



Planning
Assistance

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Final Report

The Haiti Municipal Initiatives Project

April 1993-January 1996

Executive Summary

Planning Assistance's Haiti Municipal Initiatives Project brought important improvements to the governance of eight communes in Haiti, implemented 36 infrastructure rehabilitation projects, and paved the way for future local government strengthening projects in Haiti. All of this was accomplished as the country went through a serious crisis including the installation of an illegal government, the deepening of the US/OAS/UN embargo, the US-led intervention and the restoration of the constitutional government. Some of the major successes of this project include:

- Development of detailed training and reference manuals for the municipal secretary, bookkeeper and technician.
- Development of detailed resource analysis and basic development plans for all participating municipalities through a series of workshops and an extensive locally conducted survey.
- Installation of administrative and accounting systems in all eight participating communes including the development of an effective organigram, office organization and accounting system.
- Organization of 34 training seminars involving 7,600 person-days of training on subjects including project design, planning, administration and community development.
- Creation of 15,000 person-months of short-term employment and the rehabilitation of over \$800,000 of infrastructure on projects including road rehabilitation, bridge construction, soil conservation, potable water systems, market construction and school repairs.

The success of this project during these turbulent times demonstrates that it is possible to bring people of different social, economic and political backgrounds together to discuss solutions to concrete local problems and thereby encourage the growth of democracy at the local level. Although this project was not originally designed to be a pilot project, it developed into one. The work started by Planning Assistance is being continued by the UNDP's Habitat project and by the USAID-financed *Local Governance Project* (implemented by the International Organization for Migration) and the Local Government component of the Democracy Enhancement Project (implemented by Associates in Rural Development).

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Overview of the Haiti Municipal Initiatives Project

Political, Social and Economic Context

Haiti occupies the western third of the island of Hispanola in the Western Caribbean. It gained its independence from France in 1804 after a slave rebellion. From 1804 until 1990 it was governed by a variety of military and civilian dictators, notably the Duvaliers who ruled from 1957 until 1986. After the Duvaliers left, Haiti ratified a detailed constitution calling for an elaborate democratic government ensuring representation from the level of the rural districts up to the National government. This constitution also mandated a strong decentralization, thus greatly increasing the authority of the local officials.

The government described by the constitution provides for 3 levels of local government: the 9 departments, the 133 communes (similar to a township in the English system) and the 513 communal sections (based on the old rural sections). Each of these levels was to be administered jointly by a council and an assembly. Each of these assemblies feeds into each other. The local government structure is ultimately represented at the national level by an Interdepartmental Council (figure 1).

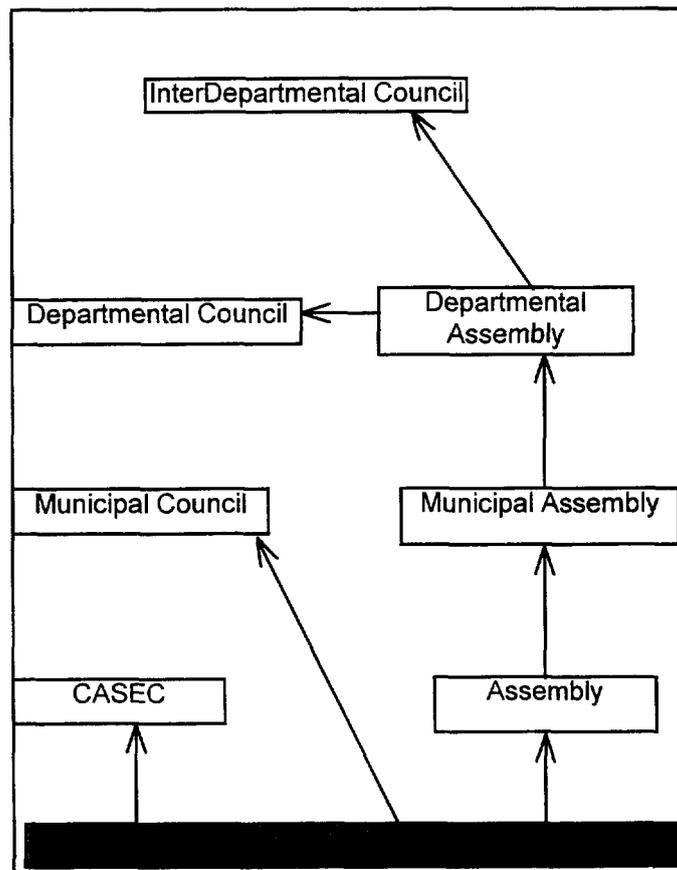


Figure 1. State structure based on the 1987 Constitution.

