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Coordination, programme and other questions:**Long-term programme of support for Haiti****Report of the ECOSOC Ad Hoc Advisory Group on Haiti***Summary*

The present report contains the findings of the Ad Hoc Advisory Group on Haiti, based principally on its visit to Haiti in June 2010. The situation that has prevailed in Haiti following the devastating earthquake of 12 January has created an opportunity to rebuild the country with the help of the international community. The aim of the visit was to see how the economic and social situation evolved on the ground and how international assistance to the country enabled a transition from recovery to reconstruction, in line with the aid efficiency principles adopted at the Montreal Ministerial conference on 25 January 2010 and endorsed at the International Donors' Conference Towards a New Future for Haiti in New York on 31st March 2010. Following this visit, recommendations in the report highlight the issues of transiting from recovery to reconstruction, the need for strengthened Haitian capacity and the requirement for effective, transparent funding mechanisms. It also stresses that the need to provide immediate recovery support to the population of Haiti

should also include job creation and education opportunities as part of the priorities to support communities, including in rural areas. The Group calls also for timely elections, essential for the political stability of Haiti and its economic and social development. The report includes recommendations addressed to the Haitian authorities and their international partners with a view to enhancing the impact of development assistance and ensuring full and rapid disbursement of their pledges. While last year Haiti was at a crossroads, this year's devastating event means that the country is now facing the possibility of a new beginning, if the international community keeps its promises of assistance.

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I. Introduction

This constitutes the sixth report presented to the Economic and Social Council since the Ad Hoc Advisory Group on Haiti was reactivated in 2004. At that time, following a request made by the Government of Haiti, the Council decided by its resolution 2004/52 to reactivate the Ad Hoc Advisory Group on Haiti, which was established in 1999 to help coordinate the development of a long-term programme of assistance to the country. In accordance with Council decision 2004/322, the Group is composed of the Permanent Representatives of Benin, Brazil, Canada, Chile, Haiti, Peru, Spain and Trinidad and Tobago to the United Nations. In addition, following a request made by El Salvador on 21 October 2010 (see E/2009/117), the Council decided to include the Permanent Representative of El Salvador to the United Nations as an additional member of the Group (decision 2009/267 of 15 December 2009). Since its first meeting, on 23 November 2004, the Group has been chaired by the Permanent Representative of Canada to the United Nations. As stipulated in decision 2004/322, the President of the Economic and Social Council and the Special Representative of the Secretary-General for Haiti are invited to take part in the Group's meetings.

By its resolution 2009/4 of 23 July 2009, the Economic and Social Council decided to extend the mandate of the Ad Hoc Advisory Group until its substantive session of 2010 to “follow closely and provide advice on Haiti's long-term development strategy to promote socio-economic recovery and stability, with particular attention

to the need to ensure coherence and sustainability in international support for Haiti based on the long-term national development priorities and building upon the Interim Cooperation Framework and the growth and poverty reduction strategy paper, and stressing the need to avoid overlap and duplication with respect to existing mechanisms". The Council also requested the Group to submit a report on its work, with recommendations, as appropriate, at its substantive session of 2010.

The present report is largely based on the findings of the Group's visit to Haiti from 16 to 19 June 2010. The devastating earthquake of 12 January has forced the Group to adjust its working methods by submitting a report that does not follow the usual template. The Group has followed the International Donors' Conference Towards a New Future for Haiti in New York on 31st March 2010 and at the Summit for the Future of Haiti held in Punta Cana, Dominican Republic, on 2 June 2010, as well as the preparatory meetings, in Santo Domingo and Fort-de-France and the Ministerial conference held in Montreal. It is only after this process that a visit of the Group to Haiti could be envisaged, with the aim of reviewing how the economic and social situation evolved on the ground and how international assistance to the country enabled a transition from recovery to reconstruction, in line with the aid efficiency principles adopted at the Montreal Ministerial conference on 25 January 2010 and endorsed by the New York donor conference two months later. The visit in itself is a tribute to the resilience of the Haitian population and authorities, as well as the UN country team, key civil society

representatives and international development partners on the ground and is a demonstration of their capacity to overcome difficult situations while increasing efforts for the reconstruction of the country.

