

**HOW TO LEVERAGE THE EFFICIENCY AND THE IMPACT OF  
A DEVELOPMENT PROJECT? APPLY DEVELOPMENT AND  
INTERNATIONAL MANAGEMENT THEORIES AT THE  
COMPLEX DOMINICAN-HAITIAN BORDER**



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Thematic paper  
entitled  
**HOW TO LEVERAGE THE EFFICIENCY AND THE IMPACT  
OF A DEVELOPMENT PROJECT? APPLY DEVELOPMENT  
AND INTERNATIONAL MANAGEMENT THEORIES AT THE  
COMPLEX DOMINICAN-HAITIAN BORDER**

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**ABSTRACT**

The present study tries to analyse the implementation of a development project in a context which is unique by many aspects. More particularly, it tries to do a statement of the impact obtained until today by the PDLT, a project financed by the European Union and part of the Bi-national Program, and executed by the United Nations Development Program. From a deep statement of the situation in Haiti, the situation of the border with the “enemy neighbour” the Dominican Republic, and the analyses of the different actors involved at the national and local level to improve the relationship between the two countries, we will try to show how the action of UNDP Haiti can (or cannot) be considered as relevant, considering the political, local, cultural and historical context, and from a “young international manager” point of view. It tries to show how the biggest development organization with the strictest procedures can evolve in a country where the informal sector is the norm.

Based on interviews, on my living experience, on my academic and professional background, on publications about Haiti / Dominican Republic / the development field or international relations, based on internal publications in which I contributed or not, we will take a look at the situation, to better try to analyse how to leverage the impact of the project. A better human resource management are among the lever: supervision, tasks division and understanding of the role and responsibility of each one, decision-making process. Strategic planning and thinking are another one: Planning, depth internal and external analyses, long-term priorities. Increasing the management efficiency appears as a good way to start to maximize the use of the money coming from European taxpayers.

This paper is therefore a reflexion of how the management tools, and the managerial perspective and experiences coming from the academic and private sector, can be applied non-only to maximize profit, but as well to maximize the impact of a development initiative, and how it can be put at the service of a “hoped” significant improvement of the people living conditions in a country where 80% of the population is surviving with less than 2.5\$/day.

**KEY WORDS:** United Nations / Development project / International Cooperation / Diplomatic relations / Haiti

62 pages

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## LIST OF ABBREVIATIONS

EDF: European Development Fund

EU: European Union

GDP: Gross Domestic Product

HTG: Haitian Gourdes

LEDA: Local Economic Development Agency

MINUSTAH: United Nations Stabilization Mission in Haiti

NGO: Non-Governmental Organization

OECD: Organization for Economic Co-operation and Development

PDF: Suppliers Development Project

PDLT: Cross-Border Local Development Project

DR: Dominican Republic

UN: United Nations

UNDP: United Nations Development Program

UN Police: United Nations Police

USD: United States Dollar

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### **NB, for a better understanding :**

The statistical analysis and the availability of reliable and/or recent data in Haiti is a quest as difficult as uncertain. The isolation and the proportion of the informal sector are the main reasons of this statement. Because of that, numerous data, which could be relevant to better describe the context, could be missing. In the same way, most of the numbers announced have to be interpreted with caution. They try more to give a tendency than to prove a scientific reality. In the Haitian context, almost a “black hole” of the world statistic, the observation has to be preferred at the detailed statistical analysis. This reality has to be taken into account during the lecture.

Also, the conclusions of that study are the products of the author analysis, and do not reflect in any way the position of the international community of the United Nations, the United Nations Development Program, the European Union, or any official position.

## CHAPTER I

### INTRODUCTION

While trade between Haiti and Dominican Republic are imposing themselves as a significant development lever and as a way to dialogue, the PDLT is made in that frame to improve the relationships between the two neighbours which share the Hispaniola island, in the Caribbean sea.

While the political situation is really tensed and besides the important efforts and the omnipresence of the international community, an area stays the theatre of main pains of the island. Only a river separates Ouanaminthe and Dajabón, two borders cities. However, crossing the bridge over the Massacre River makes you entering a different world. On one side the deforested Haiti, 168th over 187 countries according to the Human Development Index<sup>1</sup>, with a black population, known for its natural disasters and its structural political instability, the French and Creole as its languages. On the other side, Dominican Republic, ranked 102nd at the HDI, known for its resort, its cigars and rums, and its typical Caribbean beaches, speaks Spanish.

On one side, 2 hours of electricity per day, for the luckiest who are linked to the network. On the other side, 12 hours per day. A chronicle political instability on the Haitian side and an omnipresent corruption, with a rank 161th at the Transparency International Corruption Index. In Dominican Republic, the transition is in progress. The government was elected in transparent election, while the corruption is decreasing (115th)<sup>2</sup>. A constant discrimination is animating the two people, alimanted by the political speeches and intense web propaganda. The border is a place of much traffic: drugs, human, labour, weapons, and many illegal goods. The effort of the international community to improve the relationship between Haiti and the Dominican Republic appears in a way to be rather effective in the northern crossing point, were the cross-

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<sup>1</sup> UNDP 2014

<sup>2</sup> <https://www.transparency.org/country/#DOM>

border trade became the first source of revenue for both Haitians and Dominican. But this weak link is constantly threatened by political decisions, and by any event.

It is in this unique context that I started my first experience on the development field.



Figure 1.1 Situation of Haiti

## 1.1 UNDP Haiti

### 1.1.1 General Frame

The United Nations Development Program is the global development network of the United Nations. Its mission in Haiti is to support the Government and all the public institutions, as well as the private sector, to rebuild the country which was devastated after the 2010 earthquake. The UNDP Haiti is divided into 6 different units:

- Poverty reduction
- Democracy and Governance
- Environment
- Capacity Reinforcement
- Risks & Disasters Management

The strategy is evolving from an emergency action to a long-term and durable orientation. While many projects are running, the UNDP is also the first actor which helps the Government in organizing the elections which started in August, and that should have ended in February with a new President. Haiti is still in a political crisis.

The Country Head Office is responsible for the activities and programs, which manage the components “Operations” and “Programs”. Each program is under the supervision of a Department Chief, and is composed by several projects.

<b>Service Contract</b>	264
<b>UN Volunteers</b>	11
<b>UNDP Staff</b>	58
<b>TOTAL</b>	<b>333</b>

**Figure 1.2 Current staff count for UNDP Haiti<sup>3</sup>**

<sup>3</sup> [http://www.ht.undp.org/content/haiti/fr/home/operations/about\\_undp.html](http://www.ht.undp.org/content/haiti/fr/home/operations/about_undp.html)

The UNDP offices are located at Logbase, a military base in Port-Au-Prince where several contingent of the Minustah are in faction. It is a real bunker in the city, which gives a strange sensation when you enter here. The offices are in prefabricated, as the UNDP building was completely destroyed during the earthquake in 2010. An airport is at disposition of the UN, from where several regular flights are going to the provinces, carrying military but as well civilian staffs.



**Figure 1.3 Blue helmets in faction in front of LogBase**

The base is an incredible cosmopolitan area. People coming from every country member of the UN are working there. Chilean military, Pakistan police officers, American, French, Brazilian, Black African, etc. It is incredible. You can feel that massive presence, not always coherent. The UN Police is for example composed by officers coming from Yemen, Pakistan, or other countries from where the police are not particularly known for being democracy champion. Anyway, the United Nations are in Haiti omnipresent, with an important military presence of course, but as well in supporting the country in its effort of reconstruction through many projects and hundreds millions of dollars brought in the country every year.

### **1.1.2 Poverty Reduction Unit**

The project I am assigned to is part of the Poverty Reduction Unit, the biggest one of the country office with almost one third of the total staff. Several projects are parts of that unit. It was specialized in the short-term actions after the earthquake. For example, it was responsible of the project “Debris”, and coordinated the clearing of 94% of the debris produced by the earthquake, using an innovative technology of recycling to rebuild.

On mid-term, a big project called “16-6” was put in place to rehabilitate 16 districts in Port-Au-Prince to rehouse people living in 6 camps. 44 000 homeless people benefited from that project.

Today, the unit is leading several projects as “Ann Alé”, made to support the small merchants by providing professional training, or “LIDE”, a project promoting several entrepreneurs, or Pro Huerta, a project financed by the Argentinean cooperation which consist on strengthening producers by providing them equipment, training, expertise, etc.

As well, UNDP is leading the PDLT, the project I am assigned to, which the frame is at the northern border, with actions which are a kind of mix between what is done among other projects of the Poverty Reduction Unit or even UNDP Haiti.

## **1.2 A First Experience in The Development Field**

After having worked in the private sector, my wish was to put my technical competencies at the service of the development. I apparently caught the perfect opportunity by coming working for UNDP Haiti.

The PDLT was set up in June 2014 at the border, with the creation of a local office in Ouanaminthe. 4 national staffs were recruited to execute the project:

- The project manager
- A responsible of the component “Institutional Strengthening”, the most important
- A responsible of the components “Economic Fabric Strengthening”

- A Community Mobiliser, supporting the 3 others members and organizing activities for the third component “Promotion of the Bi-national Dialogue”

In December 2014, after 7 months, almost all the money used was to pay the rent and the salaries. Very few activities were organized, and it was clear that the project suffered from a serious problem. The zenith of the incompetence, calling it like this, was when for a visit from the Haitian delegation of the EU in December, they found the office closed.

It pointed out a serious problem at that office. A separated and remote office badly managed, with some mistakes in the recruitment process seemed to be the core of that problem. A project manager who does not take any decision or take any initiative, a lack of follow up from the headquarter, and the other staff were completely abandoned in an office where nothing happened.

The first corrective action decided was to hire an international consultant who could deal with that project. Chiara Brunetti, an Italian with an extensive experience among UNDP and who used to work for the UNDP DR at the border arrived. The official speech stayed the same, and the project manager was the same. But in the fact, everybody was told that M. Brunetti would take the lead of the project. A situation partly resolved, with an unclear leadership.

Then in January, a United Nation Volunteer was recruited. From Burundi, this volunteer used to work as a province coordinator in his country, after the civil war, in a project done to disarm the militias by creating economic opportunities for the fighters. One of the national original staff was fired, for many reasons.

### **1.2.1 An International Junior Consultant contract**

When I was finishing my international mobility in Thailand, I heard about that opportunity in Haiti. The PDLT, facing some delays in the implementation of the project, was looking urgently for someone to come to Ouanaminthe: speaking English and French, with managerial background, and moreover someone who could handle to live in that area. UNDP Haiti, to avoid the long recruitment process, would use a consultant contract, easier and faster to hire.

A UN staff recruited in that area is really costly. Indeed, the UN security requirements are really strong. A staff would need a house respecting many requirements, as a 24/7 private security, a driver, etc etc. A consultant requires only a certain amount of money. After a lot of discussions, and perfectly clear about the terms of the contract, I accepted to reach Haiti.

### **1.2.2 Terms of References**

As a consultant, I have some terms of references, which in theory I need to complete each month. My terms of references are the following:

- Training Plan for the municipality of Ouanaminthe (in financial and administrative management) to implement the market management system
- Support the creation of the LEDA<sup>4</sup>
- Management Plan / Financial Plan of the municipal market & the future bi-national market
- Systematize the support to the milk value chain
- Partnership with the University of Limonade
- Strategic document to implement a mechanism of microcredit

In fact, I am here more to respond to some emergencies, follow the work of others, and my main mission is about the municipal market, which I am responsible of all the things linked to that.

At the end of each month, I have to fulfil a monthly report where I put everything that I have done during the month, it is signed by the management, and then I can be paid.

### **1.2.3 Integration**

The integration was not easy. A “young white guy” arriving in that context, was not happy news for everybody after someone has just been fired. From the beginning, a conflict was opened with one of my colleague, who saw my arrival as a way to replace him. Always smiling, always polite, the relationship is on appearance

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<sup>4</sup> Local Economic Development Agency



really nice. But, I could hardly describe the “hits below the belt” I received, violent, twisted. I am talking to the management about those problems since the beginning, and I receive the answer that would follow me each time I have a problem, whatever it can be: “It is Haiti” and/or “It is the UN”.

The scene is set, I would not have much support, except from Chiara, in fact my direct and only manager, who is also fighting from that terrible atmosphere in that team.

I tried everything with that staff, every technics. As unpredictable as bad, I could not do anything but arriving to a kind of status quo.

With others, as my project manager, it would be the same. The assistance from Port-Au-Prince is almost absent, and I will quickly figure out what is probably the main problem of UNDP in Haiti, and probably for every international organization in the country.

The international organizations are proposing the best salaries and conditions in the country, and because of its procedures, need to recruit people with a certain background. Indeed, the need of recruiting national staff, for the adaptation as for an ethic issue, is mandatory. Also, the cronyism blights the organization. It leads to a situation where the organizations are mainly composed by protected friends, or by the only people who can make a word report or answering an email. A lazy atmosphere appears, and without an apparent way for the managers to do anything against it. The lack of qualified people in the country, as well as the difficulties to recruit and train someone, make that kind of people necessities, and it does not exist pressure mean to talk about a minimum productivity.

Whereas I thought I would never be surprised anymore after two years in Asia, that experience in Haiti goes along surprises every day, all crazier than the one before.

#### **1.2.4 Main missions**

From the beginning, my autonomy would become the key of evolving in that team. I would ask to do many things, but moreover, the capacity of being proactive and catch up what is late would become important. Finish planning; we need to constantly improvise. Our beneficiaries are weaker than what I thought. In terms of

capacity, but as well in terms of will to execute the actions we propose. When I arrived at my first meetings with the municipalities employees, proposing some actions plans really well done (according to what I learnt) and trying to involve them in an honest participatory approach, I did not have any answer but “When will you buy us computers? And smartphones? When do we go to Salvador?” I am not caricaturising.

Whereas the project plan is written and validate, there is a big place for creativity. On the municipal market for example, which is a place of trade but with nothing which can be qualified as “managed”, everything can be done. Really quickly, I am contacting several organizations to try to find a solution for the waste management, we are studying the implementation of several systems, and I have a white card. Sadly, the context appears to be more difficult every day.



**Figure 1.4 Ouanaminthe Municipal**

As a guideline of my contract, my main mission is to organize a study on the municipal market. It should have been the first action to think about anything else, but never was it done.

We recruited 12 people to make the surveys: 2 supervisors and 10 surveyors. I am in charge of them, as well as an IT working from Port-Au-Prince. The objective is to identify all the sellers on the municipal market (around 3000) to create the management system. Also, we would try to get some social-economical information in order to better adjust our actions in the market.

I had done the questionnaire, trained the surveyors, and I was every day at the market to supervise it. We had register 3230 people. The difficult points were numerous. The management of 9 people (3 people went missing for various reasons) is not an easy task. I was alone managing the survey, and surprisingly no one was interfering on that subject. I took care of the budget, of the remuneration. On the survey, I finally could use the management tools that I had learnt. Incentives, monitoring, controls, I had several tools to monitor the survey, my budget, etc. This lead to the surveyors calling me: “Mr Mathieu, the “tough””. They are so used to work with permissive and full of money organizations (“This is Haiti”) that they were really surprised at the beginning. I imagined several incentives to catch their attention and to improve their quality of work, and by a close monitoring, after two weeks I was able to say that they were partly autonomous. For my colleagues' point of view, it was almost an exploit to be able to have almost everyone on time to start the day. The exploitation of the data, gave some really good information to take finally appropriate actions. The goal with the municipality will be to make some categories of the sellers according to several criteria, to establish a transparent pricing. This would be the first step to create a market management system, in order to insure the municipality the sufficient resources to start to manage that market by providing basic services to the merchants.