From the ratification of the constitution in 1987 until 1990, a series of military dictators effectively blocked further democratic progress. In 1990, with the help of the international community, Haiti held its

first ever democratic elections for the following officials: the CASECs, Municipal Councils, members of Parliament and the President. These officials took office in February 1991. To date, Haiti has not held elections for the remaining offices: the communal section, communal and departmental assemblies as well as the departmental and interdepartmental councils.

During 1991, the newly elected officials struggled to define their jobs and responsibilities based on the definitions in the constitution and the laws that predated the constitution. In September of that year, a military coup overthrew the national government and effectively blocked further progress on defining the relationships between these bodies and their responsibilities before any new laws on the government structure were ratified. Thus the conflicts between the decentralized system mandated by the 1987 Constitution and the actual centralized system remained in place.

Shortly after the coup d'etat, first the Organization of American States and then the United Nations imposed a series of increasingly tight economic sanctions. These sanctions weakened an already weak economy. As a result of these sanctions, in April 1993, the military government signed the Governor's Island agreement that would ultimately result in the return of President Aristide that October and the immediate lifting of the embargo. The international community began preparing for large scale development projects that would coincide with the President's return.

Project History

Start-up Activities (Up to December 1993)

In 1991, Planning Assistance began developing an unsolicited proposal for USAID to help strengthen the newly elected municipal councils and CASECs. Design for the project was halted with the coup d'etat that September. Following the Governor's Island Agreement, USAID invited Planning Assistance to discuss the possibility of merging the original project design with much needed jobs creation. These discussions ultimately resulted in the initial Cooperative Agreement signed on 2 April 1993.

Planning Assistance then began preparing a detailed operations plan for a project combining strengthening the communes with jobs creation. All activities were scheduled to start in October with the return of President Aristide. In July, Planning Assistance submitted the action plan that ultimately became the first project amendment. This amendment, signed in August 1993, increased project funding to \$3,000,000 and defined project activities.

Planning Assistance held its first seminar in early October in Les Cayes. This seminar was a general launch workshop designed to explain the project and to begin prioritizing potential jobs creation projects. Before Planning Assistance could repeat this seminar in Gonaives, the Minister of Justice, Guy Malory, was assassinated. USAID asked Planning Assistance to temporarily suspend its field activities while USAID reviewed its policy towards Haiti. Over the next few weeks, the Governor's Island Agreement collapsed and the international community reinstated the embargo against Haiti.

USAID, however, decided that the jobs creation projects were critical to help the poorest of the poor survive the increasingly deteriorating economy. Therefore, within a few weeks, USAID authorized Planning Assistance to continue its operations, but prohibited Planning Assistance from dealing with any officials outside the Constitutional government. Planning Assistance, therefore, restarted its activities in December with the Gonaives launch workshop and opened its first work site in Les Cayes.

PL-480 Negotiations (January-June 1994)

At this time, USAID informed Planning Assistance that it was going to reduce Planning Assistance's cooperative agreement to \$1,700,000 and that Planning Assistance would need to collect funding for the field activities, the other \$1,300,000, in gourdes from the PL-480 Title III Management office.

Planning Assistance calculated that it could fund a couple of small work sites and seminars out of the \$1,700,000 but that the rest of the \$1,700,000 would be required for the costs that would not be covered under the PL-480 Title III funding. Therefore Planning Assistance opened a second work site in Les Cayes and two work sites in Gonaives during January. In February, Planning Assistance organized seminars in Les Cayes and Gonaives on basic management and planning techniques.

