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FOURTH COUNTRY PROGRAMME FOR HAITI

Note by the Administrator

I. PROCESS OF THE PROGRAMMING EXERCISE

1. The programming process for the fourth country programme began in April 1986 and concluded in October 1986. During this process, an active dialogue was maintained between the Office of the Resident Representative of the United Nations Development Programme (UNDP) and the Government, at various levels. The appointment in April 1986 by the United Nations Secretary-General of a Special Representative for Haiti, who occupies simultaneously the functions of Resident Co-ordinator of United Nations Operational Activities in Haiti and UNDP Resident Representative, allowed the establishment of a direct channel of communication at the level of the President of the National Council of Government. The importance of this channel of communication has been enhanced further since May 1986 by the visits of the Secretary-General, the UNDP Administrator, and the Assistant Administrator and Director of the Regional Bureau for Latin America and the Caribbean. At a more operational level, the programming exercise was conducted first between the staff of the UNDP office in Port-au-Prince and officials from the Ministry of Planning, and later, after its replacement in June 1986 by the Commissariat for National Development and Public Administration, with officials of this institution.

2. From the early stages of the programming exercise, the orientation of the fourth country programme was extensively discussed with Government officials. Consultations with relevant specialized agencies of the United Nations system also took place. The identification of programme objectives was conducted simultaneously with the elaboration by the Government of the Interim Development Programme 1986-1988.

3. The elaboration of the Interim Development Programme was actively supported by UNDP, which assisted the Government in this endeavour by fielding a mission of experts and staff from various agencies of the United Nations system: the Economic Commission for Latin America and the Caribbean (ECLAC); the United Nations Conference on Trade and Development (UNCTAD); the Latin American Institute for Economic and Social Planning (ILPES); and the International Labour Organisation (ILO). Before the Interim Development Programme was formally presented to the donor community for the external funding of 26 short-term investment projects, it was discussed with World Bank officials in Washington in order to ensure that the projects being proposed were fully consistent with medium- and longer-term policies being reviewed by the Government, the World Bank and the International Monetary Fund (IMF). In the process of definition of country programme objectives, the criterion of complementarity in the relationship between UNDP technical co-operation resources and those of other bilateral and multilateral donors was observed.

4. The Resident Representative's note was expanded to include an evaluation of the ongoing programme, reviewing in detail the projects approved during the third cycle. It was noted that the country programme had been elaborated within the framework of the Government Biennial Development Plan, and that three basic sectors had benefited most: agriculture; natural resources; and transport and communications. Areas such as health, culture, human settlements, industrial and commercial development, and institutional support received less assistance during the third cycle. Among the major difficulties encountered during the implementation of the programme, to which the Resident Representative's note refers, is a generally low institutional capacity, the absence of an effective co-ordination mechanism, and the insufficient support, in the form of national staff and of counterpart funds, often accorded by the Government to technical co-operation programmes. The fourth country programme has taken these difficulties into account, and proposed solutions have been incorporated into projects to be implemented in the coming years.

5. The mission which assisted the Government in the preparation of the Interim Development Programme acted simultaneously as a programming mission, identifying technical co-operation needs and priorities. In September 1986, the UNDP Regional Bureau for Latin America and the Caribbean assisted the Government in the elaboration of the country programme document by organizing a second programming mission, integrated by staff from the Regional Bureau, ECLAC and ILPES.

II. THE FOURTH COUNTRY PROGRAMME

6. The economic policy proposals contained in the Interim Development Programme are for the period 1986-1988. This being the case, the Government requested the the fourth country programme be conceived as a three-year programme, covering the period January 1987 to December 1989. For these three years, UNDP is assigning indicative planning figure (IPF) resources of \$19 million (the total fourth cycle IPF resources for Haiti, i.e., for the period 1987-1991, are \$28,175,000). In addition to these resources, the programming process has taken into consideration a significant allocation of \$8,063,000 from the United Nations Capital Development

Fund (UNCDF). Together with additional resources provided by other external co-operation sources for projects directly related to the fourth country programme, a total of \$30,947,620 is being made available to Haiti during the period 1987-1989. In view of the important changes which Haiti has been experiencing since early 1986, the fourth country programme will be considered as a frame of reference for international technical co-operation. Furthermore, the Government will attach high priority to the programme during the next three years, a period which is expected to be crucial to the future development of the country.