The members of the Groups wishes to express its profound gratitude to the Haitian authorities who have devoted of their time and made special efforts, in very difficult circumstances, to organize this visit and to draw the conclusions and recommendations contained in this report. The Group also wishes to express its appreciation for the open and constructive exchange with Haitian officials, including the President, René Préval, the Prime Minister and Minister of Planning and External Cooperation, Jean-Max Bellerive, the Minister for Foreign Affairs, Marie-Michèle Rey, as well as other members of the cabinet. The Group is also grateful to the Department of Economic and Social Affairs of the UN Secretariat for its constant and dedicated support to the work of the Group. Sincere thanks also go to Mr. Edmond Mulet, the Special Representative of the Secretary-General in Haiti and Head of MINUSTAH, Mr. Nigel Fisher, Deputy SRSG, Resident Coordinator and Humanitarian Coordinator of the UN system in Haiti, and their able team as well as the whole UN country team for their excellent support during this visit and for the valuable information and analysis provided during the numerous meetings organized for the Group.

The very rich and intense programme of the Group in Haiti, which included interaction with relevant stakeholders and field visits to Les Cayes, is outlined in

the annex to the present report. The success of this mission in difficult circumstances is largely due to the quality of the interaction with these actors and with representatives of civil society, the private sector and the diplomatic and donor community both in Port-au-Prince and outside the capital. The situation on the ground is extremely complex and the numbers of actors involved makes it difficult to give an exhaustive overview of all the activities and interactions taking place. Rather than attempting to be exhaustive on the whole post-earthquake situation and long-term development of Haiti, the Group wishes to highlight a select number of issues that it considers essential for the Council to be aware of and upon which it has build its recommendations.

II. Relief, recovery and reconstruction: A difficult continuum, calling for increased UN leadership

The magnitude and concentration of the earthquake's devastation makes Haiti a case study for the capacity of international actors to carry out a smooth transition from humanitarian assistance to recovery support while transitioning into the reconstruction phase. In practice, the situation on the ground has not allowed, as of yet, for such a seamless process to take place.

The number of people affected is enormous, even more so in relation to the population of the country. According to the displacement tracking matrix established by the International Organization for Migration (IOM), as of late May 2010, Haiti counted around 1.6 million internally displaced persons due to the

earthquake, based in 1342 sites, most of them in the area of Port-au-Prince. Upon visiting two camps in the city, the Group realized that the movement of persons and families between sites remained important and that, given the poor housing conditions in the city even before the earthquake, some people chose not to return to their neighborhood of origin and continued to favor access to water, healthcare services and cash-for-work or food-for-work programmes, proposed to them in the camps by relief organizations. In this context, widespread continued humanitarian assistance appears needed while recovery itself is slow and the reconstruction phase is only in its planning stage.

This situation raises concerns as to the sustainability of the livelihoods of the affected populations, particularly as we approach the peak of the hurricane season. The vulnerability of many camps to flooding is of concern. The situation of women, vulnerable to sexual and gender-based violence in an overcrowded, exposed environment is particularly worrisome. In the longer-term, it appears unavoidable that some of the camps will become permanent settlements, prefiguring the shape of the city some years from now.

The Group noted all the efforts made to improve the situation, mitigate hardship in the camps and provide transitional shelters. Importantly, the Haitian authorities have established a relocation commission. This being said, proper jobs, school and training opportunities will be the major factors driving people out of the camps and back to their communities, restarting a normal life. Another issue that is important

to the improvement of the situation is the large scale rubble removal, a complex non-humanitarian issue for which there is little expertise and capacity. Enhanced recovery measures to that end are urgently needed.

Thanks to its broad legitimacy, close working relations with the Government and the humanitarian and development communities at large, and its long standing presence in the country, the United Nations has a strong role to play in advocating for these recovery efforts and in mobilizing all international actors in this transition phase. *The Group recommends that full use be made of the United Nations' capacity to mobilize international efforts and aid and that the leadership role of the United Nations in this respect be recognized and promoted on the ground.*

Such leadership, in support of the Government's efforts, would greatly contribute to accelerating progress and avoiding the stagnation of efforts that would be detrimental to the stability and long-term development of the country.

III. The electoral process in Haiti: an illustration of the nexus between political stability and socio-economic recovery

The forthcoming presidential, legislative and municipal elections were a source of concern for numerous interlocutors. The Group noted the recurrence of this issue in its interaction with representatives from the political and the economic spheres. For many, the electoral climate will determine the likelihood of carrying out a meaningful recovery and reconstruction process in the year to come.