Planning Assistance had worked out the basic principles for the PL-480 funding and submitted the first detailed six-month funding package on 23 March. Although PL-480 had promised to approve the dossier within two weeks, Planning Assistance was not called in for the first of a series of meetings until 22 April. Finally, in early June, the PL-480 office was ready to approve our proposal. By this time, the military dictators had installed a de-facto government lead by Emile Jonnasaint. Just as the PL-480 office was preparing to sign the Project Implementation Letter for Planning Assistance, the Jonnasaint government froze all of the PL-480 accounts. Therefore, after six months of negotiating, Planning Assistance did not receive any financing. Fortunately, USAID responded quickly by withdrawing the request to reduce the Cooperative Agreement, thus allowing Planning Assistance to use its original \$3,000,000 budget.

During this time, Planning Assistance had no funds for field activities. Planning Assistance finished the four work sites, that had been employing less than one hundred people per day. After the seminar in February, Planning Assistance was not able to hold any training until the funding restarted in late June.

Expansion of the Geographic Coverage

While waiting for funding, Planning Assistance received a request from the Association of Municipalities in the South (AMUS) for an expansion of the training program. USAID encouraged Planning Assistance in this respect and suggested that Planning Assistance develop a proposal that would double the funding of the Municipal Initiatives Project. In this proposal, Planning Assistance proposed to work with fourteen communes around Les Cayes and Gonaives and to open a third zone. The fourteen communes were the following:

Department of the South (6):

Maniche, Cavaillon, St. Louis du Sud, Torbeck, Camp Perrin and Chantal

Department of the Artibonite (8):

Ennery, St. Michel de l'Attalye, Marmalade, Gros Mome, Anse Rouge, Estere, Terre Neuve and Desdunes

Although USAID ultimately did not approve the increased funding level, it did approve the idea of expanding the project into the surrounding communes. Without the increased funding, Planning Assistance was not able to expand into all fourteen communes. Instead, Planning Assistance decided to concentrate on some of the expansion communes and to invite the others to observe the process. The decision as to which to include was to be based on their level of interest and activity level as well as the commune's economic potential.

On 24 June 1995, President Clinton ordered a ban on all commercial flights between Haiti and the United States. Over the next month, all other countries followed suit. President Clinton also revoked all Haitian visas, froze all Haitian accounts in the US and limited non-humanitarian bank transfers between the US and Haiti to \$100.

Initial Full Project Implementation (July - December 1994)

As soon as the funding was ensured for the field activities, Planning Assistance began implementing the training cycle and the subprojects proposed to PL-480 in March. To restart the training cycle,

Planning Assistance held one-day open seminars in Les Cayes, Gonaives and the fourteen neighboring communes. In this seminar, we used a video to explain the purpose of the project and outlined the upcoming seminars.

At the same time, Planning Assistance opened four jobs creation work sites ranging from road repairs to soil conservation projects in Les Cayes and Gonaives. Through these work sites, Planning Assistance was able to create an average of one thousand person-months of work each month through the end of December.

From early August through December, Planning Assistance held a series of monthly seminars on both administration and planning. The administration seminars focused on the basic skills needed to manage an office: management, organization, accounting and secretarial. Participants included the mayors, their staffs and staff from local NGOs. The initial planning seminars focused on describing the development process and the importance of planning. Beginning in December, the trainers led the participants through the beginnings of a communal diagnostic.

On 15 September 1994, the United States led a multinational force intervention in Haiti. This facilitated the return of President Aristide on 15 October. The US maintained command of the military force until 31 March 1995 when it was turned over to UN control.

During this training cycle, Planning Assistance chose six of the expansion communes to be direct beneficiaries of the training. The six additional communes were:

Artibonite:

