 students in the 2008-09 cohort who had left an employment or a studies programme in another higher education institution¹³⁸.

¹³⁹As events during the field mission had still to offer a comprehensive attribution of responsibilities, the evaluation team will be careful not to give a definite evaluative opinion in regard to the closure of ISPOS. Nevertheless the evaluation team does feel authorized, in light of information from many sources, to raise questions not only about these recent events but also concerning the management of this core MFA activity throughout its lifespan:

- Why were events of the 2000-2002 period (delayed evaluation) not included in the ToR of the 2002 evaluation to be analysed and a risk assessment made?
- Was a risk mitigation strategy implemented after all other partners pulled out?

135 The former Director of ISPOS, Mr. Laguerre, states that all necessary documentation was handed over to KPMG Haiti. E-mail from Mr. Laguerre, 21 September 2009.

136 The former Director of ISPOS, Mr. Laguerre states that the closing of ISPOS, was mentioned prior to the closure (the first time one month in advance, then one week and finally 48 hours prior to closure). E-mail from Mr. Laguerre, 21 September 2009.

137 According to Mr. Laguerre, the students were informed of the closure twenty four (24) hours in advance and that there would be a press conference. Op.cit.

138 Based on the interviews with ex-ISPOS students.

139 The former Director of ISPOS, Mr. Laguerre states that it is erroneous to suggest only the students suffered "According to Mr. Laguerre the students were social and political "cadres" and professionals from organisations. Again, according Mr. Laguerre, it was the former employees of ISPOS who suffered the most, as some had worked there for ten years" ...and had to leave without no hope for compensation". Op.cit.

- Why was the 2002 evaluation team¹⁴⁰ not given a more precise mandate as well as resources, to explore the sensitive issue of funds management¹⁴¹? Did NCA follow up on all findings and recommendations included in the 2002 report?
- As the capacity of the Director of ISPOS to reduce any counter-balancing factors in decision-making processes pertaining to ISPOS became clear to MFA staff over the years and concern was raised internally, were risk-mitigation strategies ever put in place to address that issue? Was there an initiative to improve the democratic governance structure of ISPOS?
- If indeed Norway accepted the risks associated with its initiatives in Haiti beginning in 2000, what changed in 2006? The total budget for institutional support to ISPOS during the last four years is approximately equal to that of the first seven years (See table 1).
- Why had the different layers of control (internal ISPOS audit, external national audit in Haiti, external international control at NCA) become so questionable in 2006 as to entail a special audit of all financial data since 1998?
- Having announced the special audit for 2008, was the MFA-NCA team able to deliver the resources needed in a timely manner?

The three main parties involved (MFA, NCA and ISPOS) have different perspectives as to the reasons behind ISPOS' closure. What seems clear to the evaluation team is that communication between the three had suffered as a result of frequent turnover accompanied by poor transfer of knowledge in MFA personnel during the last two years¹⁴².

Another key factor in the deterioration of communication between the three parties concerns the new and strengthened role of the MFA Control Unit which did not accept bridge funding despite the attempt by NCA to explain the severity of the situation and the consequences of bridge funding termination in Haiti¹⁴³. NCA was left in a difficult position trying to broker a solution between the "new MFA" composed of a new team, implementing new and stricter regulations, and the ISPOS Director.

Sources:

MFA: Kristin Hoem-Langsholt, Arne Aasheim and Johan Vibe

ISPOS: Garaudy Laguerre, ISPOS students focus group

NCA: Johan Hindahl, Hilde Skogedal and Petter Skauen.

140 Wooding, K. and Kristensen, K. 2002. Evaluation of the Institut Supérieur de Formation Politique et Sociale (ISPOS). Oslo: Norwegian Church Aid (NCA).

141 Recommendation XV about computerized accounting seems not to have covered all aspects of the problem. The issue had been central in the LWF-ISPOS split according to the then project manager: Michael Kuehn : 26-02-09 and follow-up meeting during the mission in Haiti.