The work environment is in 4 languages. As an ex French colony, the official language, and the one used at school is the French. Most of our beneficiaries, working on institutions or leading associations, can speak French. However, regarding the illiteracy rate or the proportion of people who have never been to school, many Haitians only speak creole, a language derivate from the French, but which became really different along the decades. Some communications with headquarter or with some international staff in Port-Au-Prince are made in English. Finally, regarding our field of operation at the border with Dominican Republic, and as a bi-national program under the supervision of UNDP DR, I have to communicate a lot in Spanish, in emails, meetings, etc. I could barely speak this language when I first arrived, but after some weeks living in Dominican Republic and all the work communication, it went quite quickly, as I can today understand really well the language, and I am able to make me understand.

### **Sidebar: Manage Haitians in terms of Cross-Cultural Management**

My main mission was to organize and coordinate a survey on the municipal market. For that mission, I was in charge of managing 12 surveyors, all employed in Ouanaminthe. From 550 candidatures, only 12 were selected. For their competencies and experiences in theory, but it appeared to be more complicated.

When I first saw the list of the surveyors, I had to get rid of one, who was part of the Market Management Team, and it was a clear interest conflict (he is also the local representative of a Ministry). The surveyors signed a National Consultant contract for one year. Thus, our office can call them when we need them to accomplish mission. The survey on the municipal market was the first mission they did.

I had first to learn how to communicate with them. Where the internet network is really weak in Haiti, each communication is done with an email, then a Whatsapp message, before one or even two classic text messages, depending on the importance of the content.

Before having met them, I was already receiving messages, questions about their contract, etc. I thought important to organize a meeting to clarify everything, particularly their main interrogation: when and how much will they be paid? Their contract, as consultant, base the remuneration on the number of surveys conducted. No other costs, as phone bills, transportation, food or water will be covered by UNDP. And this is a tricky point. My friend Hugo, who has an experience in managing surveys (for UNDP Haiti as well), briefed me well. I have to be tough. From the beginning, I adopted a tool that would help me. I am planning 2 days of training, which are not supposed to be paid. I propose to pay 800 HTG (16€) each days of training, if they are professional enough during the entire mission. If they do not come to the training, then they could not participate to the survey. This tool was a really good one, that I could administratively adopt by considering that each of them fulfil 8 survey during the training (each survey is paid 100 HTG, 2€).

This contract presentation meeting was tougher than what I thought, and I had to use everything to impose myself as a coordinator, tough, humour, etc. “When I saw your resumaté, I thought you could read. But apparently, you signed a contract that you do not agree with the conditions”. Or even, for the most difficult of the team

“Well, I am sorry that you disagree with the terms. You are free to go, we can make the survey with one less surveyor, and the other will be happy because will have more surveys to fulfil”. At the end of the meetings which went quite well, some of them went to talk with my project manager, who instead of supporting me, agreed to answer to some of their claims. When I learnt that, I sent another email, to all the surveyors and my management, to insure that the conditions would be the one I discussed, and none others.

When the training came, I had everybody on time, except one who was absent for the two days. I immediately wrote him to announce that he could not participate to the study, and this action ensured my position as coordinator, and allowed me to be taken more seriously by the others (a young white man as coordinator, a bad start to impose myself).

From my experience, if I should place Haitian on the 7 dimensions of culture from Trompenaars<sup>5</sup> and its implication in terms of management, I would say: Highly particularism, which requires a close human relationship. High individualism,



**Figure 1.5 - A surveyor interviewing a "pèpè" seller**

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<sup>5</sup> Trompenaars' Cross-Cultural Dimensions - issued of "Cross-Cultural Management" course – Ajarn Astrid Kainzbauer – College of Management of Mahidol University

every surveyors wanted to fulfil as much survey as they could, without any team spirit besides my efforts. Highly affective, really sensitive, I could see that during some of my admonitions. I had to build trust with each of them, to particularly take care of each one, call them by their surname, learn about their life, to better create the link. Ascriptive culture, they are all from good family and in their perspective this is sufficient to fulfil good survey! Synchronic, some of them would have like to cumulate this work with others. Outer-direction, which require a close follow up and constant feedback.

The surveys started on the municipal market. Everybody was more or less on time. I could not stay long on the market, because I was under the pressure of many merchants, who could even be aggressive. Thus, I had to trust the team and the supervisors. After one hour, I came back, and figured out that one of the supervisors was missing. He was gone, doing other stuffs, and lied when he came at the end of the day; it started bad.

The survey was administrated thanks to a software installed on a tablet. At each end of the day, I needed to transfer the data on a computer, and could access to the answer. From the beginning, I controlled every survey. In the morning, before to start the day, everybody was expected to be here at 9am, for the briefing. I prepared for each briefing a note for each surveyor, saying what went wrong the precedent day. I had the authority to invalidate the survey if not carefully take. Thus, for the 3 first days, I am correcting the mistakes on the date base, and asking the surveyors to be careful. If someone is late and not here for the briefing, he will have to come to the office to take his material. Everybody is on time. After 3 days, I started to invalidate survey. The 4<sup>th</sup> day, I had a lot of protest for some surveys invalidated. But on the 5<sup>th</sup> day, everything was okay.

Also, I was aware that every tactic can be good to make fake survey, like staying at a point and making 10 fake surveys in a record. To monitor that, I use several tools. I check the GPS location where the surveys are registered, as well as the necessary time to fulfil it. To avoid them to be too fast, I limit the number of survey at 20 per day, and I require them to not take less than 10 minutes to fulfil it. This worked pretty well. From the beginning, I was present, and tough with every stuff to insure the quality of the data.



**Figure 1.6 – Pictures representing the lack of sanitation in the Municipal**

After the 1st week, I started to reward them, as a group. I had a budget to pay the logistic expenses of the survey. I was using that money to pay for water at the beginning. After the 5th day, I paid them food, or phone card. This boosted their motivation. If a day they would not perform well, I would not provide anything, ensuring that the following day would be good. Regarding the supervisor who was absent the first day, I figured out that he had another job, and indeed he was often late. After 10 days, I organized a meeting at the office with him and my project manager, to fire him. The presence and agreement of my project manager was important, because he personally selected the supervisor, who is one of his friends. I gave him the choice: “or you are not supervisor anymore, and you start to fulfil survey (his absence proved that only one supervisor was sufficient), or you leave”. He preferred to leave, “being too good to fulfil surveys”. I did not have the support of my project manager, but he

understood that it was impossible to keep going like this, that I would not tolerate to pay him for not being on the market (the supervisors are paid daily).

I had lived my first team manager experience. From that experience, I can see that they are hard-working (they spend hours working on the messy market, with high temperature and merchants not always nice) but as well want to profit from every occasion to ask for more, and to push the limit. Maximize my presence was a necessity.

### **1.2.5 Security issues**

The security issues are numerous in Haiti, particularly at the border, in the area we are operating. In theory, a UN staff cannot move alone, or by a motorcycle. It has to live in a house with 24/7 security. An important security system is set, and we receive numerous alerts every day.

I live in Dominican Republic, on the other side of the border. It is less costly, better, and I can quickly learn Spanish. But, as a consultant, I do not have a driver. So I found as the only solution to buy a bike, and every day I am crossing the border by bike, being also the only white driving a bike in Ouanaminthe, a perfect target in case of any problem.

Since I am here, I was confronted to three crisis situation. The first one was one month after I arrived. I crossed the border a day the Mayor decided to close the border; it means avoid the Haitians to go to the market on the Dominican Republic side, from where they can find the only goods that they can sell in Haiti to get the vital minimum to live. I found myself in the middle of hundreds angry Haitians, luckily not after me that day. At that precise time, an immigration officer had the good idea to push everybody, and dozens of people felt and became even angrier. In my bad luck of being the foreigner, I could take refuge close to some police officers, until one took me through the angry crowd.

Another time, by car, we were attacked by some crazy people who launch stones on the car, until a window break. Luckily that day, the driver did not lose his nerve even when we were blocked, and finally took us out of this madness.

It is quite regular, particularly at the municipal market where sellers are working in terrible situation, to be teased by angry people.



Every incident is the pretext of a contestation. Thus, during my mission, the custom building was burnt, or a Dominican hunt became viral after a Dominican driver killed a Haitian on the road<sup>6</sup>. Each time, it is for me an emergency evacuation to reach as quickly as possible the border.

### **1.2.6 The most incredible living experience**

Do not take it in the wrong way; this experience appears to be the most incredible human experience it is given to live. The context is incredible. The work, the UN system, Haiti and the border tensions, the political context. We are all living in a tensed situation, where keeping the smile is the most important thing to not explode, and where the results, as slow as is going the project, are always an exploit which deserve to be celebrated.

## **1.3 Adaptation Strategy for the PDLT Extension**

The project is running since more than one year. Officially, it should definitely end in March 2016, the theoretical date when the office in Ouanaminthe would close. However, everyone is aware that closing the project so soon would be as UNDP would not have had much impact, as the road leading to a municipality capable in market management is still long. All the actions engaged would risk to run out of steam.

The work which will follows is inspired from the conceptual note we wrote to extend the PDLT. Basically, it is a project note asking for more money to the EU. We will propose an adaptation strategy according to the current progress, the problematic we are facing and the situation, basing the reflexions on several managerial and development theoretical concepts that we will use as a guideline to develop a practical action plan for the year 2016, 2017 and 2018.

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<sup>6</sup> <http://almomento.net/patanista-criollo-mata-nino-en-haiti-agreden-a-dos-dominicanos/141421>

## **CHAPTER II**

### **CONTEXT**

#### **2.1 Haiti, the resilient**

##### **2.1.1 Historical Context**

Hispaniola, the island that Don Cristobal “discovered” in 1492, can see its contemporary history resumed in a couple of words: evangelisation, massacre, slavery, exploitation, colonisation, wars.

When acceding to its independence in 1804 after a violent conflict against Napoleon’s Empire, Haiti became the first black republic. Its population was composed in majority from slaves, and the country was ruled by the rich bourgeoisie put in place by the ex-colonial empire. With a lot of natural resources and that wind of freedom which blew all over the country, all the conditions seemed to be reunited to build an independent and strong democratic country. Today in 2015, Haiti is among the 10th poorest countries, is highly dependent of the international community help and the diaspora transfers, has a weak democracy and a political class highly corrupted, as a high crime rate, is energetically dependant, and has an illiteracy rate among the highest in the world.

In the world ears, Haiti is the country that faced the huge and terrible earthquake which occurred in 2010. Its capital Port-Au-Prince was damaged, hundred thousands of people were directly killed (250 000 according to UN estimations), and more than 1 millions of people were homeless. Already suffering from an extreme poverty, the country had to face probably the most violent natural catastrophe since images can testify. The weak State collapsed with the presidential palace, the rare infrastructures were destroyed, the poorest became more vulnerable, and the police

and the Minustah<sup>7</sup> could not do much against the wage of violence that harmed the country during months.

The international community mobilized billions of dollars to come to help to rebuild Haiti. All over the country you can see panels indicating a development project in the area. There is not a village which did not benefit from that international help. Governmental organizations as the United Nations, the EU, US Aid, the BID<sup>8</sup>, the AFD<sup>9</sup>, but also the biggest ONG, as Medecins Sans Frontières, OXFAM, ACTED, etc. still have some projects running in Haiti. The Christian community is also really active, in that country where numerous Church pack houses every Sundays.

The Official Development Assistance (ODA) given at Haiti went from 167M US\$ in 1990 to 1.3B\$ in 2012, reaching 3+B\$ in 2010 after the earthquake<sup>10</sup>. In 2011, the ODA represented 16% of the GDP. In a country counting 10.5M habitants and where essential goods are often a luxury, Haiti is highly dependent of the ODA and the international community.

### **2.1.2 Macroeconomic Context**

Since its independence, Haiti was affected by numerous political crises. The instability, among other causes, prevented the country to develop. Since 2000, the GDP growth was far from the one experimented in other low income countries, or in its Caribbean neighbours (Figure 2.1 GDP Growth, PPA (%), Haiti). For several years, the negative growth was mainly due to internal factors as political crisis, or natural disaster.

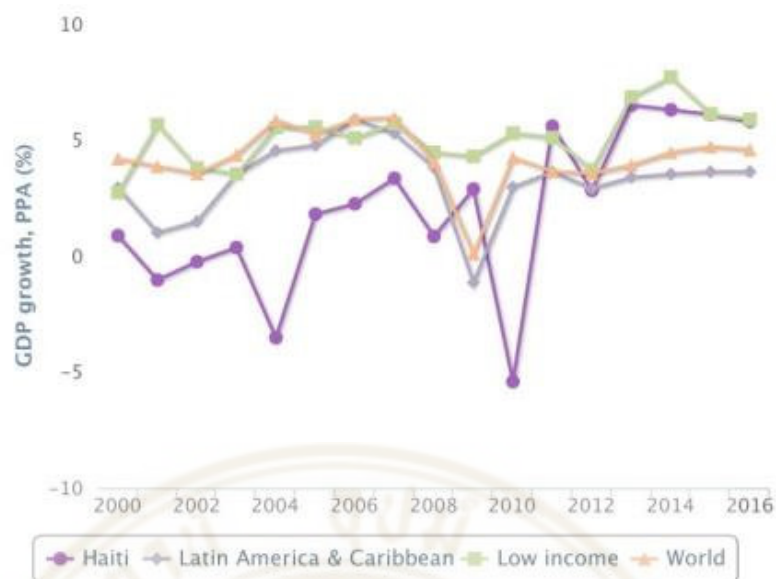
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<sup>7</sup> Minustah : United Nations Stabilization Mission in Haiti

<sup>8</sup> Banque Inter-Américaine de Développement, Inter-American Development Bank

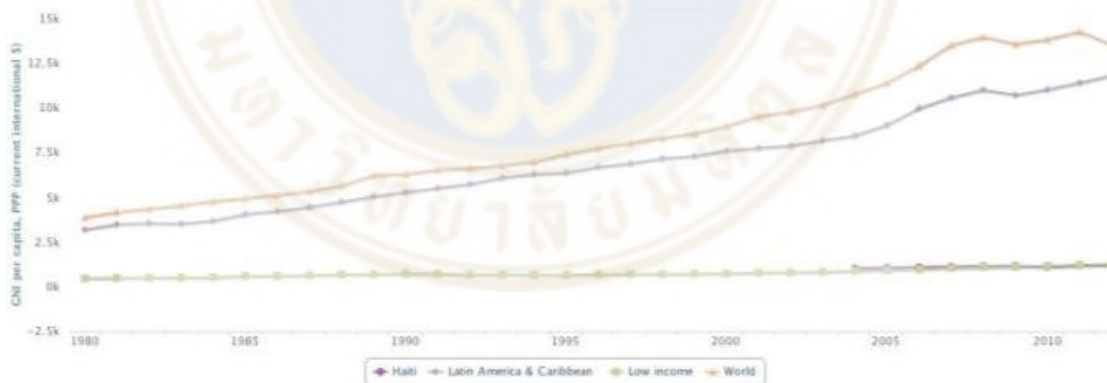
<sup>9</sup> AFD : Agence Française de Développement, French Development Agency

<sup>10</sup> Report 2013 – Millennium Development Goals – UNDP



**Figure 2.1 GDP Growth, PPA (%), Haiti<sup>11</sup>**

The Gross National Income, in those conditions, did not increase as the World average. Today, a Haitian produces on average 850\$ per year, as shown on the Figure 2.2 GNI per capita, PPP (current international \$), Haiti.



**Figure 2.2 GNI per capita, PPP (current international \$), Haiti<sup>12</sup>**

<sup>11</sup> World Economic Outlook, IMF

<sup>12</sup> World Development Indicators, World Bank

The population is therefore among the poorest in the world, and the social living conditions are really difficult for most of the Haitians. Health, education, etc.: the figures above only point out the extreme poverty of the country.