Ennery, Gros Morne and St. Michel de l'Attalye

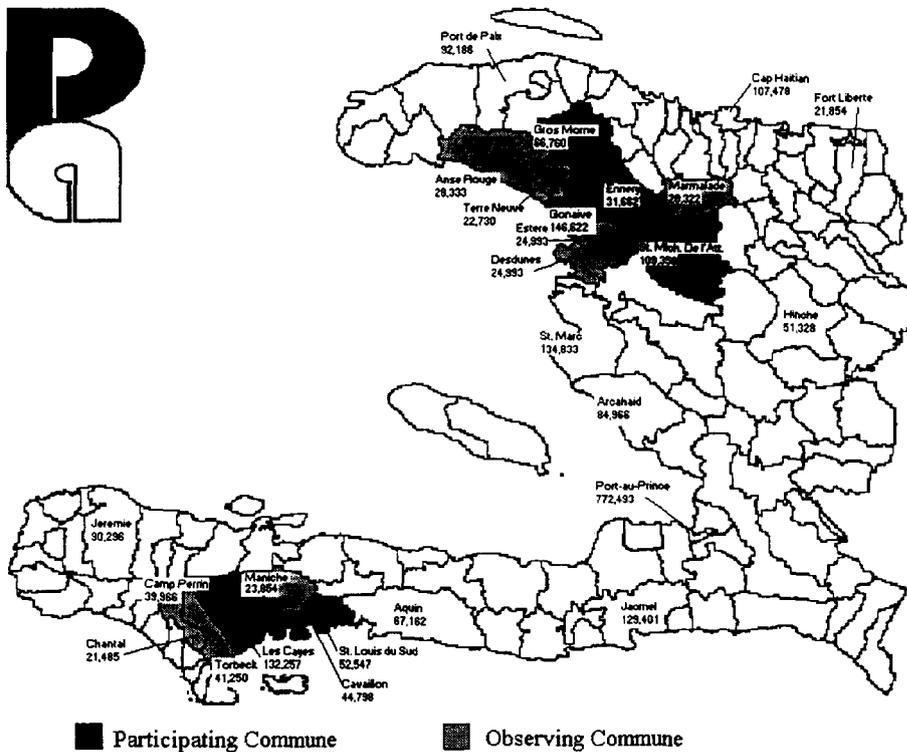
South:

Camp Perrin, Maniche and St. Louis du Sud

The remaining eight communes were assigned the status of observers and, as such, were invited to observe the training sessions being held in the participating communes (Figure 2).

Concurrent with the training seminars, Planning Assistance was working with the chosen communes to identify the next round of subprojects. Once a subproject was identified, Planning Assistance helped the municipal council to develop a project proposal and to determine what contribution the commune could make. In December, these agreements were formalized into "Protocols d'Accord" with each commune.

By August 1994, the municipal council in Gonaives had stopped managing communal affairs and participating in the training. Despite pressure from Planning Assistance and USAID, the municipal council refused to cooperate. Finally, Planning Assistance was forced to suspend its collaboration with the Gonaives municipal council and to wait for the situation to improve. Therefore, we began holding the regional seminars for the Artibonite in Ennery instead.



Population data from "Monographies sur les Politiques de Population-Nations Unies", March 1995

Figure 2. Communes participating in the Haiti Municipal Initiatives Project (Nov. 94-Jan. 95)

Phase II (January - August 1995)

During this phase of the project, the Aristide government replaced over half of the mayors with political appointees, thus greatly disrupting the training process. Originally, elections for the mayors had been scheduled for December 1994 to allow the newly elected mayors to take office in February 1995. However, the elections were repeatedly postponed and finally held in June and July 1995. Despite popular anticipation that the mandate of the elected mayors would be extended until the newly elected mayors were ready to take office, the Aristide government replaced more than half of the municipal councils with interim councils. Most of these councils did not take office until mid-March and therefore only had a three month mandate. The municipal councils in five of the eight participating communes were replaced.

Rather than expending significant project resources training these temporary councils, Planning Assistance concentrated on elaborating the communal diagnostics, helping local NGOs write proposals and providing hands-on practice to the municipal staffs.

Training in Administration

In January and February, Planning Assistance held an evaluation of the progress of the participants in the previous training cycle. We found that the participants had mastered the basics required for their job. Therefore, Planning Assistance concentrated on providing hands-on practice to the administrative staff. This practice came both through providing the communes with a small petty cash fund and giving them a role in administering the work sites.



Planning Assistance trainer in Ennery

The petty cash fund was up to a maximum of 3,000 gourdes per month (\$200 US) and was replenished only upon presentation of an acceptable accounting of the funds including proper documentation. Therefore, the accountants and mayors were encouraged to learn the proper procedures to accelerate the replenishment of their petty cash fund.