142 There is no structured system for institutional learning. The evaluation team summarized a sample of some 65 internal MFA notes and memos (mission reports, embassy communiqués, emails etc.) in order to map and understand the history of Norwegian engagement in Haiti. A new desk officer cannot be expected to search the archive for relevant information in all of these documents to become updated on key developments and political decisions made in the Norwegian approach

143 See Annex 4

Annex 7:

OECD Guidance and the Haiti Evaluation

The guidance examines traditional evaluation concepts to adapt them to conflict prevention and peacebuilding contexts. It proposes¹⁴⁴:

- To provide direction to those undertaking evaluations of conflict prevention and peacebuilding projects, programmes, and policies.
- To assist policy makers and practitioners working in the conflict prevention and peacebuilding field to better understand the role and utility of evaluation;
- To help those working in the field of evaluation better understand the sensitivities that apply in this field.

Authors of the Guidance identified eight emerging lessons, summarized here:

- Systematic use of evaluation for all conflict prevention and peacebuilding work;
- A clear need for a better strategic policy framework for conflict prevention and peacebuilding work;
- Better programme design, even in the planning stages;
- A need for coherent and co-ordinated intervention and policy strategies;
- Clarification of concepts and definitions of peacebuilding and conflict prevention;
- Results of conflict analysis must be translated into action;
- Use of mixed-method approaches to evaluations is recommended;
- Recommendation for joint evaluations.

As the evaluation team collected information from documentation and interviews, it tried to systematically test these lessons in light of why and how Norway's (MFA) developed and expanded its intervention portfolio in the decade between 1998 and 2008 in Haiti. The conclusion offers an assessment of the relevance of these lessons for this evaluation

The Guidance lists three main principles, essential for this type of evaluation:

- Conflict sensitivity;
- Gender awareness;
- Protection and ethical responsibilities.

The situation in Haiti requires that great care be taken in understanding the fragile social equilibrium it developed and the origins of violent outbursts that have characterized its past history and more recent events. Haitian society is a very complex web of diverging social and economic interests with both internal and external (diaspora) dimensions influencing decisions (or lack of) taken. The evaluation team

144 OECD, Development Assistance Committee, Network on Conflict, Peace and Development Co-operation and DAC Network on Development Evaluation, 2008, *Guidance on Evaluating Conflict Prevention and Peacebuilding Activities*, op. cit. p. 8.

with its composition and network of contacts, ensured gender awareness. In these times of relative calm, there was much less fear for personal safety on the informants' part and thus less requests to "go off the record". The very few requests were dealt with according to OECD-DAC principles.

The Guidance's section 3.3, concerning the implementation of the evaluation, offers advice including:

- Identification of the implementation logic and theory of change;
- Deal with missing baselines and other gaps;
- Gather data;
- Use of various criteria;
- Examine "the relationship between interventions and the political or diplomatic pressure that the international community, particularly major donors and neighbouring countries, have exerted or failed to exert."

MFA's expertise in conflict resolution and peacebuilding had been developed through important interventions in all parts of the world however it had little knowledge or practice in Haiti. There was no embassy resulting in a varying degree of institutional oversight by MFA and its agreement partners of the different projects varied through the period. The evaluation team, after thorough examination of the documents, has found that:

- The dichotomic administrative framework of Norwegian aid delivery in Haiti did not facilitate the implementation of systematic evaluation processes (lesson 1). Indeed a more specific institutional appraisal of MFA could reveal a relative absence of evaluation tradition, at least according to norms and practices suggested in the Guidance. Furthermore the one year time span of interventions made for a weak information system other than financial.
- Had monitoring been practiced by MFA and its implementation partners, it could have compensated for this omission. Both documentary evidence and testimonies concurred that informal decision-making processes were not tied to a strategic framework (lesson 2) until very late (2007). Even the 2007 documents would not really qualify and were not even perceived by their authors as an effective strategic framework. The team found no evidence that practitioners (in government agencies, universities, or private sector), well versed in strategic thinking for programme development in fragile and developing environments, were called upon to produce or implement such a framework.
- Interventions were very quickly examined and approved. This approach offered a flexible option in times of crisis as the one preceding President Aristide's departure. Nevertheless this rapid response system was possible because planning practices were kept to a minimum (lesson 3). The building of lessons and knowledge was slow; it was not part of a public discussion even between administrations in that sector.
- The shift in 2007 brought MFA much closer to a coordinated response to challenges of interventions in Haiti (lesson 4). It produced more concerted actions with other donors and national stakeholders. Though late, it was an appropriate response and produced positive effects on design of projects implemented after that date.