While the political process is crucial to the short and medium term stability of Haiti, the gravity of the situation on the ground and the obvious need to accelerate efforts to improve people's living conditions, require that political rivalries not undermine the recovery of the country. In that respect, the Group had an enlightening meeting with Mr. Claude Moise, a reputable academic who has presided over the Commission set up by President Préval to formulate proposals for long awaited constitutional reforms.

The economic and social development of Haiti relies in great part on free and fair elections and since the Group's visit, President Préval has issued a decree setting the dates for the planned elections, a positive step for the timely organization of the ballots. However, all should remain vigilant as to the evolution of this process. Political ambitions and aspirations will be ever more acute as public action will be facilitated by new sources of international funding. ***The Group therefore calls for a high degree of responsibility from all actors in order to lead the electoral process to a positive end and to avoid any disruption to the recovery and reconstruction process.*** The Group also commends MINUSTAH, the Organization of American States (OAS), and other actors for their technical support to and political guidance of this process.

IV. New mechanisms for the reconstruction of Haiti: an opportunity for donors' alignment with national priorities

On 17 June 2010, the Haitian Interim Reconstruction Commission held its first meeting while the Group was in Haiti. The Commission, which is composed of both Haitian and foreign personalities and is co-chaired by Prime Minister Bellerive and former US President Clinton, aims at coordinated planning and implementation of reconstruction activities in support of Haitian priorities. The establishment of this Commission is a positive development, as it demonstrates a common willingness by many stakeholders to move forward in a coordinated and transparent way.

Based on its discussions with the Prime Minister and with donors, the Group is of the view that this Commission should not only focus on the approval of project but should also provide a forum for strategic thinking on the reconstruction process with the aim of creating a new paradigm for the development of Haiti in support of the Government's vision to "build back better". The Commission should therefore allow for the greater visibility of and support to national development priorities, a legitimate request that has too often been sidelined in the past. The success of the Commission will depend on its capacity to launch some well thought-out initiatives around a clear plan, whether funded by the Haiti Reconstruction Fund (HRF) or by other bilateral or multilateral channels. As stressed by Prime Minister Bellerive, the Government Action Plan for the Recovery and Development of Haiti presented

to the donors' conference on March 31st is certainly a valuable approach that needs to be framed within a more structured Haitian vision of the future.

The Haitian Reconstruction Fund has technically been established. However, further work is required on the operating methods and procedures that will apply, the exact role of the World Bank, the fiscal agent for the Fund, and the overhead costs entailed by the use of this mechanism. The pooled funds, emanating from donors and channeled through implementing agencies (namely Ministries, UN organizations, the Bretton Woods Institutions, the Inter American Development Bank, as well as NGOs and the private sector...), should be subject to minimal transactional costs, to avoid some of the initial scenarios that were estimated at a minimum of 10%. So far, few contributions have been announced to this Fund. The risk of under-utilizing this mechanism is real if acceptable and relevant procedures are not established.

For the Group, it is important that the complexity of these mechanisms not slow down the delivery of assistance to the reconstruction of the country nor jeopardize the principles for aid effectiveness that have been established at donors' meetings. The recent history of Haiti is full of ambitious development projects that have not been implemented because of a lack of capacity to do so. *Keeping this in mind, the Haitian authorities and their development partners should make every effort to ensure an efficient functioning of the Commission and the Fund, with maximum guarantees that funding will be used for concrete outcomes.*

Haiti does not suffer from a lack of non-governmental organizations, quite the contrary, which sometimes leads to some counterproductive initiatives. On several occasions during its visit, the Group was informed of the concerns by several interlocutors, including Prime Minister Bellerive, of actions taken by some of these organizations outside the recovery and reconstruction plans as set out by the Government and its partners. *The Group would like to emphasize the importance of working within the framework of the Government Action Plan for Recovery, in coordination with the representatives of the main non-governmental organizations and calls on member states to support their national NGOs present in Haiti to work within the Haitian established priorities.*

Meanwhile, *the Group recommends the use by all partners, including non governmental organizations, of the aid tracking portal established by the Government and the United Nations Development Programme.* Such a mechanism, which was recommended by the Group in its previous reports to the Council, is a welcome tool to ensure transparency in development support and to promote the strengthening of national institutions.

V. Strengthening Haitian capacities: now or never

The Haitian State apparatus and its personnel were severely affected by the earthquake of 12 January. What was already considered as a particularly weak State has been further destabilized. In Haiti, the Group witnessed how the staff of

different Ministries has to share offices, given the shortage of Government buildings, in order to allow the continuity of service. The courage and commitment of these civil servants deserve to be stressed and praised.