The municipal staffs' role with the work sites was to recruit and hire the workers, approve and distribute the payroll and oversee the handling of the tools.

Training in Planning

In late January, Planning Assistance began a detailed survey of what resources and infrastructure exist in the participating communes. Planning Assistance distributed hundreds of the corrected survey form to each commune. Planning Assistance then helped each commune to organize survey teams for the urban and rural areas and provided a small budget for each team. These surveys were conducted throughout the month of February.

From March through May, Planning Assistance analyzed these surveys and compiled a summary of the results for each commune. At the end of May and in early June, Planning Assistance held another workshop in each commune to analyze the results of the survey and to begin looking at problems in the different development sectors in each commune. Based on the survey, this analysis and research in each of the Ministries, Planning Assistance began developing urban and rural diagnostics for each commune.

Work Sites

In the second round of subprojects, Planning Assistance accepted projects in seven communes. As mentioned earlier, Planning Assistance required that each commune submit a project proposal and provide a counterpart contribution of ten percent of the project costs. In addition, the municipal staffs were required to participate in the administration of the work sites. Therefore, Planning Assistance closed all work sites in January to train the municipal staff in the new procedures and to allow the communes time to begin generating their ten percent contribution. These projects started in February and as they were completed, a last round of subprojects started. Most subprojects were completed by August, although a couple continued into November.



Construction of a new market hanger in the St. Michel de l'Attalaye market

Project Writing and Community Development Training

Beginning in March, Planning Assistance organized a series of seminars on project writing and community development. The project writing workshops were designed to help people in already existing organizations to gain the basic capacity to write project proposals. The community development seminars were designed to help the participants identify problems in their communities and to begin to work towards developing solutions. There was a total of four seminars in this series.

Phase III (September 1995-January 1996)

Although the Haiti Municipal Initiatives Project was originally scheduled to end in August 1995, the delay in the elections would have prevented Planning Assistance from training the newly elected officials. Planning Assistance had managed to underspend its budget slightly but did not have enough funds to finance another training cycle. Therefore, the Haitian government offered to finance the costs of a final round of training seminars through the PL-480/Title III Office. With these funds for field costs and the remaining USAID funds for central office costs, Planning Assistance was able to extend its activities through December 1995 and organize a final series of training seminars in planning, administration and proposal writing. The final month of the project was spent closing down the project offices.

Training in Planning

In early September the communal diagnostics were ready. Planning Assistance passed out the documents as part of a general seminar with the newly elected municipal councils. Planning Assistance explained that the next steps in transforming this document into a communal development plans were for the commune to organize sectoral work groups. These groups would then analyze the problems and potentials in each sector and offer recommendations as to priorities.

Planning Assistance helped the communes to organize these work groups throughout October and November. The output of these work groups was a series of tables showing what projects needed to be accomplished and what would be required to achieve them. Planning Assistance included this in a revised version of the communal diagnostics and produced the *Esquisse de Schéma d'Aménagement Communale* by the end of December. In early January, Planning Assistance distributed this document to the communes.

Administration

Following the installation of the newly elected municipal councils, Planning Assistance organized an intensive week-long training session for the municipal councils and their staffs. These seminars were held in October in Les Cayes and early November in Gonaives. Following the seminars, Planning Assistance field staff held frequent one-on-one training sessions with the communal staffs.

Training in Proposal Writing

Following the installation of the new municipal councils in September, Planning Assistance organized another series of project writing seminars in the same towns. These seminars were more focused on participants from larger organizations that were equipped to receive funding. This series involved three seminars in each commune and resulted in forty-three projects that could be funded.

Repairs to the Town Halls

Additionally, during this phase of the project, Planning Assistance repaired the town halls in seven of the communes (Les Cayes, Camp Perrin, Maniche, Gonaives, Ennery and St. Michel de l'Attalye). These repairs ranged from replacing the roof, to subdividing rooms, to repainting the building. The purpose of

this work was both to provide a more secure and professional environment for the newly elected officials and their staffs.