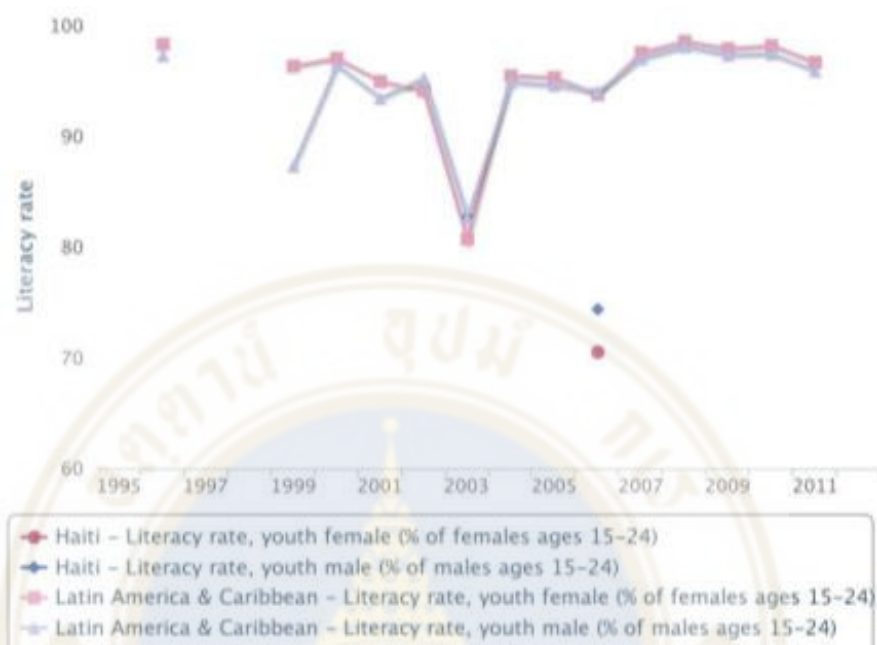


Figure 2.3 Literacy rate, Haiti<sup>13</sup>

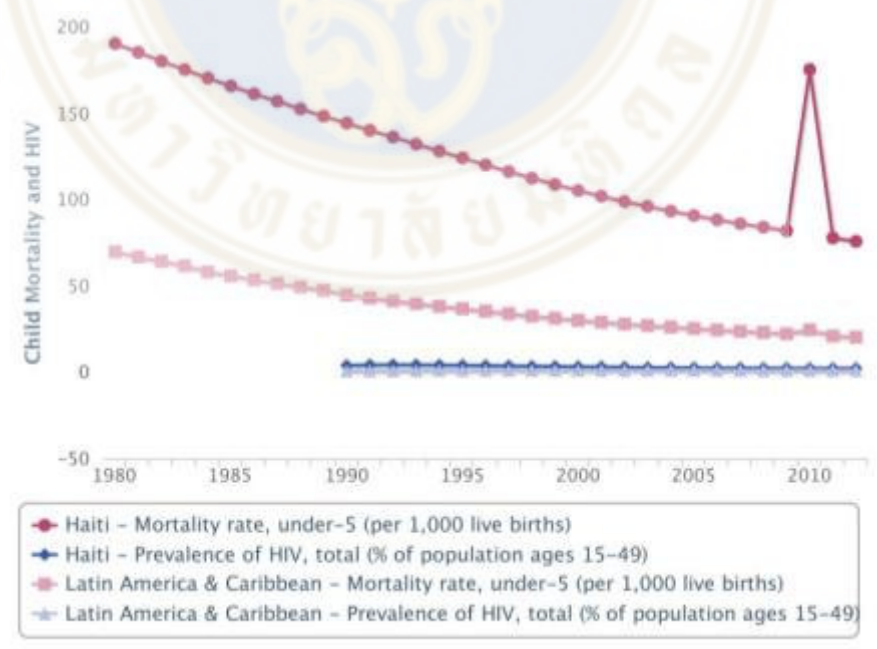
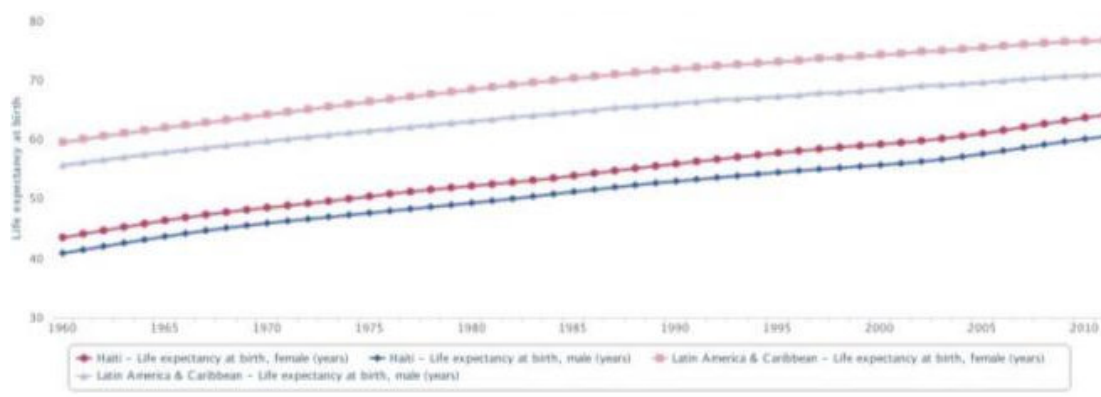


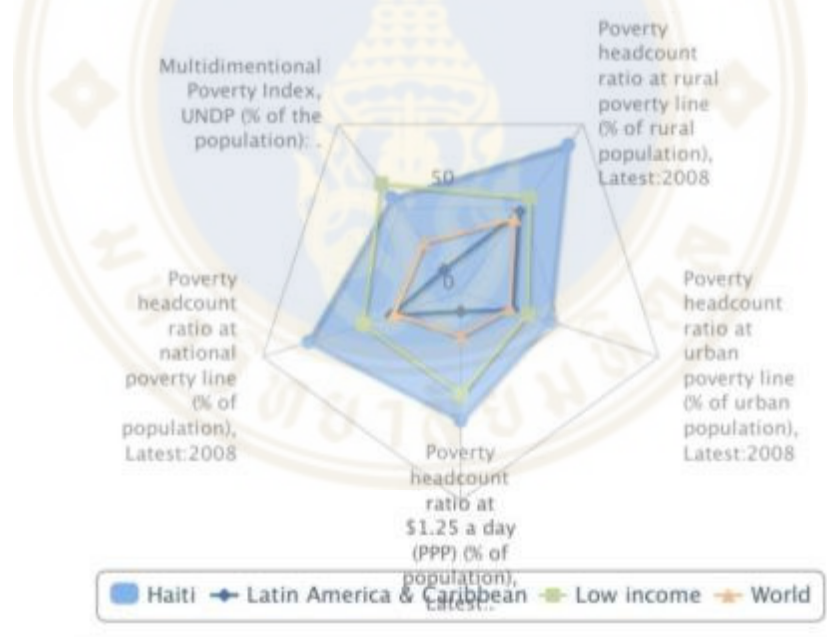
Figure 2.4 Child Mortality and HIV, Haiti<sup>14</sup>

<sup>13</sup> World Development Indicators, World Bank



**Figure 2.5 Life expectancy at birth, Haiti<sup>15</sup>**

Beside some improvement and a certain convergence, the life expectancy for both female and male is still lower than the average of the Latin America and Caribbean, with a number lower than 60 in 2012.



**Figure 2.6 Poverty in Haiti<sup>16</sup>**

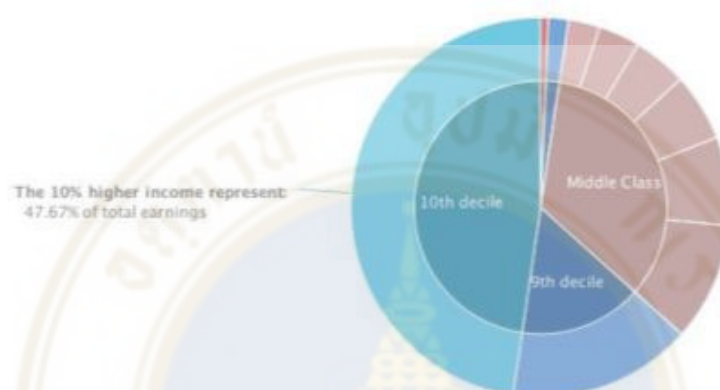
<sup>14</sup> World Development Indicators, World Bank

<sup>15</sup> World Development Indicators, World Bank

<sup>16</sup> World Development Indicators, World Bank, HDRO, UNDP

Those data are enough to justify the reasons why the international community is invested as much in Haiti. But to complete the macro analyses and to go from the reasons of the international presence to its modalities, some structural specificities of the country are as well really important.

Haiti is a country where the inequalities are particularly striking. 10% of the population own 48% of the earnings. This situation is source of many social problems, particularly in the capital where richest and poorest are in close relationship.



**Figure 2.7 Income Distribution, per decile – Haiti, 2001 (last available)<sup>17</sup>**

The working class has some specificity that has to be taking into account in the action. From the young age, many children are forced to work to participate to the household income. Also, 60% of the labour market is composed by women.



**Figure 2.8 Working Conditions in Haiti, 2012 & Women in the labour market <sup>18</sup>**

<sup>17</sup> World Bank, PovCal Net

<sup>18</sup> Institutional Profile Database, AFD – DGT (Score from 0 to 4)

## **2.2 Two world on an island? Haiti Vs. Dominican Republic**

La Hispaniola, the second biggest Caribbean island, is shared by two independent countries: Haiti on the west, and the Dominican Republic on the east side. Each country has therefore only one land border, theatre of many traffic, tensions, and trades of every kind.

### **2.2.1 Historical conflicts**

In 1697 the Spanish formally ceded the western third of the island to the French, who were already present and more heavily invested. Both empires imported African slaves. The colonies subsequently developed different demographics. According to a study by the American Library of Congress, by the end of the 18th century, there were about 40 000 white landowners, 25 000 black or interracial freedmen and 60 000 slaves in the Spanish colony, compared with approximately 30 000 whites, 27 000 freedmen, and at least 500 000 black slaves in its French counterpart. Since the Haitian independence, the former Dominican Republic stayed under the influence of Spain, and obtained independence in 1844. Since that, Haiti occupied 22 years its neighbour.

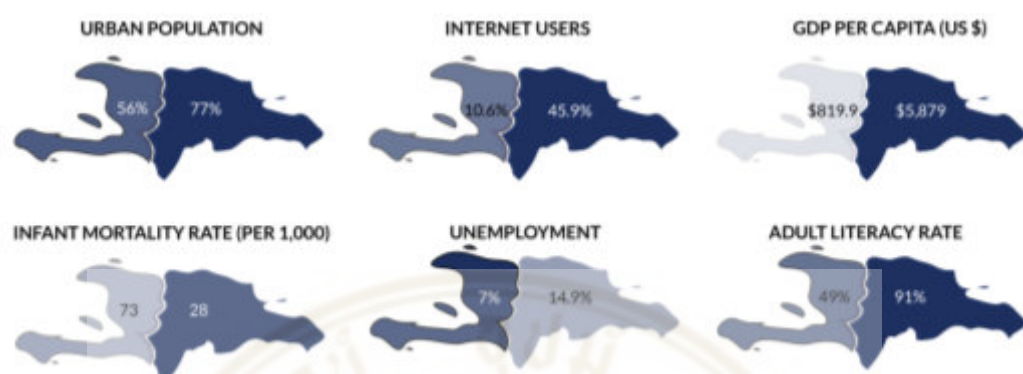
Haiti had long been exploited, by foreign powers, neighbours and its own rulers. France not only milked Haiti for coffee and sugar production but also extracted an indemnity from it: the young nation had to pay a burdensome sum to its former colonizer in order to achieve France's diplomatic recognition. The lighter-skinned Dominicans looked down on the darker-skinned Haitians: in 1965, even as the Dominican Republic was suffering a civil war, Haitians were working in Dominican fields. And while Trujillo at least encouraged economic development in his country, Duvalier “father and son” essentially sold their people as cheap sugar-cane cutters to the Dominican Republic.

### **2.2.2 The differences today**

Today, the neighbours are really different, and despite the fact they share the island and the religion (which is really important in Dominican Republic as well),



the relationship is really tensed. Many Haitians envy Dominican Republic, and the migration west→east are constant.



19

**Figure 2.9 Comparaison Haiti Vs. Dominican Republic**

### 2.2.3 A land of migration

“Over the last century an untold number of Haitians have crossed into the more prosperous Dominican Republic to escape political violence or seek a better life, many working as sugar cane cutters, house cleaners or babysitters”<sup>20</sup>. Some estimation says that 1M of Haitians (or originally Haitians) are living and working in DR, which represents about 10% of the total population. In 2013, the Dominican government, under public pressure, announced a “Regularisation Plan”, which intends to withdraw the nationality under certain circumstances. Even if the word “Haitian” is never used in the law, they are directly pointed out by this measure. The regularisation plan had a deadline: June 17th 2015. After that, forced deportation would begin.

<sup>19</sup>[http://front.dadaviz.com/media/viz\\_images/one-island-two-tales-haiti-vs-dominican-republic-1424792973.93-3258996.png](http://front.dadaviz.com/media/viz_images/one-island-two-tales-haiti-vs-dominican-republic-1424792973.93-3258996.png)

<sup>20</sup> Typologie des Commerçants Frontaliers – Eduardo Spinelli - UNDP Internal Document



**Figure 2.10 The Massacre River on a market day. Many Haitians merchants are crossing the border illegally, by the river, to avoid to pay taxes or to avoid the Dominican police corruption**

Even if officially everything is made according to the international regulations, the UN, as many organizations, condemns Dominican government to not comply with that. As working in the only UN office of the border, we are in the middle of that. Observe and report what happen on the field, we are also blocked in a political issue. We have as a moral obligation to help Haiti to welcome the thousands deported who arrive at the border. But, as the project is financed by the Dominican EU delegation, our action is being difficult, with a government which does not officially admit that many human rights violations are effective during the deportation processes. Every day when I cross the border, I see busses transporting Haitians in terribly conditions, people who are “launched” in Haiti, when some of them were born in DR and do not know anything about Haiti, and are stateless. For many of them, the reports show that they were forced to leave, by the police or even by their neighbours. The two governments are facing each other, and the cross-border trade are subject to

compulsive decrees which try to economically harm the neighbour<sup>21</sup>. As working in a bi-national project, to ameliorate the relations between Haiti and the DR through the economic integration, this situation highly complicate all our actions.

#### **2.2.4 The economic integration**

As Bertrand Badie said: « *Globalization is not only an economical concept, but technologic. It refers to three systemic points: inclusivity, interdependence, mobility. [...] Everybody is becoming dependent from everyone, the weak to the strong, and the strong to the weak. In an interdependent situation, the rival wins more if his competitor wins than when he loses. It is on this statement that the governance has to be renewed, by opening to the non-state actors and by prioritizing the social link in every public policy* ». <sup>22</sup>

This statement can resume the relationship between Haiti and DR, and has to be taken into account by the international cooperation.

While populations were migrating, Haiti and DR became also the principal trade partner of each other. In 2011, 1.33% of Haitian exportation was going to DR. But, on the same year, 30,95% of its importations came from DR. Haiti relies a lot in Dominican trade, which are mainly composed by food and agricultural products. Also, DR sees Haiti as a huge market for its products (mainly for the 3<sup>rd</sup> quality products, at a really low price).

This interdependence increased those last years, pushed by the international community and particularly the bi-national project which sees in the economic integration a powerful lever to develop the island.

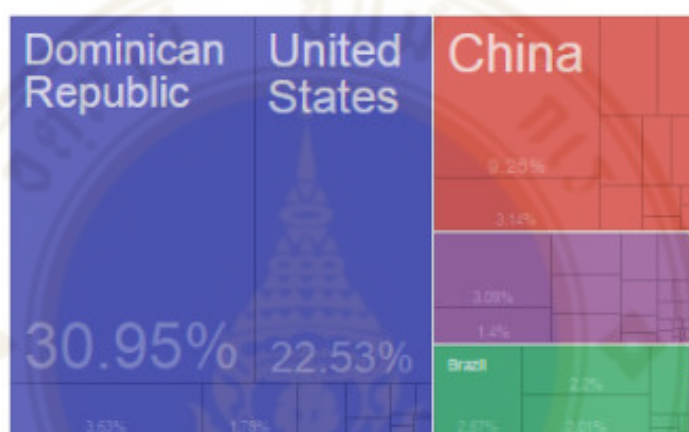
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<sup>21</sup> <http://lenouvelliste.com/lenouvelliste/article/146636/La-frontiere-de-Ouanaminthe-fermee-vendredi-matin>

<sup>22</sup> Translated from French: La paix, entre multilatéralisme et puissance, Bertrand Badie, 2009.