In such a difficult environment, international assistance is often a delicate issue, as it can compete with national structures, be they public or private, and further marginalize them. Yet, if adequately implemented, aid can be an excellent lever for local institutions. From that stand point, Haiti is at a crossroads: the level of funding that has been pledged for reconstruction is unprecedented for the country. The reconstruction of Ministries and public buildings in general in the affected areas open the way for a qualitative leapfrog in services provided to the population. The Group is of the view that the conditions for a real long-term, well planned, development of the governmental apparatus now exists and this opportunity should be seized.

To translate this into concrete progress, Ministries and the donor community should ensure that strong, renewed relations, based on trust, are established, building on the progress that the Group witnessed and reported upon last year. The Ministries should therefore be closely involved in the work of the HIRC and should be encouraged to present projects to the Reconstruction Fund, which would also strengthen Haitian buy-in of their development. *The Commission and the Fund could also determine a certain percentage of projects and related funding that could be directly executed by the Haitian authorities, with a commensurate level*

of support provided for capacity building through the training and mentoring of civil servants. The long standing systematic use of non-governmental organizations for project implementation, particularly as it relates to basic services to the population, should be replaced by a systematic attempt to strengthen Haitian capacities, a condition for the sustainability of development efforts.

Strengthening Haitian capacities applies to both Port-au-Prince and to the rest of the country, which accounts for two thirds of the Haitian population. As raised by several interlocutors in the capital as well as in Les Cayes – the main city of the South Department that the Group also visited— the current situation is an opportunity both for less geographical concentration of State institutions, with a view to increasing access to administrative services to the population, and to decentralize political and economic structures in order to create new opportunities for the development of the country. As an example, until now, passport issuance has only been available in Port-au-Prince.

The Group is aware that it will be difficult to decentralize somewhat non-existent Government structures and services and that improved working relationships need to be built between regional departmental officials, the mayors and the Parliamentarians in order to build efficient decision making processes at the local level. In addition to the “deconcentration” of administrative offices, there is also a need for the construction of infrastructures, in order to boost economic activity and

for the creation of new higher education and medical institutions, required if Haiti is to engage on a different path.

As raised by several interlocutors, internally displaced persons who left Port-au-Prince after the earthquake have started to return for the better job and education opportunities, placing additional pressure on a city that is already overwhelmed. *The Group therefore recommends that special efforts be made to ensure that decentralization be granted sustained priority and that international organizations strengthen their offices in the provinces to assist local development efforts.*

Another important aspect of the strengthening of national institutions is the *integration of disaster preparedness in capacity building activities at the local and national levels, across sectoral Ministries.* The Group was encouraged to hear from the Director General of the Emergency Preparedness Bureau (*Directrice Générale de la Protection Civile*) about the progress made in this area within Haitian institutions. However, we note a serious difference between funds allocated to national emergency preparedness in Haiti and the substantial international capacity for emergency response. There are encouraging signs of coordinated efforts and support by international organizations, especially by UN system, to Haitian authorities in the field of emergency preparedness. Sustained efforts are even more crucial on the eve of the hurricane season while threats of seismic shocks remain present.

VI. Coherence and coordination of UN efforts

The coordinated efforts of the United Nations system, an issue of special interest to ECOSOC, were at the heart of the Group's visit to Haiti. The ECOSOC informal event on "Transition from relief to development: lessons learned from the experience in Haiti" already touched on these issues, this report will only briefly address the subject.

While the Post Disaster Needs Assessment (PDNA) presented at the New York conference already testified to the capacity of the UN system to act promptly in a coordinated manner, the Group also witnessed the close collaboration among international organizations in the 'humanitarian clusters' system – each cluster being led by a part of the UN system or by IOM in the case of the shelter cluster. However, *the Group noted the need for increased interaction and collaboration among these clusters.*

As we move into the recovery and reconstruction phases, different views are to be expected between the humanitarian organizations and those advocating for longer term developments needs, for example on housing and urban planning given the concomitant needs for continued support to displaced populations and for building back better for the longer term. *The Group therefore reiterates its call for the strong leadership role of the UN system on transition issues, making full use of the multiple competencies existing throughout the system.*