Lessons Learned Review

Towards the end of the project, USAID requested a lessons learned review be done of the Municipal Initiatives Project by an outside consultant. This review would be done for the benefit of future contractors working to strengthen Haiti's local governments. The review was conducted by Antonieta Surwaski in October-November 1995. Her main conclusions from this review were the following:

- 1) Local government strengthening is critical to improving the ability of the state to provide for the needs of the population. The mayors were becoming aware of the importance of their role and were eager for training.
- 2) The project was able to achieve all of its project goals despite enormous obstacles.
- 3) Planning Assistance's training approach was appropriate and, by necessity, flexible. The learn-by-doing approach was the most successful, but it needed to be formalized and sustained, with substantial effort placed on follow-up.
- 4) The subprojects were effective training tools and provided a means for strengthening the role of local government in their decision-making and management capacities.
- 5) The project not only resulted in training, job creation and infrastructure improvements, but also in a better understanding of local government and of the governance system by the population and the beginning of a community participation process through the opportunities for interaction and debate. As a result, mayors and officials and concerned citizens became more aware of how local government should function and how the different sectors relate.

The main lessons that she brought out in her study were as follows:

- 1) The local governments urgently need long term sustained efforts to improve knowledge and capacities as a continuation of the work begun by Planning Assistance.
- 2) Local government strengthening must be done both at the local and national level given that changes in local government impact how the whole government functions.
- 3) The training must combine a mixture of tangible and intangible benefits as well as short and long term effects.
- 4) The improvement of local government is part of a political process that could develop in a wide variety of directions. The empowering process unleashes a political debate. The trainers should be able to properly handle both technical and political issues during the collective learning process.
- 5) Local government training must remain flexible in its approach and seek a balance between focusing on the product and the training process.

Follow-up Activities

Although the Municipal Initiatives Project was not originally conceived as a pilot project, it developed into one. The ideas from the Municipal Initiatives Project were included in the implementation of the following projects:

- the Local Government component of the Democracy Enhancement Project being implemented by Associates in Rural Development under a USAID contract,
- the UNDP-Habitat's *Priority Support to Municipalities*" project, and
- the International Organization for Migration's *Local Governance Project*.

Planning Assistance has also maintained a small office to pursue funding for additional municipal strengthening activities.

Training and Technical Assistance

Objectives

The goal of the Municipal Initiatives project was

...to improve the quality of life of at least 10,000 of Haiti's poor in four municipalities two years after the project is fully implemented. The project will help meet this goal mainly by strengthening four municipalities in Haiti to enable them to respond to the priority needs of their constituents.

The Municipal Initiatives Project will help to support this process by enhancing local government officials' and local community leaders' planning and management skills to plan, design and carry out activities to provide basic services and rehabilitate deteriorated productive infrastructure in their municipalities. Indicators of goal achievement over the life of the project will be: a) increase in temporary employment and average family income (by 15%) of project participants; and b) improvement in quality of basic infrastructure and services provided in the four municipalities participating in the project. (Amendment, September 1993, page 2)

The purpose of the project as laid out in the August 1993 amendment was as follows:

- a) Develop skills in four municipalities to become more responsive to citizens in the field of social needs and infrastructure two years after full project implementation
- b) Assist local municipal officials, community leaders and NGOs in four municipalities generate 20,700 person-months of temporary employment for the most impoverished persons in those municipalities. (page 2)

The indicators for each purpose were the following:

- 1.1) 90% of communal sections have functioning committees to manage activities two years after full project implementation
- 1.2) Participating municipalities establish basic services to meet minimum of needs after full project implementation.

- 2.3) At least 6,300 person-months of jobs are created one year after the project is fully implemented in two municipalities.
- 2.4) A total of at least 14,400 additional person-months of jobs is created in Year Two, when the project is fully implemented in four municipalities.

The December 1994 amendment provided for a change only in the magnitude of these goals. It provided for the improvement in the lives of 6,500 of Haiti's poor living in six municipalities and the creation of 13,000 person-months of temporary employment.

The outputs listed in the December amendment are the following:

- 1) Mayors' offices and CASEC staff will be trained in the basics of annual and long term planning, organization and staffing techniques, direction and control of staff and municipal activities, and financial control and reporting.
- 2) Municipalities will design a development plan.
- 3) The populations of municipalities will be temporarily employed to construct useful infrastructure.
- 4) Useful infrastructure will be rehabilitated or constructed.
- 5) Communities will be organized to construct and maintain infrastructure.
- 6) Rehabilitated and newly constructed infrastructure will be maintained on a regular basis.