**Figure 2.11 Exports Destinations of Haiti - 2011**



**Figure 2.12 Imports Destinations of Haiti - 2011<sup>23</sup>**

## 2.3 The Project

In introduction to the project and to better understand the context, you can watch this video (in French) realized in March 2015 by the PNUD Haiti:

<https://www.youtube.com/watch?v=S3-SY4H5AgM>

### 2.3.1 The Bi-national Program

While exchanges between Haiti and the Dominican Republic are imposing themselves as a lever of the economic development and as a way to increase the discussions between the two countries, the EU, since 2009 and the 9th EDF, is

<sup>23</sup> The Observatory of Economic Complexity

financing a bi-national program. It seeks to support the economic integration between the two countries to develop them.

The main projects are all focused in facilitating the commerce and the completing customs legislation, the promotion of the environment and the local development. Also, a part “infrastructure” is included, at the northern border, to create and rehabilitate some infrastructures, among other actions. The project we will focus on that document is part of that.

Many actors, national or international, were chosen to execute some defined parts. Ministries, bi-national commissions, ONG, International organizations, private companies, all kind are trying to coordinate their action to accomplish their objectives, under the supervision of the EU delegations.

The delegation of the EU “in charge” is the Dominican one. If that point seems not being so relevant, it is the cause of many frictions and problems in the decision-making process. The money coming from Brussels goes to the Dominican delegation, which distributes it among the different actors. For the operators in Haiti, it is often complicated to clearly understand who decide. We are for example in contact with the EU Haitian delegation, which has some direction sometime different than the EU Dominican delegation, which brings the money.

### **2.3.2 The PDLT**

As a component of that bi-national program, the PDLT (Proyecto de Desarrollo Local Transfronteriza ou Projet de Développement Local Transfrontalier) was created to facilitate the local implementation of that infrastructure program. The mandate was given to the UNDP DR in 2012 and the opening of a local office in Dajabón, the border Dominican city. After 3 years and some significant results obtained on the Dominican side, the results were none on the Haitian side, so big the gap was between the two countries. Therefore, the UNDP DR gave the mandate to the UNDP Haiti to execute the action on the Haitian side. The UNDP Haiti is thus a “subcontractor” of UNDP DR, which what creates another kind of problems in the decision-making process.

The local office of UNDP Haiti opened in June 2014 in Ouanaminthe, to execute the twin project, but on the Haitian side.

To reach the goals, the PDLT is composed by three well defined components:

- i. The development of the market management mechanism at the border, and the strengthening of institutional capacities ;*
- ii. Support the local development, focusing on the connectivity territories / market ;*
- iii. Dialogue strengthening and cross-border cooperation.*

UNDP is trying since the launch of the project to consolidate the strategies and tools to increase the local development and the trade between Haiti and DR, while strengthening dialogue and cooperation mechanism between the countries and the people.

Despite a context particularly difficult, especially in terms of security, but as well the infrastructures level of local institutions capacities, the first actions launched since one year on the Haitian side provide the first results.



**Figure 2.13 The Dajabón Cross-Border Market – 90% of the merchants are Haitian**

### 2.3.3 The Frame: Nord'Est, Ouanaminthe

The North-East department is one of the 10 administrative departments of Haiti, located in the north of Hispaniola, at the border with Dominican Republic. The city of Fort-Liberté is its administrative capital, whereas intensification of cross-border trade tend to make of Ouanaminthe its economic capital and most dynamic city of the department.



**Figure 2.14 North-East Department**

Ouanaminthe is one of the border crossing points, the northern one. Numerous goods are transiting, but it is the local trade which stays the main source of income of the area. The city is facing Dajabón, its Dominican counterpart, the two cities being separated by the river Massacre, which thanks its name to a tragic event which is part of the history between the two countries<sup>24</sup>.

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<sup>24</sup> The river was named Massacre following the massacre of 20 000 Haitians in 1937 by the dominican army, under order of the dictator Rafael Trujillo.



**Figure 2.15 Picture of the border bridge taken from Ouanaminthe – The blue building is the Bi-national Market of Dajabón**

The crossing of the border is made possible by a bridge, with on each end the customs and immigration building.

The department has considerable agricultural potential. Pineapple, honey, peanut, milk, among others, those local products are mainly locally sold.<sup>25</sup>

The department, and more specifically Ouanaminthe, is often the frame of violent social contestation which complicate every action on the field. Since the 90's, the city is facing a demographic explosion, and the increase of the population was not followed by the infrastructures level and the basics services. Thus, rare are the surfaced roads, anarchic construction are expanding, creating real slums, wastes are not collected and treated, and the electrical network is weak (2 hours of electricity per day). Beginning of 2015, a violent contestation wage occurred, culminating the April 13<sup>th</sup>, one month before I arrived, with the kill of a Chilean military from the Minustah, a hundred meters far from the UNDP office<sup>26</sup>. The local detachment of the Minustah was reinforced, and Ouanaminthe seems to be an invaded city with omnipresent blue

<sup>25</sup> UNDP Haiti released in 2015 *Produits Typiques : Les potentialités économiques d'Haiti*. This publication presents all the products (agricultural, craft, touristic) that could be source of revenues. <http://www.ht.undp.org/content/haiti/fr/home/library/poverty/produits-typiques-les-potentialites-economiques-d-haiti.htm>

<sup>26</sup> <https://quecooking2.wordpress.com/2015/04/14/un-condemns-death-in-haiti-chilean-blue-helmet-and-calls-for-investigation/>





**Figure 2.16 Entrance of the Dajabón Cross-Border Market, by the bridge**

helmet, and 37 UN Police officers who are here to accompany the local police forces.

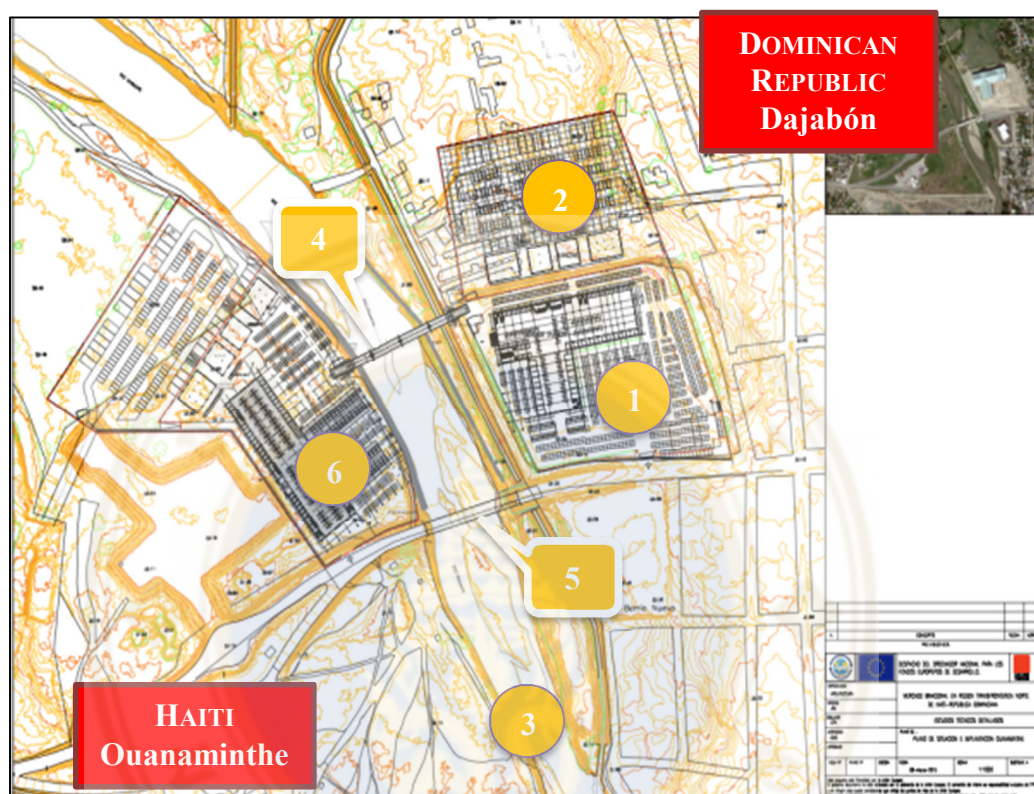
Moreover, as said before, the end of the regularisation plan see thousands of voluntary returns and deportation of Haitians. In addition to not have adapted structures to handle those migrants, the city is trapped in a conflict rekindling tensions between the two countries, and where actions trying to close the border, to boycott the bi-national market of Dajabón, to forbid the trade of certain goods, are as unpredictable as detrimental for the local people. Conflicts occur almost every day: collective beating, contestation, and human's rights violations are constant. In august, the second Haitians customs building was burnt.

This context is making worst the situation already weak of the department, and the election which started in August and could last until February 2016 is not making everything easier.

### **2.3.4 Project Background**

Bi-national project, the PDLT on the Dominican side took an advance on Haiti. The main thing was to build a complex called the Bi-national Market : two building, one of each side of the border and linked by a new bridge, which could be an area beneficiating from special tax regulations, an area where both Haitian and

Dominican vendors and buyers would meet and exchange two days per week, on Monday and Friday. The project is planning to have a mixt Management Unity, composed by representatives of both Dajabón and Ouanaminthe municipalities (Figure 2.17 Bi-national Market Project).



**Figure 2.17 Bi-national Market Project**

- 1: Current Market of Dajabón
- 2: Extension of Dajabón market
- 3: Massacre River → Border delimitation
- 4: Project of bridge to link the two structures
- 5: Current bridge
- 6: Future Ouanaminthe Market

The operationalization of the Dajabón market was effective in 2011, while many actions were launched to reinforce the competitiveness of the territory. This market is operating by a Dominican management, under the supervision of the municipality. This contributed to dig more the distance between the countries. Despite an objective initially similar in Haiti, the gap between the countries necessarily makes things more complex, so different the Haitian reality was from the Dominican one. Lack of infrastructures, instable and no-functional institutions, lower development

level, etc. More particularly, the infrastructure on the Haitian side does not exist. Thus, the intervention of UNDP Haiti to implement the PDLT on the Haitian side was launched in 2014, by the creation of a local office in Ouanaminthe. Since, the dialogue was established with all the potential actors, and the different components of the project have begun. After a little bit more of one year, the first results can be seen.

At municipality level, a Market Management Team (MMT) was created, and is composed by 7 members of the municipality. It is the one which will manage the future market of Ouanaminthe, which the construction will start in the coming weeks. The first actions in terms of strengthening the capacities began, and a first experience in terms of market management started in the municipal market, as a pilot project. The objective is therefore to create a market management system at the municipal market to reinforce the MMT, in order to replicate and adapt it at the future cross-border market.

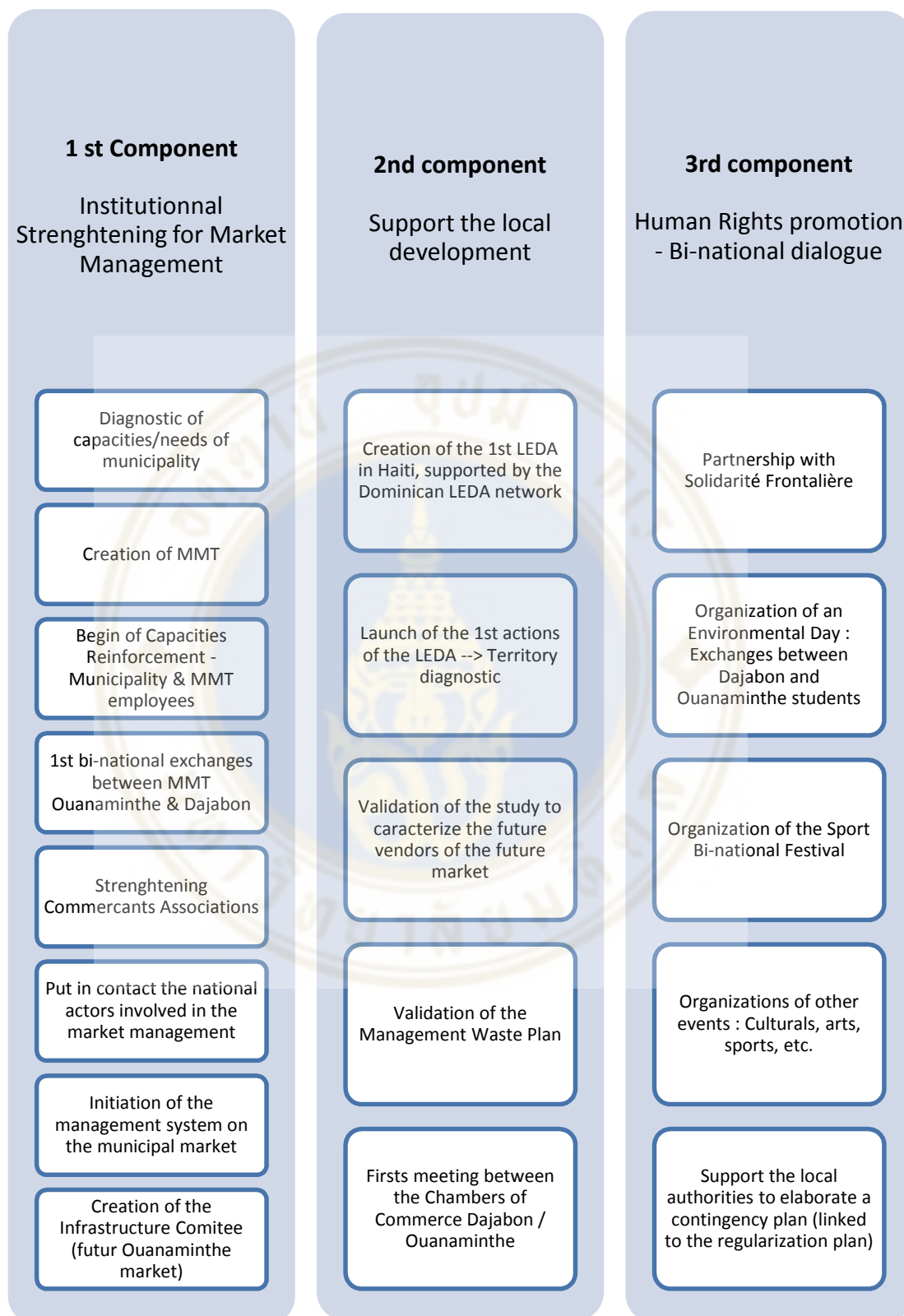
The 2nd component is about strengthening the economic competitiveness of the territory. Beneficiating from the Dominican experience, the process of creating a LEDA<sup>27</sup> was launched. Actions are also launched to support different value chains.

The 3rd component seeks to strengthen the dialogue between the two neighbours. A partnership was signed with Solidarité Frontalière, an association really active on both sides of the border. Human Right promotions actions are organized, via the organizations of bi-national events.