The Group was pleased to hear about the twelve joint projects submitted simultaneously by the UN country team to the Haitian Reconstruction Fund with a budget of over US \$ 200 million, and encourages this practice. This being said, the UN system would gain from further clarification on the role and responsibilities of its top representation. The various functions of former US President Clinton, for example, as UN Special Envoy for Haiti, Eminent Person Co-Chair of the IHRC and as leader of various fundraising initiatives including through the Clinton Foundation is a strong tribute of his deep commitment to improving the situation in Haiti, which would be enhanced by further clarifications around the implications of these different mandates and help avoid possible misunderstandings within the UN system. *This aspect would deserve to be clarified for the understanding of all, and in particular for the Haitian population.*

VII. Conclusion

The Group continues more than ever to consider it imperative that Haiti remain on the international agenda and that appropriate support be given to the country, in particular by means of a strong United Nations presence on the ground through MINUSTAH as well as the United Nations country team, in Port-au-Prince as well in other vulnerable departments of the country. The Group firmly supports further renewals of the current mandate of MINUSTAH in order to ensure and consolidate stability and security in Haiti. The Group commends the work done by the United Nations during the recent months, following the tragic loss of many of its staff,

including the SRSG Hedi Annabi and DSRSR Luiz Carlos Da Costa who perished in the tragedy.

In conclusion, the Group wishes to reiterate the interest and commitment of all delegations that are part of this Group for the improvement of the situation in Haiti. The very rich visit paid to the country last month testifies to this commitment. Members of the Group are confident that the Council will follow the Group's recommendations and continue to support Haiti, a country that needs it most.

The Group also takes this opportunity to stress the need for all countries who have pledged funds for Haiti to disburse them fully and rapidly, and to maintain their commitment. Haiti needs our continued attention and support. This is all the more important as the country has already slipped from the headlines and relies, today more than ever, on international mechanisms and institutions, including the UN Economic and Social Council, to maintain close collaboration with the international community at large. The coming months will be decisive for Haiti, as the country transits from recovery to reconstruction and remains extremely fragile. As a result, the Group reiterates its call on international stakeholders to work with the Government of Haiti and consider increasing their support. It welcomes the continued diversification of partners, including through South-South cooperation.

ANNEX

Programme of the visit of the Ad Hoc Advisory Group to Haiti

16-19 June 2010

Wednesday 16 June

- 13:00 Arrival at Toussaint Louverture International Airport
- 14:30 Meeting with Mrs. Marie-Michèle Rey, Minister of Foreign Affairs and Worship
(Ministry of Foreign Affairs)
- 16:45 Meeting with the United Nations Country Team, chaired by DSRSG Fisher
(MINUSTAH logbase)
- 19:30 Working dinner hosted by SRSG Mulet, with DSRSG Fisher and
Ms. Rebecca Grynspan, Deputy Administrator, UNDP

Thursday 17 June

- 07:00 Visit to Les Cayes (by helicopter):
- Meeting with United Nations officials, local authorities and the Departmental
Emergency Preparedness Bureau
 - Meeting with civil society organizations (the Chamber of Commerce, local NGOs)
 - Working lunch

- 15:30 Briefing by MINUSTAH Electoral Assistance Section
(MINUSTAH logbase)
- 16:00 Meeting with Mr. Claude Moise, Academic, Adviser to the President on
constitutional reforms
(MINUSTAH logbase)
- 17:00 Briefing by Mr. Jean-Christophe Adrian, Country Programme Manager,
UN Habitat
(MINUSTAH logbase)
- 19:00 Working diner with DSRSG Fisher and UNCT team members

Friday 18 June

- 08:30 Meeting with FAO, WFP, UNDP and IOM representatives
(MINUSTAH logbase)
- 10:00 Meeting with Mrs. Alta Jean-Baptiste, Director General, Emergency Preparedness
Bureau (*Direction de la Protection Civile*)
(MINUSTAH logbase)
- 12:00 Meeting with H.E. Mr. René Garcia Préval, President of the Republic (Presidential
Palace)
- 15:00 Meeting with H.E. Mr. Jean-Max Bellerive, Prime Minister and Minister of
Planning and External Cooperation, and members of the G11 (donors)
(Office of the Prime Minister)
- 18:30 Cocktail with the diplomatic corps and civil society representatives hosted by the
Ambassador of Canada

Saturday 19 June

- 08:15 Briefing by IOM on IDPs and the Camp Coordination and Camp Management Cluster
(MINUSTAH logbase)
- 09:00 Visits of Camps
- 11:30 Debriefing with DSRSG Fisher
(MINUSTAH logbase)
- 14:00 Departure to New York
-