- Norway's involvement in Hispaniola was not developed following any conflict analysis by MFA or, to the team's knowledge, by any other partner/donor. Therefore, the concepts of conflict and peace, relevant to Haiti were not clarified (lesson 5) with staff, policy makers, managers and stakeholders. A very recent research study undertaken by the Norwegian research institute PRIO sheds very important light on conflict and conflict resolution in Haiti but its dissemination and appropriation by stakeholders has yet to materialize in policy and decision making.
- A complete conflict analysis was not carried out internally (lesson 6) but MFA participated (through IPA's work and much later through PRIO's recent study) in collaborative efforts to better understand the forces at work in the political and social realms. It is not clear how this knowledge affected (or will affect for more recent attempts) decision-making processes. Yet MFA included ISPOS, what was arguably the most proactive and networked institution in Haiti, in its portfolio. For reasons that remain unclear, the capacities mobilized were never systematically engaged by MFA to elaborate a coherent policy.
- Mix-methods of evaluation were implemented (lesson 7) for the 2009 evaluation but the sudden demise of the most significant dialogue and analysis institution created by MFA (ISPOS) created a vacuum in terms of national partnership for the evaluation (lesson 8).

The OECD Guidance lessons were very useful in helping the evaluation team think through many issues relating to Norway's MFA's portfolio in Haiti. Its usefulness does fall short in this specific case because it concentrates on inter-state coordination but offers little insight on the importance of coordination and maximization of expertise between national agencies both at the implementation and the evaluation phases.

All of the advice was relevant for the Norad-contracted evaluation team as it constitutes sound technical and organisational indications for achieving evaluation results. The Haiti evaluation revealed how missing or weak elements can either impose a considerable burden on the evaluation team or jeopardize major evaluative processes. A summary of these challenges (described in section 1.2 of the draft report) indicates that:

- Absence of a comprehensive and accessible overview of components of the recipient country's portfolio imposes a considerable burden on resources as implementation logic and theory of change are not readily apparent to external analysts;
- Non traditional monitoring approaches may have had positive effects in producing expeditious decisions and actions, but they leave little information trails on which to build or recreate baselines or information gaps;
- In conflict prevention and peacebuilding, traditional evaluation criteria may not always apply. At least two factors in the Haiti study could document this position:
 - The urgency, real or assessed by decision-makers, of implementing actions and projects is not conducive to setting up all the necessary tools for planning, monitoring and ultimately evaluating the projects. The burden of risk could be viewed as shared by decision-makers at the time of the implemen-

tation but rests solely on evaluators during the evaluation phase, especially when traditional criteria do not “fit”.

- This is especially the case for the “impact” criteria which acquires a very different meaning when dealing with politically oriented interventions that are loosely tied to development objectives. Furthermore the short historical depth of projects after 2006 included in the Haiti evaluation could not yield significant information on results. Not only should the Guidance recommend mixed-methods but it should also indicate the need for mixed-approaches (classic evaluation and process analysis in this case).