**Figure 2.18 Bi-national Festival – Organized by UNDP and Solidarité Frontalière**

<sup>27</sup> Local Economic Development Agency : <http://www.ilsleda.org/home/>



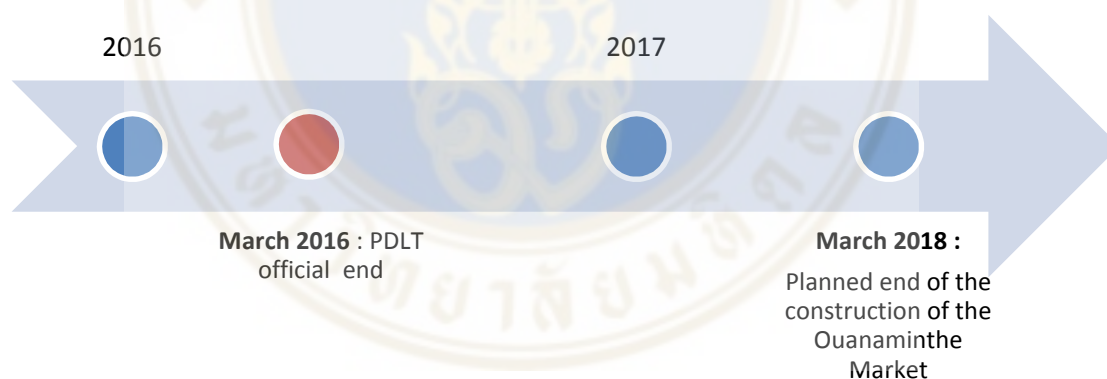
**Figure 2.19 Results obtained until September, 2015**

### 2.3.5 Object of the reflexion

Launched in March 2014, the PDLT on the Haitian side will officially end in March 2016.

Despite the results already obtained, the risk of seeing the actions engaged running out of steam if the UNDP would disengaged in early 2016 is significant. The context, the proactivity and the reinforcement level still low, are making the situation too weak. The work to accomplish to support local institutions until the construction and the operationalization of the Ouanaminthe Market (which would be ready in 2018) is still long. This paper would propose an action plan to readapt and pursue the efforts already launched, putting in perspective the local situation as well as some theoretical principles linked to the development and/or management theories.

The graph presents the main project deadlines:



**Figure 2.20 Main PDLT deadline**

## **CHAPTER III ANALYSES AND SUGGESTIONS – EXTEND THE PDLT**

### **3.1 The Project Guideline**

#### **3.1.1 Rethink the Beneficiaries**

As we said, the main beneficiary of the project is the municipality of Ouanaminthe. Highly corrupted and with a low-degree of public interest, there are some problems in every financial transactions that we are operating<sup>29</sup>, as proved by the example of the Letter Of Agreement (LOA) which was signed in 2014 between the UNDP and the city hall.

A LOA is a mechanism to give money to an entity, with a contract stipulating that this entity will use the money to realize a detailed and agreed list of activities. The LOA is paid in 4 contributions of 25%, and after each one, the beneficiary must submit a report to receive the next part. In our case, 40 000USD were agreed. As a counterpart the municipality would realize a list of activities linked to the municipal market. After the first part, we had to fight to receive the report. By fighting, I mean really accompanied the people, and insist on the obligation to provide UNDP Haiti a report, to receive the tickets supposed justify the good use of the money, etc. The report was a joke: inventing activities not even part of the list agreed, fake tickets, etc. Anyway, it was accepted by the management, for several reasons which could be resumed as “The Municipality is our beneficiary, it we have to consider their weaknesses and go slowly” or “The Municipality has to be happy or our actions, we need to be flexible in order that they say to the EU that they are satisfied of our action, to keep the project next year” (those issues will be discussed further). When I tried to better follow up the action that would be plan for the second part of the

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<sup>29</sup> [http://www.alterpresse.org/spip.php?article18658#.VhbISPI\\_Oko](http://www.alterpresse.org/spip.php?article18658#.VhbISPI_Oko) : Press article indicating the arrest of the Mayor of Ouanaminthe during the first turn of the election. Liberated soon after his arrest, this article highlights the ethic value of our beneficiaries, who are not “democracy-champions”.

LOA, my project manager asked me to forget it, to avoid having any confrontation with the municipality.

Moreover, we are facing an electoral context: the three mayors will change, if the elections are going well, in February, and all the occasions are good to divert money, including the money coming from the international donations.

*“The development help has to take a new direction: Firstly, by opening itself to the non-state actors, secondly by putting as a priority the strengthen of the social link, and this for every public policy. »<sup>30</sup>*

To have a better impact, rethink the beneficiaries must be a priority. The budget has to be more equally divided between the municipality of course, but as well between representatives of civil society or even in the private sector. Also, the opportunity of creating public/private systems should be considered, for example in the waste management sector.

*“The ODA has to be a powerful tool to better link the societies and all its entities, which should allow to avoid any conflicts by the dialogue<sup>31</sup>”.*

This sentence can resume the core of the Bi-national Program. Consider it in our action is a must, to force the different entities to dialogue and work together, in a country where inequalities are strong and where the mistrust in the political class is violent. Push the dialogue between the municipality, the private sector, the civil societies and all the associations of the area could have a great impact on the long-run. Also, push the participative approach and provide to the civil society the way to express itself and be part of the spatial planning policies would leverage the democratic process.

*« The ODA should do much more than resolve the countries problems. It should help to move through successive stages of transformation / transition, which are complicated (associate the civil society in its support to the public policy, support the private sector, etc.) ».<sup>32</sup>*

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<sup>30</sup> Translated from French: La paix, entre multilatéralisme et puissance, Bertrand Badie, 2009.

<sup>31</sup> Translated from French : Jean-Pierre Cling, Coordination et utilisation des aides, 2006.

<sup>32</sup> Translated from French : Jean-Pierre Cling, Coordination et utilisation des aides, 2006.

### 3.1.2 A neutral, defined and strong Project Management

An evident problem of the project is coming from its management.

The PDLT project manager was placed, and is protected. It could work, but in our case, a project manager who is incapable to take any decision is a millstone. The situation was partly resolved, by putting M. Brunetti as a factual project manager, however without any official position. The lack of official authority made still the situation unclear and complicated, even frustrating.

The management needs to be reviewed. A new project manager, who does not have any personal interest in the project, should be appointed, and his role clearly defined. It should not be only an administrative manager. As a station chief and as the local representative of UNDP, his authority needs to be enlarged to the operational perimeter, in order to allow more autonomy, reactivity and flexibility for all the office. His vision should be clear in order to facilitate the staff acceptance.

The neutral aspect is really important as well, in order to avoid this situation where the manager can be influenced by the beneficiaries or to avoid any incentives for rent seeking. With a new project manager could come the use of project management tools to better implement, execute and follow up the activities.



**Figure 3.1 Causes of project failure<sup>33</sup>**

<sup>33</sup> Extract from the course « Project Management », Ajarn Nathasit Gedsri, College of Management of Mahidol University



Simple tools exist, which the implementation and the use efficiently facilitate the coordination and communication:



**Figure 3.2 The 4 steps of Project Management<sup>34</sup>**

### 3.1.3 Empowerment

*“Vision-based leaders empower their followers to act consistently with the vision and to help sustain their commitment. Empower is therefore giving power to make decision.”<sup>35</sup>*

To really have a durable impact, the empowerment needs to be the key guideline of the action. Indeed, Haiti is suffering a high dependence regarding the international community and its massive donations. An important number of Haitians live off the international organizations. “Do not give a fish to a man, but teach him how to fish”. This famous expression is too much forgotten by many. Our project is not an exception to the rule. The short-term impact is often a priority, indeed also because that tricky system to communicate, always. A nice picture of a city hall with new computers (with UNDP stickers) has a better impact in terms of communication, but train the people to use a computer would have the better practical impact.

The empowerment has to be put in priority. As a simple measure that could be taken, include a term of reference regarding the empowerment in every

<sup>34</sup> Extract from the course « Project Management », Ajarn Nathasit Gedsri, College of Management of Mahidol University

<sup>35</sup> Ajarn Sooksan Kantabutra, College of Management of Mahidol University

consultation financed by UNDP Haiti can be done. Also, finance training, in parallel with balance equipment donation, should become systematic.

Regarding the municipality and the mayors that would change after the election, the principle of empowerment the MMT will be the key to have a durable market management capacity among the municipality, that could be functional even in case of political instability.

### **3.1.4 Human Resource Development Plan**

As every organization, the United Nations is facing a HR issue. According to Ajarn Wallapa, the challenged facing by organizations in terms of HR are the following<sup>36</sup>:

- Globalization: Different geographies, cultures, laws, and business practices ;
- Embracing new technologies: Human Resources Information System (HRIS), computerized system that provides current and accurate data for the purposes of control and decision making ;
- Managing change: Through HR, formal change management programs help to keep employees focused on the success of the business ;
- Managing talent or human capital: identify, develop ;
- Responding to the market: Total Quality Management (TQM), fundamental rethinking of business processes to achieve improvements in cost, quality, service and speed ;
- Containing costs: Downsize, outsource, offshore. Hidden costs of layoff.

As an international organization and despite its status of public entity, the United Nations agencies are subject to similar issues.

We talked about that problem inherent of the UN human resource management. It offers the highest salary of the country, and a lot of advantages. The problem comes from that there are no incentive measures, nothing that could

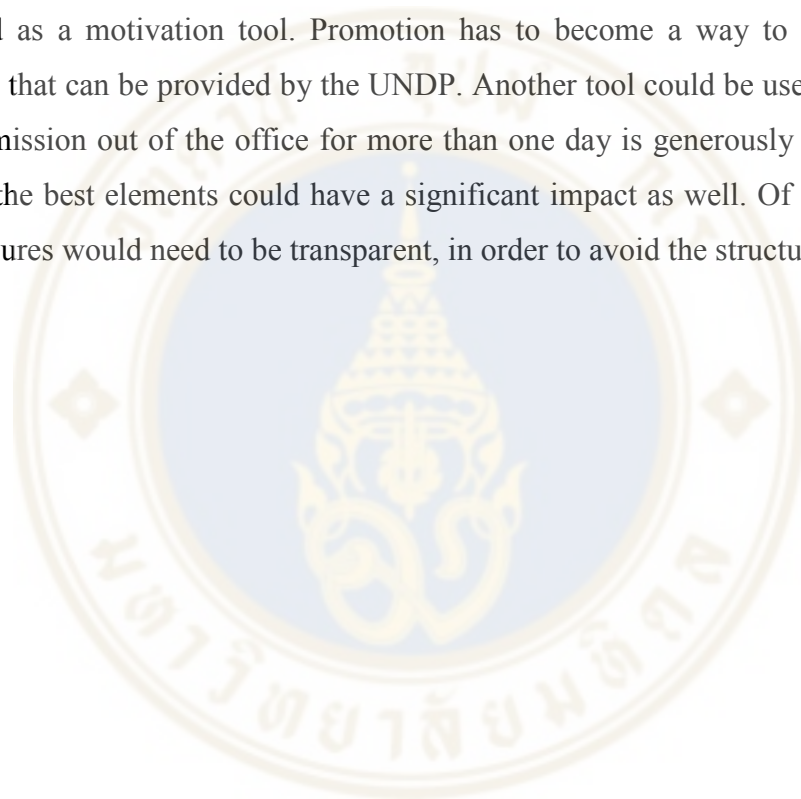
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<sup>36</sup> Extract of “Human Resource : Management & Development”, Ajarn Wallapa, College of Management of Mahidol University

encourage any proactivity or initiative. With a weak local labour market, people become untouchable and without any incentives that could reward their proactivity, or on the contrary any tool that could punish their mistakes, many of them are not encourage and become lazy.

By managing 10 surveyors, I made the experience that some incentives measures can have a real impact on the motivation, even in Haiti.

Some incentives measures should be adopted. If the system does not allow any financial incentives for common staffs, a human resource development plan can be used as a motivation tool. Promotion has to become a way to motivate, as the training that can be provided by the UNDP. Another tool could be used: the missions. Every mission out of the office for more than one day is generously paid. To reserve that to the best elements could have a significant impact as well. Of course, this kind of measures would need to be transparent, in order to avoid the structural cronyism.



### **Sidebar - Implement a Performance Development System<sup>37</sup>**

A Performance Management strategy is basically concerned with performance improvement, employee development, satisfying the needs & expectations of all the organization's stakeholders, communication and involvement.

HR should participate in strategic planning, conduct job analysis, support performance management, design appraisal system, train and support managers, and ensure integrity of the system.

1. Prerequisites: Strategic planning, performance management builds on an organization's goals, employee goals cascade from organization's goal ;
2. Performance planning: Employees must know about the Performance management system; there should be meetings between managers & employees, a clear communication, and set measurement standards set. The use of KPI's clearly defined and measurable, directly linked to the organization goal and which directly embedded with the organization philosophy and values, could help ;
3. Performance execution ;
4. Performance assessment & appraisal: Who should appraise, and how to do it?
5. Conducting the Performance interview
6. Performance Renewal & re-contracting

This model could be used as a guideline by UNDP Haiti to better monitor its staff performance.

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<sup>37</sup> Extract of "Human Resource : "Management & Development" course, Ajarn Wollowan, College of Management of Mahidol University

### **3.1.5 Increase the autonomy of UNDP Haiti**

#### ***Free PDLT Haiti from the UNDP DR funding***

As we said, the project structure itself is problematic and leads to inefficiencies in the decision-making process. The project is financed by the Dominican EU delegation, directly to UNDP DR. The UNDP Haiti is mandating by the Dominican office, as a subcontractor. This is the source of many conflicts, as for example for the money that UNDP Haiti will benefit.<sup>38</sup>

Also, the authority holder is unclear: in theory, the PDLT Project Manager is the one responsible for the project on the Dominican side, and the Haitian PDLT should be supervised by the Dominican PDLT. However, we have a country management, and the divergent interests between the two country agencies are as well source of conflict.<sup>39</sup>

Last reason is the political context. While massive deportations are taking place, it is a moral obligation that the PDLT Haiti, as the only UN office of the border, engages itself to improve the integration of the migrants. The problem is that Dominican government does not recognize the massive deportation and the Human Rights violations. When we tried to propose some action, the UNDP DR received criticism from the Dominican government, and we have our hands tied.

If the PDLT should continue, it should be with funds given by the two EU delegations: the Dominican delegation would finance the PDLT DR, while the Haitian delegation would finance the PDLT Haiti. A request for extension should be addressed to the Haitian EU delegation, to liberate the project of the influence of UNDP DR.

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<sup>38</sup> Currently, there is an opened war between the two countries agencies to divide the total budget for the period “11/2015 → 04/2016”.

<sup>39</sup> This situation is also source of many criticisms, probably rightly: We promote the bi-national dialogue, and should represent a perfect bi-national cooperation in our own operation. How to insure our credibility in front of our beneficiaries, in this situation?

### ***Decrease our Municipality dependence***

We are highly dependent to the city of Ouanaminthe, its municipality.

The system wants that our funding extend is conditioned to the municipality satisfaction. A paradoxal situation in appearance, which leads the mayor saying: “It is not the city that needs UNDP, but UNDP which needs our city”.

As surprising it can be, he was not completely wrong. As a performance indicator, the EU takes the mayor satisfaction as probably the most important. If they are not satisfied of the UNDP action, the EU could give the mandate to other organizations.

It leads to several dysfunctions. Too many gifts are given to the municipality and the mayors: cash, useless material, finance non relevant events as the annual festival, etc. Also, this is biasing the relationships: UNDP is exaggerating the impact of its actions, avoiding to clearly and honestly explain to the EU the reality of the field, and the poor level of the institutions. To keep the system in place, the UNDP is making gift, and the mayor is really happy of UNDP actions. This is a clear limit to the project impact. It limits our efficiency, imbalance our negotiation power, is a brake to the empowerment and to an effective support.

Two measures could avoid that situation. First, orienting the action to the civil society, balance the total donation between the municipality, and other actors. Secondly, improve the dialogue with the EU could be a way to leverage our impact and capacity to require actions from the municipality.

#### **3.1.6 The Counterpart Principle**

We clearly have a lack of a control on our action. Firstly because of its status as UN agency, UNDP does not have the mandate to directly execute the actions. Our role is more to identify the needs, evaluate it, propose action plan and in a general way we find some partner to realize it. We do not have the flexibility and capacity to hire technical staff to lead technical stuffs. For example, for the actions that can be taken place on the municipal market, if we want to renew a construction and to train the sellers that are operating inside, we have to find organization to evaluate the costs and design the construction, another organization to build, another organization to do the training, etc. With long intern processes (minimum 3 months), we have a lack of

flexibility and every stuff, even the easiest and shortest one in appearance, would take at least 3 to 6 months to start. Obviously, it makes everything difficult to plan, and to keep dynamism among our beneficiaries who are often becoming impatient.