7. The Interim Development Programme established four major economic policy objectives for the next few years: the reactivation of economic growth; the reduction of unemployment and underemployment; the extension of education and culture; and the restructuring of public administration. The country programme objectives have thus been set as: (a) to contribute to the satisfaction of the basic needs of the population, including employment; (b) to develop agricultural production and to support agricultural and industrial exports; (c) to promote the exploration of natural resources, physical planning and the protection of the environment; and (d) to reinforce the managerial capacity of the State, to support the administrative reform of the public sector and to contribute to the integration of Haiti into the Caribbean and Latin American region.

8. In order to contribute to the satisfaction of the basic needs of the population, including employment, priority assistance will be provided to develop social services and housing which will benefit the lower-income segments of the population. Labour-intensive work schemes will be utilized, as well as activities related to the integration of women into the development process. As the sole least developed country (LDC) in the Latin American and Caribbean region, Haiti suffers from widespread urban unemployment. The key focus of part of UNDP resources on projects in the social sector, in line with Government priorities, indicates a practical response to this problem.

9. As far as the development of agricultural production and support to agricultural and industrial exports is concerned, the programme aims to increase levels of productivity and output in the agricultural and industrial sectors and will explore export possibilities. This will be carried out by the production of some basic food items for internal consumption and through the provision of technical co-operation in the area of traditional agricultural production for export, industrial export-oriented production and non-traditional agricultural export activities. The undertaking of development activities in these areas is in line with current Government objectives aimed at making full use of the comparative advantages enjoyed by Haitian export products in world markets.

10. With regard to the promotion of natural resources exploration, physical planning and the protection of the environment, efforts will be made concerning reforestation actions, soil conservation, watershed management, the search for new non-polluting sources of energy, the economic viability of mineral exploration, and the extension of the drinking water supply networks. The emphasis on issues related to the protection of the environment constitutes an important contribution to efforts aimed at coping with the widespread and alarming problem of soil erosion and deforestation.

11. The last objective of the country programme will be to concentrate on decentralization aspects of the administrative reform of the public sector, sectoral planning and the co-ordination of external assistance programmes, including non-governmental organizations (NGOs). Inasmuch as Haiti is currently engaged in reconsidering the composition and scope of the role of the State in productive activities, the concentration of UNDP resources in this area will certainly contribute in assisting the Government to achieve this objective. On the other hand, regional and subregional integration initiatives, to which the Government has been attaching great importance since early 1986, will receive assistance in the course of the programme, mainly through the modality of Technical Co-operation among Developing Countries (TCDC).

III. MANAGEMENT OF THE COUNTRY PROGRAMME

12. The choice of fourth country programme objectives has been made within the framework of current national development objectives and in accordance with criteria which will enable the evaluation of programme impact and project results during the next three years. A formal review is foreseen at the end of the programme, i.e., in late 1989.

13. Some modalities of programme implementation used during the third cycle will be further developed during the course of the fourth programme. Although Haiti is characterized by a generally low institutional capacity, which in the past has often been reflected in the implementation process of projects of international technical co-operation, some national institutions have nevertheless demonstrated an adequate execution capacity. As such, three projects were successfully implemented during the third programme, using the direct Government-execution modality, and as such, new projects of this type are envisaged during the fourth programme. National experts, on the other hand, were used in some projects, although not in a generalized manner; this non-traditional modality of technical co-operation is expected to be used more frequently in order to avoid problems stemming from the excessive reliance on the utilization of expatriate personnel. The recruitment of Haitians living abroad as national experts and consultants will be pursued further. A similar, but less permanent, solution is the utilization of the Transfer of Knowledge through Expatriate Nationals (TOKTEN) modality; a specific project of this type is envisaged during the fourth programme.

14. The issue of co-ordination of the resources provided by UNDP with those provided by other bilateral and multilateral donors has been given priority status in the fourth country programme. Some projects implemented during the third cycle played a central co-ordinating function with regard to other sources of external co-operation; this positive experience will be extended during the present programme. On the other hand, within the framework of the fourth objective of the programme, which concerns improving the managerial capacity of the State, the issue of co-ordination will be dealt with in a more in-depth manner by assisting the Commissariat for National Development and Public Administration, not only in relation to the co-ordination of external co-operation programmes, but also for the co-ordination of national sectoral agencies and ministries.

15. The Government is placing a particularly important emphasis on developing regional and subregional initiatives aimed at integrating Haiti into the context of the Latin American and Caribbean region. In order to achieve this, the country programme foresees the intensification of horizontal technical co-operation activities, since it is fully recognized that Haiti may benefit from successful developmental experiences of other countries in the region.

IV. RECOMMENDATION BY THE ADMINISTRATOR

16. The Administrator recommends that the Governing Council approve the fourth country programme for Haiti.