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- 2.96 Norwegian Development Aid Experiences. A Review of Evaluation Studies 1986–92
- 3.96 The Norwegian People's Aid Mine Clearance Project in Cambodia
- 4.96 Democratic Global Civil Governance Report of the 1995 Benchmark Survey of NGOs
- 5.96 Evaluation of the Yearbook "Human Rights in Developing Countries"
- 1.97 Evaluation of Norwegian Assistance to Prevent and Control HIV/AIDS
- 2.97 «Kultursjokk og Korrektiv» – Evaluering av UD/NORADs Studiereiser for Lærere
- 3.97 Evaluation of Decentralisation and Development
- 4.97 Evaluation of Norwegian Assistance to Peace, Reconciliation and Rehabilitation in Mozambique
- 5.97 Aid to Basic Education in Africa – Opportunities and Constraints
- 6.97 Norwegian Church Aid's Humanitarian and Peace-Making Work in Mali
- 7.97 Aid as a Tool for Promotion of Human Rights and Democracy: What can Norway do?
- 8.97 Evaluation of the Nordic Africa Institute, Uppsala
- 9.97 Evaluation of Norwegian Assistance to Worldview International Foundation
- 10.97 Review of Norwegian Assistance to IPS
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- 12.97 Cooperation for Health Development WHO's Support to Programmes at Country Level
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- 5.98 Development through Institutions? Institutional Development in Norwegian Bilateral Assistance. Synthesis Report
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- 4.99 Evaluation of the Tanzania-Norway Development Cooperation 1994–1997
- 5.99 Building African Consulting Capacity
- 6.99 Aid and Conditionality
- 7.99 Policies and Strategies for Poverty Reduction in Norwegian Development Aid
- 8.99 Aid Coordination and Aid Effectiveness
- 9.99 Evaluation of the United Nations Capital Development Fund (UNCDF)
- 10.99 Evaluation of AWEPA, The Association of European Parliamentarians for Africa, and AEI, The African European Institute
- 1.00 Review of Norwegian Health-related Development Cooperation 1988–1997
- 2.00 Norwegian Support to the Education Sector. Overview of Policies and Trends 1988–1998
- 3.00 The Project "Training for Peace in Southern Africa"
- 4.00 En kartlegging av erfaringer med norsk bistand gjennom frivillige organisasjoner 1987–1999
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- 7.00 Evaluation of the Norwegian Plan of Action for Nuclear Safety Priorities, Organisation, Implementation
- 8.00 Evaluation of the Norwegian Mixed Credits Programme
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- 10.00 Taken for Granted? An Evaluation of Norway's Special Grant for the Environment
- 1.01 Evaluation of the Norwegian Human Rights Fund
- 2.01 Economic Impacts on the Least Developed Countries of the Elimination of Import Tariffs on their Products
- 3.01 Evaluation of the Public Support to the Norwegian NGOs Working in Nicaragua 1994–1999
- 3A.01 Evaluación del Apoyo Público a las ONGs Noruegas que Trabajan en Nicaragua 1994–1999
- 4.01 The International Monetary Fund and the World Bank Cooperation on Poverty Reduction
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- 3A.02 Évaluation du programme ACOPAMA Un programme du BIT sur l'« Appui associatif et coopératif aux Initiatives de Développement à la Base » en Afrique de l'Ouest de 1978 à 1999
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- 5.05 Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation (1997–2005)"
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- 2.06 Evaluation of Fredskorpset
- 1.06 – Synthesis Report: Lessons from Evaluations of Women and Gender Equality in Development Cooperation
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- 1.07 – Synteserapport: Humanitær innsats ved naturkatastrofer: En syntese av evalueringsfunn
- 1.07 – Study: The Norwegian International Effort against Female Genital Mutilation
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- 2.07 – Study Development Cooperation through Norwegian NGOs in South America
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- 5.07 Evaluation of the Development Cooperation to Norwegian NGOs in Guatemala
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- 5.08 Evaluation: Evaluation of the Norwegian Research and Development Activities in Conflict Prevention and Peace-building
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- 2.09 Evaluation: Mid-Term Evaluation of the Joint Donor Team in Juba, Sudan
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- 3.09 Evaluation: Evaluation of Norwegian Development Cooperation through Norwegian Non-Governmental Organisations in Northern Uganda (2003-2007)
- 4.09 Evaluation: Evaluation of Norwegian Support to the Protection of Cultural Heritage

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