Secondly, we execute things without having any mechanism to ensure a good follow-up. We can execute things, or donate money to realize things, without having the possibility to control the good use of the money or the equipment. On the long-run, as several symptoms explained above, a one-way effort can be pointed out, where we do not have any negotiation power to balance the relationships. This is probably the source of our reputation in the country, too often considered as a philanthropic bank (as an example, we receive every month several requests to finance not relevant projects).

Our credibility is suffering from that, and it is really difficult to ask our beneficiaries for any counterpart. It is getting worst with a project manager signing everything.

To improve that, several things can be applied. Firstly, decompose each funding in several parts, where each part is given under the condition that the precedent was clearly done, would help to ask for counterpart. But as we have seen, this would not be sufficient if in case where the completion is not sufficient we cannot say “no” for the other part, or if the money cannot be allocate to other projects. We should be able to organize official meetings with our beneficiaries to clearly discuss about the completion of any project, and having the autonomy to refuse to pursue a partnership if the beneficiary does not fulfil the activities. This measure should come from the management, which should prioritize the quality of the activity instead of our ability to use the money, whatever we use it for.<sup>40</sup>

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<sup>40</sup> The first performance indicator in the development field is the use of the budget. If at the end of the year  $n$  the budget is not completely used, therefore it would be an indicator to decrease the budget allocated in  $n+1$ . As weak this indicator appears, it is the most commonly used by the Headquarter in New-York to monitor their project all over the world.

### 3.1.7 Synergies

*« As most of developing countries, Haiti is not free from the problem caused by the multiplicity of the development assistance agencies. The lack of harmonization among them and their incoherent goals are sources of inefficiencies<sup>41</sup>. »*

In Ouanaminthe, several organizations are operating: the German cooperation, US AID, OXFAM, etc. Many actors are executing projects without any coordination, and often in the same sectors, with the same stakeholders. As an example, we were studying the construction of toilets on the municipal market since weeks, when we discovered during a visit that new toilets had just been built by DINEPA, a Haitian organization. This phenomenon is made worse by the beneficiaries, who do not share about the action of other institutions, by fear of seeing one abandoning a project.

A deep analysis should be done on the different institutions operating (or planning to operate) in Ouanaminthe, to see how synergies can be found, how to articulate the actions in order to increase the marginal efficiency instead of duplicating the work.

Also, the synergies are not really wanted by the hierarchy, for a stupid “inter-agency competition”. We however identify organizations that are present in Ouanaminthe, planning activities quite similar than ours, and which are financed by the EU, like the PDLT. Synergies with those actors should be possible if we all present a common action plan to the EU.

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<sup>41</sup> Translated from French: Severino & Charnoz, *Les mutations imprévues*, 2005.



### Sidebar – Accept the informal?

An idea really different from the dominating mode of thinking, but which is defended by some fragile State elite, is to consider the informal sector not as a pain that needs to be fought, but more as an integral part of the culture and society<sup>42</sup>. This acceptance challenges our occidental analysis and concepts. The use of informal process has to be considered as a reality part of the Haitian rationality.

*« His economical calculation will bring him, according to a rational behaviour, to select the source of funding the less costly, in terms of risk and cost. He will prefer the direct informal funding, more competitive ... »<sup>43</sup>*

Community informal links are indeed more adapted to the populations needs, compared to the formal bank. The models promoted by international organizations like microcredit or others are not always transferable and need to be adapted to local context. The bad penetration of the classical banking system can be explained by this reality. As Hassan Zaoual analyses:

*« Economic agents do not accept all the ordinary management criteria. They decode and often reject what is coming from outside [...] In this context, the formal has a key role to play. »<sup>44</sup>*

Without completely rejecting our perceptions frame, or without accepting an unchanging statement, those realities are to be taken into account in our analyses and actions when we want to adopt a “winning” development model.

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<sup>42</sup> Translated from French : Zaoual Hassan, *Du rôle des croyances dans le développement économique*, L'Harmattan, 2002.

<sup>43</sup> Translated from French : Bloy E., Dupuy C., *Adaptation des règles de gestion aux contraintes du financement informel*, in *L'Entrepreneuriat*

<sup>44</sup> Translated from French : Zaoual Hassan, *Du rôle des croyances dans le développement économique*, L'Harmattan, 2002.

### **3.2 Extend the PDLT: In Practice**

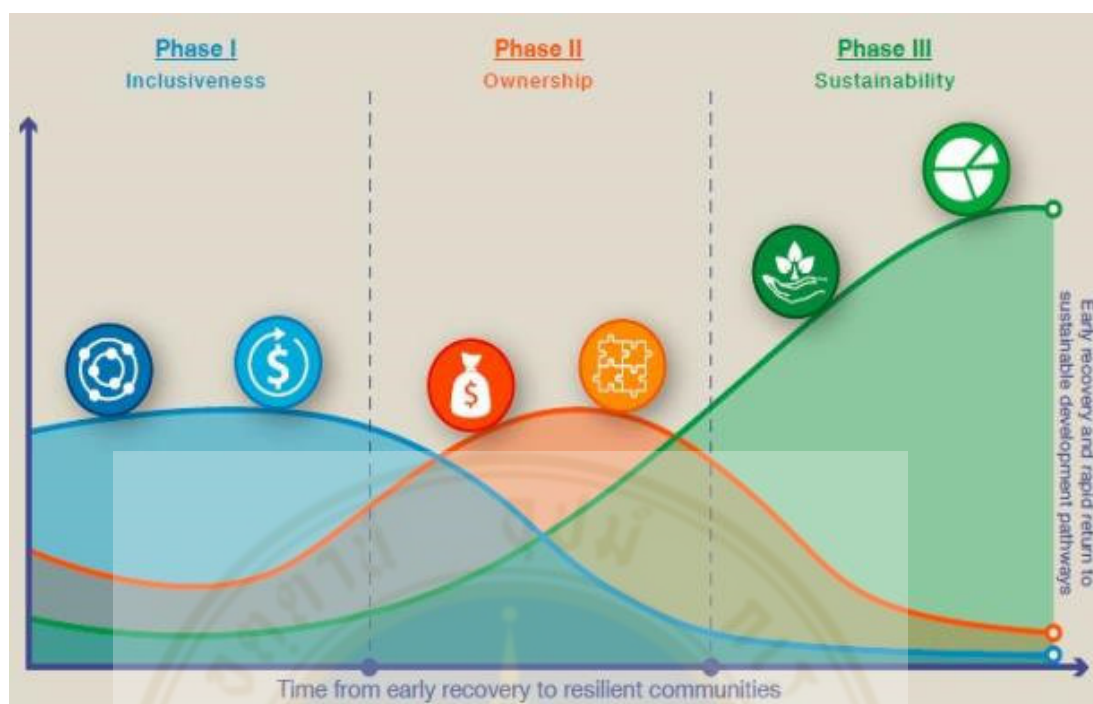
After a year of operation and an official termination on March, 30th 2016, UNDP Haiti is sending to the Haitian EU delegation a conceptual note to extend the PDLT, asking the direct supervision of the Haitian delegation.

The necessity of extending the PDLT and stay on the field in Ouanaminthe is shared by every stakeholder. However, the response strategy needs to be adapted, regarding the elements discussed above.

Even if the decomposition in 3 components should be maintained, regarding the financial constraints, the main focus should be on the 1st component, the institutional strengthening especially in market management to train them until the operationalization of the future Cross-Border Ouanaminthe Market. Indeed if the efforts need to be pursue at local level, it seems to be necessary to wider the support at the national level. The market should be ready in 2018. Meanwhile, the pilot project on the municipal market has to be continued, but by integrating the sellers associations as our beneficiaries. They need to be involved in the market management, to propose, to balance the power of the municipality, to put it under pressure to obtain results. A strong and representative Municipal Market Seller Association could be involve to implement a market management system.

Regarding the tensions between the 2 countries, the 3rd component has to be maintained. In this one, we could focus on a closer collaboration with Solidarité Frontalière especially to manage the deportation, things that would be possible by receiving funds from the Haitian EU delegation.

Regarding the 2nd component, UNDP could consider to launch a pilot project in Ouanaminthe, based on the 3x6 approach: this integrated approach in 3 phases, could allow strengthening the local economic system, reducing beneficiaries vulnerability while implementing project that could benefit to all the community. This approach was created by UNDP Burundi and was successfully implemented in several countries. It is a starting point to a durable development. It is an organizational measure to go from an emergency answer to an integrated long-run empowerment process.



**Figure 3.3 3x6 Approach**

### 3.2.1 Synergies

UNDP should be more aware of the importance to rely on an organizational network present on the field and working on problematic often similar to ours. The actors need to be identified, and discussions need to be engaged. The prolongation mandate should be the pretext of creation and strengthen that kind of partnership, more over when funding come from same organizations (EU).

In the 3rd component a closer collaboration should be engaged with Solidarité Frontalière. This organization, by its bi-national engagement and its respectability, seems to be the best partner to insure the data collect and to take care of the refugees in Ouanaminthe, in coordination with other actors already present at other crossing point (ECHO, OXFAM, ACTED, OIM, etc.). The Solidarite Fwontalye, from its creole name, is already an UNDP execution partner in the organization of bi-national events.

In the migratory and deportation context, but also because of the lack of administrative formalities knowledge in terms of civil registrar, the Identification National Office (Office National d'Identification, state agency) seems to be a major player with whom it will be necessary to work. Coordination with the Migration

International Organization and the United Nations Refugee Agency (UNHCR) should be initiating as well, to benefit from their expertise in that sector.

Synergies should be created with OXFAM, which is starting a project of Economic Inclusion on the border, whose many aspects are similar to the PDLT. Their project is to build three Multi-Purpose Incubator Centre along the border, whose one in Ouanaminthe. This centre would contain a training competence and a business incubator, financing several experts during 4 years to better structure the mainly informal cross-border trade. This centre in the North-East department could be linked to the Local Economic Development Agency that the UNDP is creating, which aims to regroup representatives of all local institutions (public, civil society, private sector) to provide services as training or any kind of support to the local economic stakeholders.

A synergy has to be developed with OXFAM, in a form that needs to be discussed: OXFAM could benefit from the field knowledge, network and work already done since one year by UNDP, where the LEDA could benefit from the important funding for the next 4 years that OXFAM will provide.

Also, we have as an important action of the PDLT to support the municipality in its waste management, which is highly problematic in Ouanaminthe, as everywhere in Haiti. Action Agro Allemande, a German organization, just started a project to help also the municipality, with the goal to create a sorting centre. Here also, our resources and competencies could be put together to well divided our actions and have a better impact as if we would operate isolated.

### 3.2.2 Desired outcomes – March 2016

On the short term, added to our initial objectives, we could take some actions to launch some new dynamics, as the creation of synergies with other organizations.

#### *1st Component*

Ouanaminthe Municipality: Diagnostic of capacities done

- *Provide equipment*
- *Capacity development of 15 executives*  
Market Management Team: Already created, diagnostic of capacities done
- *Structured and operational MMT: Organizational chart, operational manuals edited*
- *Provide multidisciplinary generalist trainings*
- *Provide equipment*  
Municipal Market: Identify the needs
- *Identified merchants*
- *Control system (regulation, cost-recovery system, etc.)*
- *Rehabilitation, sanitation, via the identification of income-generating activities*
- *Strengthen some key sectors (training, federation, equipment donation, etc.)*

Management of future Cross-border Ouanaminthe Market

- *Characterize the future merchants and Commercial trade study*
- *Creation of a Mixt Management Committee*
- *Project needs in terms of material, financial and human resources*
- *Facilitate the dialogue, put in contact national actors, in collaboration with the Bilateral Commission*

## **2nd Component**

LEDA Ouanaminthe: Promotion Committee created

- *Resources and Potentialities of the territory diagnosed*
- *Strategic frame for the local economic development promotion*
- *LEDA business plan*
- *Identify possible synergies with OXFAM*

Encourage entrepreneurship as an economic development lever

- *Create two microenterprises for the waste management in the municipal market*

Waste management plan

- *Provide the municipality a Waste Management Plan*
- *Provide equipment & management support*
- *Identify synergies with Agro-Action Allemande, and identify all individual or collective initiatives in waste management*

## **3rd Component**

Create space to dialogue and resolve conflicts

- *Celebrate the International Human Rights Day*
- *Increase the frequency of bi-national meetings*

Human Rights awareness

- *Implement Human Right promotion activities, focusing on young through radio animations, cultural or sports events, etc.*

Manage deported/repatriate

- *Extend the agreement with Solidarité Frontalière to collect data*
- *Identify possible synergies with ONI and UNHCR*

### 3.2.3 Strategy and Goals for the Extension: 04/2016 → 2018

***1st component: Strengthen Local and National capacities in terms of Market Management to be ready to manage the futur Cross-Border Ouanaminthe Market***

Strengthen the municipality and especially its MMT needs to be pursue, but with a new approach less dependent to the mayors and where the UNDP could better supervise and control its actions. Thus the MMT should be more autonomous from the mayors, in order to be able to take decisions to implement a market management system on the municipal market first, to duplicate it on the future cross-border market. Actions at national level should become a priority, leading to a transversal national proposition to manage the future market (put the Customs, Ministries, Immigration, etc., around the table to define the frame to regulate the market).





**Figure 3.4 Strategy 1<sup>st</sup> Component**



***2nd Component: Territorial Competitiveness, Durable Local Economic Development***

The second component is important to pursue, however considering a planned budget reduction. Strengthen local economic actors, like several value chains, is important for the territories and to aliment the future cross-border market with Haitian products. The LEDA is at the core of that process, and the identification of new activities and services that it could provide should strengthen it, by reinforcing the connectivity territories/market.

Regarding the waste management, considering the weakness of the municipality and the opportunities in waste valorisation, a public/private system should be promoted. The program “Ann Alé” in Ouanaminthe could help the small traders which are the core of the local economy.

Finally, as we proposed above, implementing the 3x6 approach could have a great impact, and touch several intervention sectors of UNDP. It could be an integrated approach impacting diverse issues mainly part of the second component, from which all the community could benefit, and from which the impact could be as well on the 1st and 3rd component.

### **Sidebar – 3x6 Approach: Principles and examples of implementation in Ouanaminthe**

This approach have already been implemented in several countries, and Ouanaminthe and the department seem to be the ideal place to launch this approach in Haiti, regarding the link established between the local UNDP office and its local partners.

#### *Principle*

The approach allows a transition between the emergency employment (cash for work) to more durable revenue sources for vulnerable populations in transition period or post-crisis context. Traditionally, post-crisis programs benefit to people like passive actors of the humanitarian aid. The 3x6 approach is considering the beneficiaries like actives partners of their own development and resilience.

The 3 phases are: 1-Cash for work, the UNDP and its execution partner employ people to work on labour intensive work; 2- The works, at the community service, are going through a certain period of time. People are working together, are paid 2/3 in cash, when the last third is blocked on a saving account. During the works, training is provided according to the priorities (Human Right promotion, entrepreneurship, Gender issues, literacy, etc.); 3- At the end of the work, workers have the choice. Or they stop every relationship with the UNDP and earn only their salaries, or they decide to invest to launch a microenterprise, in which case UNDP would triple the amount of money which was blocked in the saving account.

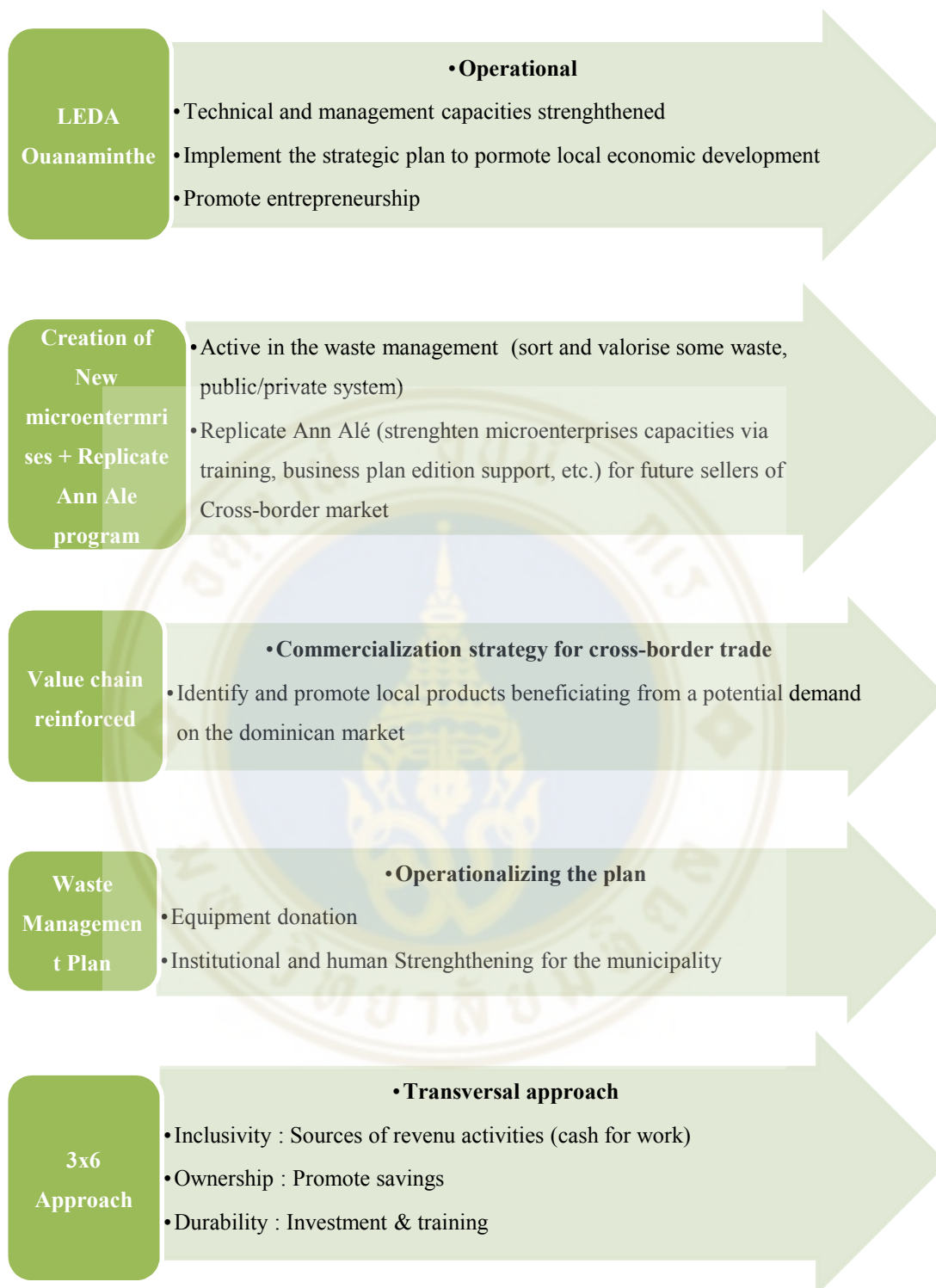
#### *Application examples in Ouanaminthe*

Action would have an impact on the 2nd & 3rd component: The 3x6 approach could be applied to improve the waste management. According to our calculation, 60 beneficiaries could be employed, for a total budget of about 70 000\$ if 50% of them would invest their savings. The 1st phase would be to clean the city of all its waste, while a team would be on the landfill site of Morne-Casse to sort and valorise what could be. During 60 days, training about the sort and waste valorisation would be provided, as small business management. For the microenterprise creation phases, incentives would be provided to those who would like to create a business

linked to the waste management (compost, recycle plastic, collect, etc.) and who would participate to create a public/private waste management system.

Action that would have an impact on the 1st and 2nd component: This approach could be used in the the municipal market, like others market, to reach a better management. Merchants who cooked on the market, after having being identified, could participate. The cash for work, during several days, would be to work under the non-used covered market to convert it according to their needs (that they would have themselves establish) by building adapted stand. The saving could be used to buy to acquire equipment (cooking utensil, non-coal based cooking method, etc.) while other savings could be used to buy collective equipment (table and chairs, tableware, etc.). The sellers could be regrouped in an association, would be known, and would have a better relationship with the municipality which will be able to better collect the taxes to implement a management system. The community would be better, with a cleaner and identified place to buy food. This example could be used with almost all the merchants' categories of the market.

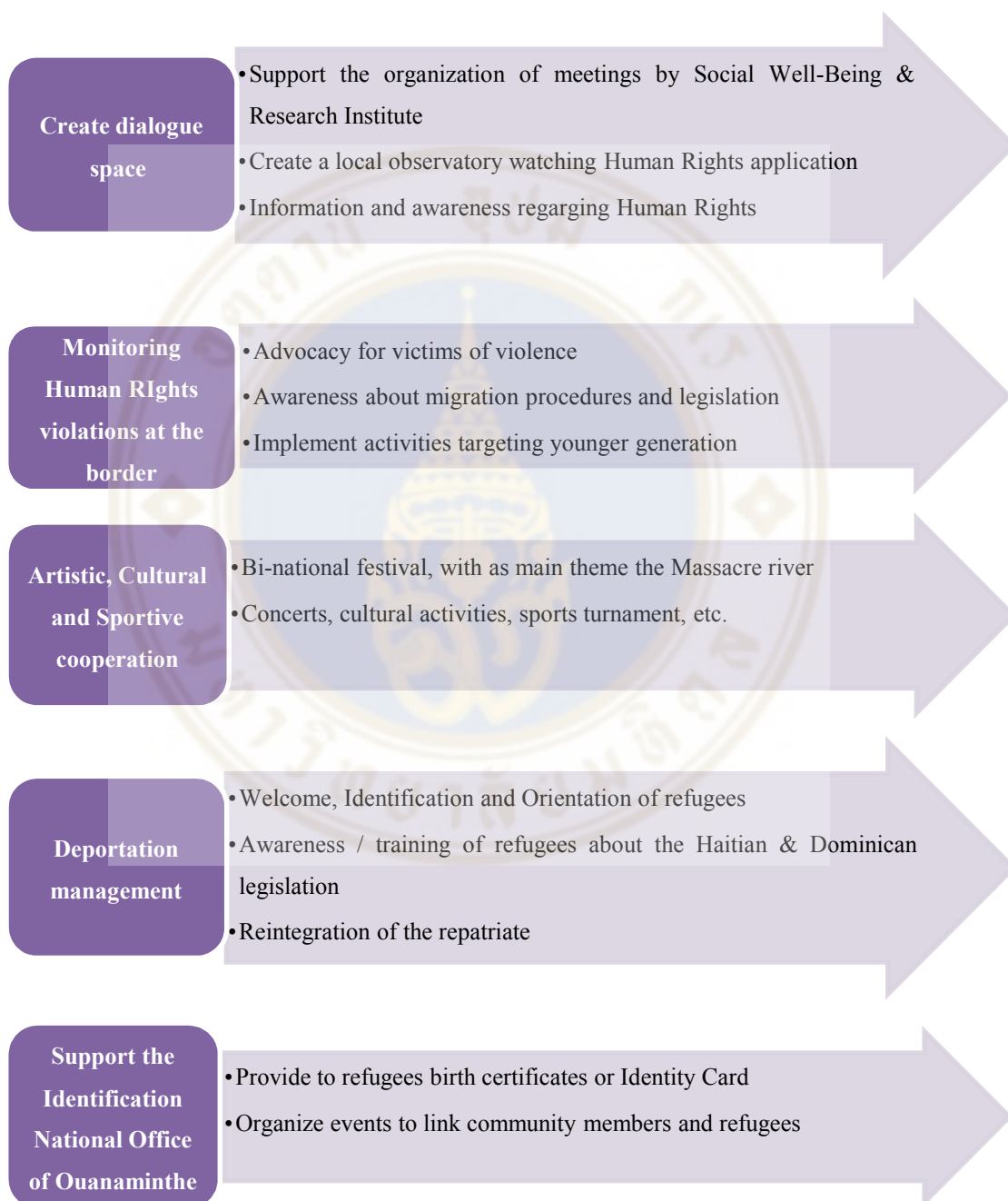
In the migratory context, this approach could be relevant because it allows establishing a link between the local community and refugees, by uniting them in a collective effort from and for the community.



**Figure 3.5 Strategy 2<sup>nd</sup> Component**

### ***3rd Component: Dialogue process, cross-border cooperation***

In the context of political tensions between the two countries, actions leading to improve relationships between the two countries must be pursuing. Every pretext to organize a bi-national meeting must be seized, while the contract signed with Solidarité Frontalière could be extended for an action in favour of the refugees.



**Figure 3.6 Strategy 3<sup>rd</sup> Component**

## **CHAPTER IV**

### **CONCLUSIONS**

The present paper allowed us to highlight the constraints faced by the United Nations Development Program and the international cooperation to implement its activities and ensured the efficiency of its help.

The Haitian example is hard to transpose. Most of the commentators agree to say that the Haitian geographical, historical, cultural and economic singularity are a separate case that requires a specific analytic lens, without which every answer would be biased from the beginning.

The experience shows that the success of a development project in a country is directly function of the degree of will and implication from the local authorities. Too often, initiatives show good results while international organizations are providing technical and financial support, then fall into almost complete oblivion when transferring to the local authorities. The wrongs are probably shared. There is not always a harmonious coordination among local and international stakeholders. The different way to work and strategies, can be part of that statement. One thing is sure however. If the political will is present, then it would be a formidable impulsion despite the scarcity of resources, because of the severe financial and structural shortcoming of Haiti. In every case, the only financial resources would not be sufficient if there is not a clear strategic vision and a real will to progress. The State must give a lead: we would quote in priority an efficient legal frame, and functional infrastructures. Without a respected legislation, without a respectable road network, and without regular electricity coverage, every initiative would be killed. Giving the will to create value before even to ask about its funding appears as primordial in the actual Haitian society.

Because the economic development will open up, enrich and educate gradually. It will slowly infuse the population to a use of the modern communication and trade tools, and will contribute to make the behaviour evolve. We should not think

that it will push the people to stay into their territories and to not try the migration adventure. Their aspiration and capacity to migrate would be even maybe reinforced. But it would be in a second phase, when the growth curve would converge to the developing countries one, that the populations will be better able to fix themselves into their own borders.

But taken in a sensible political-historical logic, it is highly improbable to think that the international community lead by the United Nations or the European Union would allow themselves to make such a public diagnostic in its actions in favour of Haiti.



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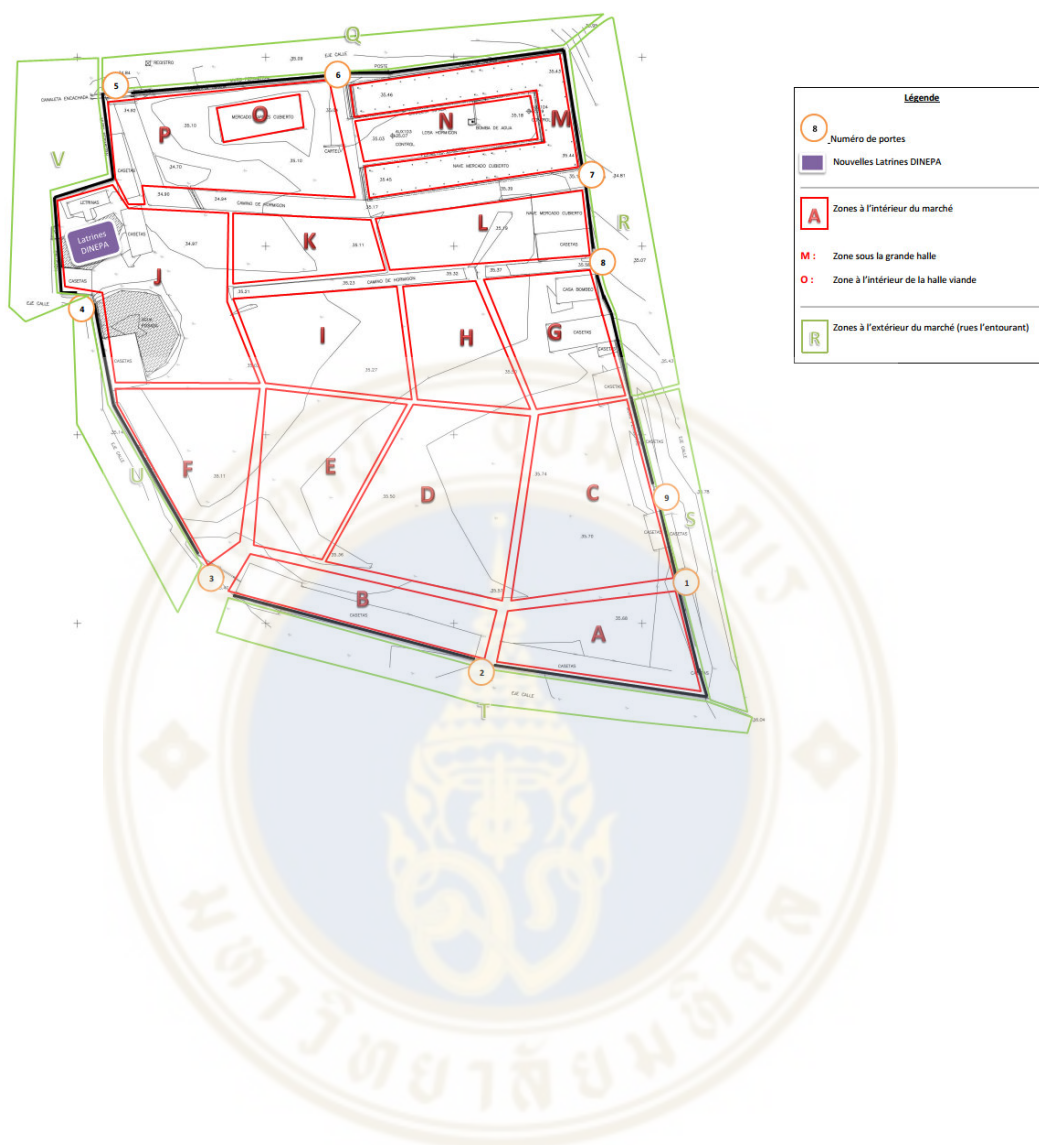
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## Appendix A: Geographical divisions of the Municipal Market



## Appendix B: Terms of Reference written to Support the Municipality to implement the Waste Management Plan



### Projet de Développement Local Transfrontalier (PDLT) en Appui au Programme Binational

#### TERMES DE REFERENCE

#### Appui à la Mairie de Ouanaminthe pour exécution d'une première phase du Plan de Gestion des Déchets

I. Information Générale	
<p><b>Titre du contrat:</b> Appui à la Mairie de Ouanaminthe pour exécution d'une première phase du Plan de Gestion des Déchets</p> <p><b>Lieu de travail:</b> Ouanaminthe</p> <p><b>Supervision:</b> Chef de Projet PDLT et Chef de Pilier Inclusion Economique</p>	<p><b>Projet:</b> Projet de Développement Local Transfrontalier (PDLT) en Appui au Programme Binational</p> <p><b>Source des fonds:</b> Union Européenne</p> <p><b>Durée:</b> 90 (90) Jours ouvrables</p>
II. Contexte	
<p><b>Brève description du Projet PDLT</b></p> <p>Dans le cadre de la volonté et de l'intérêt de la République d'Haïti et de la République Dominicaine pour développer leurs relations et coopération bilatérale, les deux pays avec l'appui de l'Union Européenne ont construit un Programme de Coopération Binationale dont le financement provient du X<sup>e</sup> Fonds Européen pour le Développement (X<sup>e</sup> FED) de l'Union Européenne et prévoit une série d'activités qui</p>	

complètent les actions du programme antérieur de coopération binationale avec le financement du IX<sup>o</sup> FED. Cela intègre également de nouvelles actions et interventions. Parmi elles, des actions qui contribuent à la promotion du développement local sur la bande frontalière des deux pays.

C'est dans ce contexte que la construction du Marché Frontalier de Ouanaminthe et l'élargissement du Marché Frontalier de Dajabón sont programmés. Un processus d'accompagnement social et de développement de capacité des gouvernements locaux, des associations de commerçants et de la société civile a été mis en place. Cette stratégie est fondamentale pour la gestion participative, équitable et transparente des marchés frontaliers des deux villes. Celle-ci permettra de créer les conditions pour la gestion conjointe des infrastructures, en transformant les Marchés frontaliers de Dajabón et de Ouanaminthe en un complexe dénommé Marché Binational de Dajabón-Ouanaminthe.

Actuellement le PNUD, avec le financement de l'Union Européenne et en coordination avec les gouvernements des 2 pays, met en œuvre le « Projet de Développement Local Transfrontalier en appui au Programme Binational ».

Le Projet de Développement Local Transfrontalier en accompagnement au programme binational apportera l'assistance technique et l'accompagnement aux gouverneurs locaux, aux associations de commerçants, de producteurs et à la société civile organisée des territoires haïtiens et dominicains de la frontière, dans l'objectif d'améliorer leurs capacités à gérer de manière efficiente, participative et transparente les infrastructures construites et le développement de leurs territoires à partir des ressources endogènes et des contributions reçues.

L'objectif global du projet est de « promouvoir le commerce transfrontalier pour le développement humain dans la frontière dominico-haïtienne, à travers la création et le renforcement des compétences locales pour la gestion intégrée des marchés frontaliers, le développement local des territoires liés aux marchés et une meilleure coordination avec les organismes nationaux ayant des responsabilités dans la gestion des relations d'échange entre les deux pays ».

Pour atteindre cet objectif, le projet se développe à travers trois composantes, qui couvrent de nombreux aspects nécessaires pour développement global des territoires

<p>d'intervention:</p> <ol style="list-style-type: none"> <li>1. Développement de mécanismes de gestion des marchés de la frontière dominico-haïtienne et renforcement des compétences des municipalités et des institutions/organisations impliquées dans leur gestion.</li> <li>2. Soutenir aux processus de développement local dans les territoires d'intervention, en mettant l'accent sur le volet économique et sur la connectivité territoires/marchés.</li> <li>3. Promotion du dialogue et de la coopération transfrontalière dans les territoires d'intervention.</li> </ol> <p>En vue de soutenir de manière durable le développement local des territoires, le projet vise à renforcer les capacités des gouvernements locaux à la gestion de l'environnement. Dans ce cadre, un Plan de Gestion des Déchets a été adapté pour permettre à la Mairie de renforcer ses capacités dans ce domaine. Le 1<sup>er</sup> volet de ce Plan, qui comporte notamment des acquisitions de matériel et un plan de gestion et de maintenance de ceux-ci, la formation de personnels de l'Unité de Gestion Environnementale de la Mairie, et le lancement d'actions définies, devra être implémenté dès la deuxième moitié de 2015. C'est dans ce contexte que le Projet de Développement Local Transfrontalier (PDLT) cherche à recruter un consultant pour appuyer la Mairie et le PNUD dans la mise en œuvre de ce Plan.</p>
<p><b>III. Objectifs</b></p>
<p><b>Objectif général</b></p> <p>Opérationnaliser les premières actions du Plan de Gestion des Déchets de Ouanaminthe.</p> <p><b>Objectifs particuliers</b></p> <ul style="list-style-type: none"> <li>• Favoriser l'appropriation du Plan de Gestion des Déchets par les acteurs du Département, en particulier la Mairie de Ouanaminthe ;</li> <li>• Appuyer la Mairie dans la mise en œuvre du Plan (1<sup>ère</sup> phase : activités liées au PDLT – 2<sup>ème</sup> phase : activités concernant la mobilisation de ressources) ;</li> </ul>
<p><b>IV. Activités</b></p>
<p>Sous la supervision du chef de projet PDLT et du chef de pilier d'inclusion</p>

économique :

- *Consulter tous les acteurs du Programme Binational pour aligner ce travail par rapport aux besoins réels du programme et des projets en termes de gestion environnementale dans une perspective de recherche de synergie et complémentarité ;*
- *Travailler en étroite collaboration avec les différents acteurs locaux, et en particulier la Mairie de Ouanaminthe, pour adapter au mieux les actions aux réalités du terrain, toujours dans le respect du principe de renforcement des capacités ;*
- *Travailler en collaboration avec les équipes du PNUD pour parvenir à une utilisation pertinente des fonds prévus dans le cadre du volet 2 du POA3, à savoir « 2.4.6 Adaptation du plan de gestion environnemental et acquisition d'équipements relatifs à la gestion des déchets solides dans la ville de Ouanaminthe »;*
- *Appuyer la Mairie dans la mobilisation de ressources pour le financement des autres activités prévues dans le Plan de Gestion des Déchets ;*

## **V. Livrables**

1. *Un rapport listant exhaustivement les moyens matériels, financiers et humains actuels du service Assainissement de la Mairie de Ouanaminthe, ainsi que leur opération au quotidien, comprenant :*
  - a. *Organigramme actuel du service d'Assainissement, organisation, rôle de chacun ;*
  - b. *Fiches de poste de chacune des catégories des employés : Formations, liste des tâches, qualifications, etc.*
  - c. *Liste exhaustive des équipements matériels, de leur utilisation, de leur entretien. De plus, pour les équipements les plus lourds, une estimation de la durabilité devra être donnée ;*
  - d. *Opération au quotidien : Organisation des ramassages, moyens de financement, processus de prise de décision, etc.*
2. *Basé sur le livrable 1, lister les besoins et ainsi produire un plan détaillé de l'action qui sera menée à court terme, comprenant :*

- a. *Liste exhaustive des matériels à acheter (description, pour quelle utilisation, etc.)*
  - b. *Liste des formations (in situ et/ou autres, comme visites de terrain, etc.) qui seront à apporter aux membres de la Mairie → Etablissement d'un plan de formation ;*
  - c. *Calendrier d'implémentation & Présentation au Conseil Municipal des actions qui seront lancées, et de l'importance de son soutien dans ce processus ;*
3. *Après validation du livrable 2, lancement des processus d'achat en collaboration avec l'équipe du PNUD Haïti : Rédaction et documentation des différents appels à cotation / appels à soumissionner selon le cas ;*
  4. *Fourniture à la Mairie d'un rapport de recommandation de Gestion des Déchets, avec comme objectifs 1-le renforcement institutionnel et 2-d'assurer la durabilité des actions, comprenant :*
    - a. *Proposition de réorganisation du service*
    - b. *Plan d'utilisation des équipements et des ressources humaines*
    - c. *Plan financier type du service – Budgétisation, Identification de rentrées fiscales et projections à court et moyen terme*
  5. *Accompagnement à la Mairie pour la mobilisation de ressources dans le cadre du Plan*
    - a. *Prises de contact avec acteurs potentiels – Annuaire de ces acteurs*
    - b. *Appui à la Mairie pour participation à des appels d'offre*
    - c. *Contrats décrochés*

<b>VI. Dates et modalité de paiement</b>		
Présentation d'un plan détaillé de travail avec un calendrier précis discuté et validé avec les parties prenantes	20 jours	20 %
Rapport listant les différents moyens de la Mairie liés à l'assainissement, et leur opération au quotidien		
Liste exhaustive des besoins de la Mairie	30 jours	40 %



Plan d'action à court terme : dotation en matériel, formations, calendrier d'implémentation		
Validation auprès du PNUD Haïti et en Conseil Municipal		
Rédaction des appels d'offre – Suivi des processus		
Accompagnement pour mobilisation de ressources : Rapport d'appui à la Mairie, identification de bailleurs potentiels, prise de contacts	40 jours	40 %
Rapport final – Recommandations à la Mairie		
<b>VII. Conditions requises</b>		
<p><b>Formation</b></p> <p>Maitrise en sciences gestion des ressources naturelles et de l'environnement ou sciences connexes à l'environnement.</p> <p>Licencié en Génie rurale, sciences de l'agriculture et de l'environnement ou équivalent (bac + 4 minimum)</p> <p><b>Compétences générales</b></p> <ul style="list-style-type: none"> <li>- maîtrise du français et de l'espagnol, à l'écrit et à l'oral ;</li> <li>- maîtrise du créole sera bien considérée ;</li> <li>- maîtrise des logiciels de base ;</li> </ul> <p><b>Expérience générale</b></p> <ul style="list-style-type: none"> <li>- Au moins 10 ans en Evaluation de Projets et plus précisément des aspects environnementaux ;</li> <li>- Expérience de travail dans le système de Nations Unis et/ou en projets de développement cofinancés par l'Union européenne ;</li> <li>- Expérience de travail en Haïti et/ou République Dominicaine, spécialement à la frontière ;</li> </ul> <p><b>Expérience spécifique</b></p> <ul style="list-style-type: none"> <li>- Capacité démontrée de négociation avec des acteurs du privé et du public ;</li> <li>- Capacité démontrée en élaboration et mise en œuvre de diagnostic participatif et environnemental ;</li> <li>- Capacité démontrée en élaboration et mise en œuvre de diagnostic institutionnel ;</li> </ul>		

**VIII. Adjudication du contrat**

Le/la consultant(e) présentera une proposition technique/méthodologique et financière.

La proposition de chaque intéressé doit contenir aussi les éléments suivants :

- *CV personnel et formulaire P11 (Annexe Format), indiquant toute l'expérience passée de projets similaires et les détails de contact (e-mail et numéro de téléphone) du candidat et au moins trois (3) références professionnelles ;*
- *Brève description des raisons pour lesquelles l'individu croit qu'il / elle est le / la meilleur(e) pour l'emploi ;*
- *Copie du document d'identification ;*



## Appendix C: Extract of slides presenting during the COntact Introduction meeting

### III. INTRODUCTION ENQUÊTE RECENSEMENT

#### Contrôles & Qualité

##### Notre principale préoccupation est la qualité, à savoir :

- **Vous représentez le PNUD et ses partenaires** (Union Européenne, Ville de Ouanaminthe) = **Professionalisme** durant toutes les phases de l'enquête ;
- **Professionalisme** = Ponctualité, attention et participation lors des réunions et activités, Politesse et compréhension avec toutes les parties prenantes (membres du PNUD, collègues, commerçants & usagers du marché, etc.), Porter les équipements qui vous seront remis (et entretien), Respect du matériel (tablettes), Saisie correcte des formulaires, Respect de la méthodologie, etc.

En cas de non-respect des principes énoncés ci-dessus (retards, faible participation, si vous dormez pendant les réunions!, mauvaise saisie des questionnaires, mauvais comportement, etc.) nous pourrions diminuer vos jours d'enquête et/ou l'indemnité journalière accordée pour les journées de formation.

### IV. A PROPOS DE VOS CONTRATS

#### Rémunération

- 100 ou 150 HTG par questionnaire bien rempli et validé par le Chef de ménage
- Les paiements seront effectués après certification par le Chef de ménage les livrables ont été exécutés de façon satisfaisante ;
- **Autres avantages** comme **l'organisation du transport, la fourniture de nourriture, ne sont pas prévus au contrat**. Cependant, pour faciliter l'organisation, certains pourront être accordés dans des cas exceptionnels qui seront énoncés ci-après ;
- Le PNUD ne paye en aucun cas à l'avance, et ne fait pas d'avance sur salaire aux IC.

100 Gourdes

- Enquête « normale », €
- 1° contact
- Donc pour 1ere enquê

150 Gourdes

- Quand il y a nécessité
- Dans ce cas, il faut org: minutes de téléphone
- Interviendra ce cas si n en cas de visite d'évalu
- Ne concerne pas si on' questionnaire mal rem

## Appendix D: Examples of tools used to manage the municipal market survey

Feuille de Suivi Matériel – Tablette N°

	Date	Heure	Nom	Signature
1				
2				
3				
4				
5				
6				
7				
8				
9				
10				
11				
12				
13				
14				
15				
16				
17				



Mairie de Ouanaminthe

Ansanm pou yon  
pi bon mache



### FEUILLE DE SUIVI QUOTIDIEN INDIVIDUELLE

Nom/Prénom :

Code enquêteur :



Ansanm pou yon  
pi bon mache



	Date	Formulaires réalisés	Formulaires valides	Retard	Signature enquêteur	Signature superviseur
1						
2						
3						
4						
5						
6						
7						
8						
9						
10						
11						
12						
13						
14						
15						
16						
17						
18						
19						
20						
<b>Total</b>						

Commentaires :

\_\_\_\_\_ Nom et signature de l'officier de projet

Étiquettes de lignes	Moyenne de qtGourde_epargner_parMois	Moyenne de satisfait_du_marche	Moyenne de surface_approximative_occupee	Nombre de raison_NonVente_ou anaminte_apresConstruction	Moyenne de elevation_de_la_red evance
1	2461,206897	1,086206897	4,551724138	58	21,73076923
2	3260	1	1,929824561	14	50,48076923
3	8647,307692	1	3,210526316	22	36,78571429
4	4201,5625	1,01754386	1,877192982	7	28,13953488
6	1366,666667	1,111111111	2,944444444		55,12820513
7	23700	1,346153846	7,192307692	4	23,02083333
8	12857,14286	1,517241379	6,5	4	24,51923077
9	5723,529412	1,568965517	5,982758621	7	25
<b>Total général</b>	<b>5951,036585</b>	<b>1,206208426</b>	<b>4,259423503</b>	<b>116</b>	<b>32,37662338</b>

Date	Heure Arrivée	Heure Sortie	Nbre Quest Remplis	Nbre Max / Enquêteur	Enquêteurs présents	Superviseurs Présents	Moyenne / Enquêteur	Commentaire	Temps moyen / quest (h)	Temps moyen / quest (min)	TOTAL CUMULE
09-sept											
10-sept											
16-sept	9,25	15,5	89	12	8	2	11,125	Retard Patrick.	0,56	33,71	89
17-sept	9	15,25	112	14	8	2	14	Retard Patrick.	0,45	26,79	201
18-sept	9	15,25	119	15	8	2	14,875		0,42	25,21	320
19-sept	9	15,5	131	16	8	2	16,375	Absence Adius Ap-Mi	0,40	23,82	451
21-sept	9,15	15,25	121	16	8	1	15,125	Absence Patrick. Myreille sur zones O & P.	0,40	24,20	572

Lesly		Myreille		Hans Rooselin		Rodney	
Saisis	Validés	Saisis	Validés	Saisis	Validés	Saisis	Validés
8		8		8		8	
8		8		8		8	
12	12	12	12	12	12	12	12
14	14	14	14	14	14	14	14
15	15	15	15	15	15	15	15
17	17	16	16	16	16	16	16
15	15	12	16	16	16	16	16

REMUNERATION											
Lesly	Myreille	Hans Rooselin	Rodney	Iveleau	Hérolé	Emmanuela	Toussaint	Francique	Adius	Patrick	Somme Salaires
-	-	-	-	-	-	-	-	-	-	-	-
-	-	-	-	-	-	-	-	-	-	-	-
1 200	1 200	1 200	1 200	-	800	900	1 200	1 200	1 500	1 400	11 800
1 400	1 400	1 400	1 400	-	1 400	1 400	1 400	1 400	1 700	1 600	14 500
1 500	1 500	1 500	1 500	-	1 500	1 400	1 500	1 500	1 800	1 800	15 500
1 700	1 600	1 600	1 600	-	1 600	1 700	1 700	1 600	1 900	1 900	16 900
1 500	1 600	1 600	1 600	-	1 500	1 600	1 500	1 600	1 900		14 400