The output indicators, with the dates as modified by later amendments, were fixed as follows:

- 1) At least twenty workshops in the Les Cayes and Gonaives areas completed by 31 December 1995.
- 2) Long term and annual objectives clearly defined by all participating municipalities by 31 December 1995.
- 3) A total of at least 13,000 person-months of work generated through the construction and rehabilitation of infrastructure by 31 December 1995.
- 4) At least \$800,000 of infrastructure rehabilitation work completed by 31 December 1995.

The August 1995 and December 1995 amendments extended the life of the project but did not further change the project outputs.

Training Outputs

Seminars

Planning Assistance held a total of thirty-four seminars involving 350 person-months of training. These seminars ranged from regional seminars held normally in the departmental capitals to local seminars held in each commune. The advantage of the regional seminars was that it involved less time by the trainers so we were able to bring higher level consultants and representatives of the central government. Additionally it gave the participants an opportunity to compare notes with representatives of other communes. However, in order to provide the necessary one-on-one training as well as to treat problems specific to each commune, Planning Assistance also needed to organize local seminars. A complete list of these seminars is included in the annex.

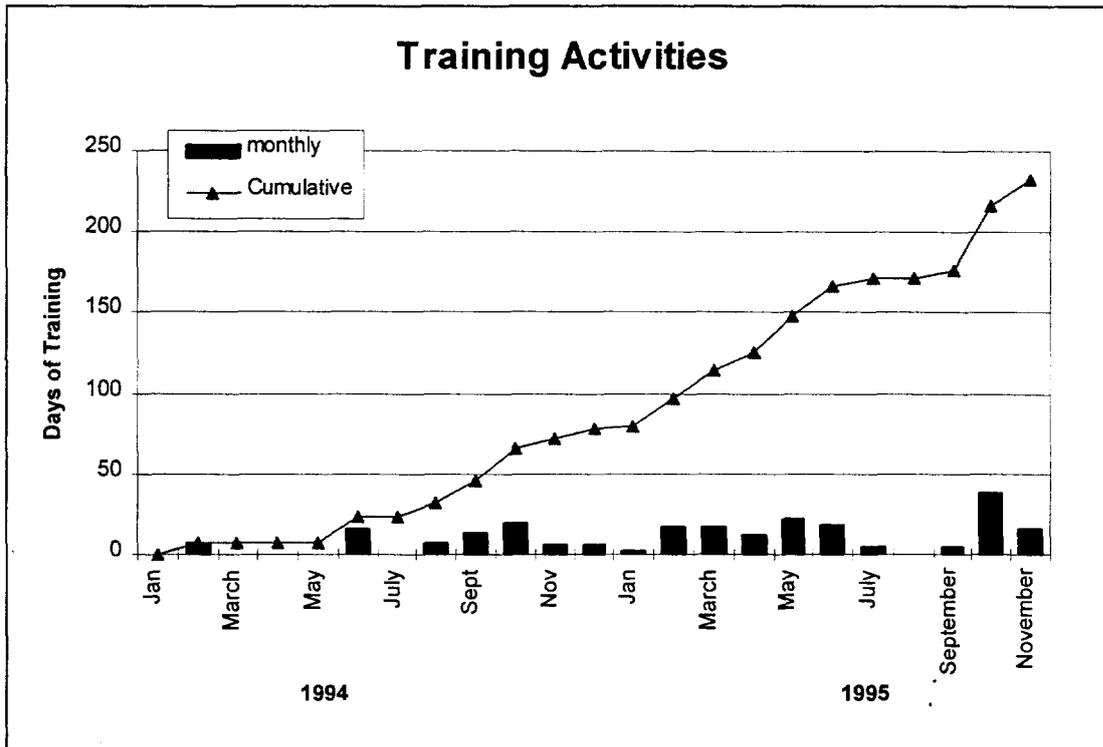


Figure 3. The number of days of training seminars per month and cumulatively

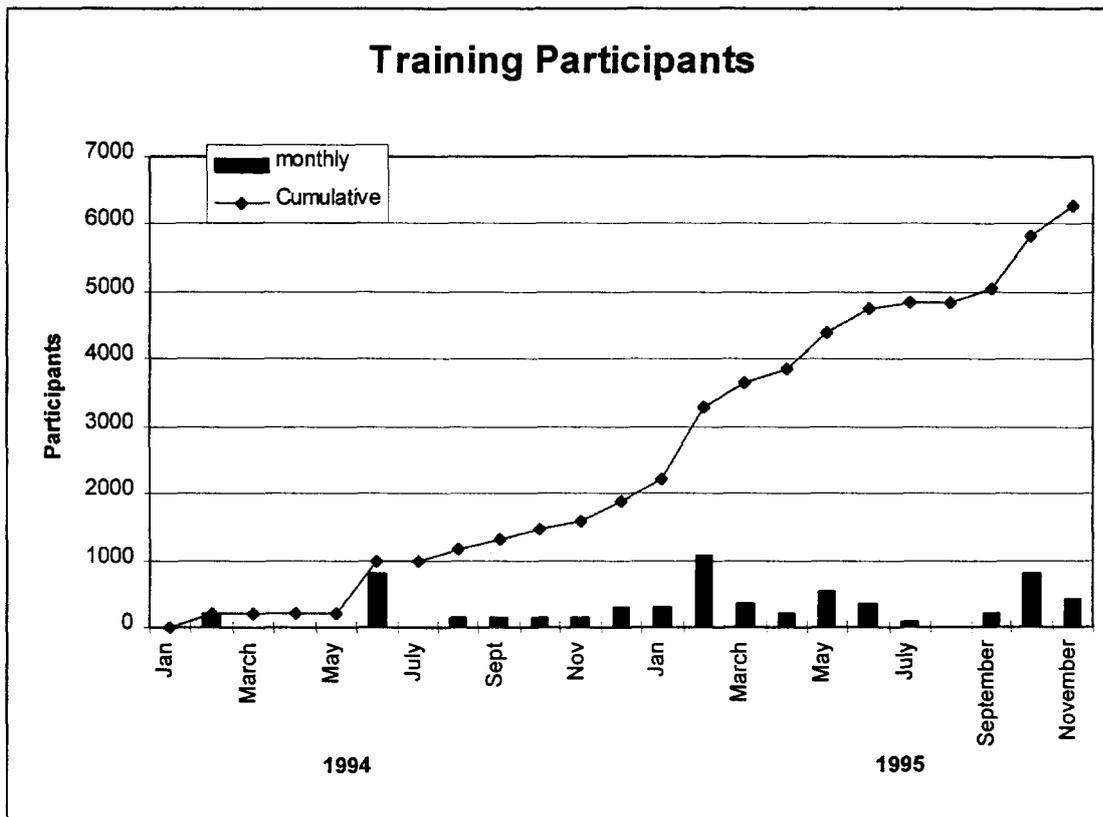


Figure 4. The number of participants in the training seminars per month and cumulatively

Development Plans

The largest problem encountered in working with the communes on their development plans was the mayor's complete lack of information. None of the mayors had even a map of the commune, much less information on the infrastructure, population or economy. Although the mayors are elected officials, they do not present a vision of the commune during their campaign. Therefore, Planning Assistance had to start from zero to establish these development plans.

As is indicated in the list of seminars, Planning Assistance began by explaining the basic concepts of development, worked with the commune to establish a basic diagnostic of what exists in the commune and finally helped them begin to look at their priorities. The result of the series of seminars and workshops is the *Esquisse de Schéma d'Aménagement* (*Basic Development Plan*) for each of the eight participating communes. These documents will serve as the base for further discussions as to how the commune can develop.

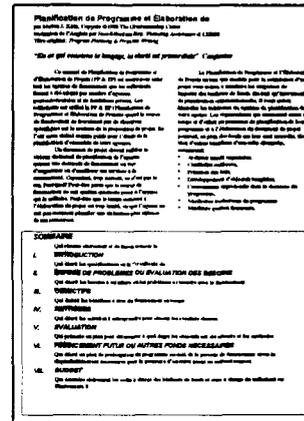
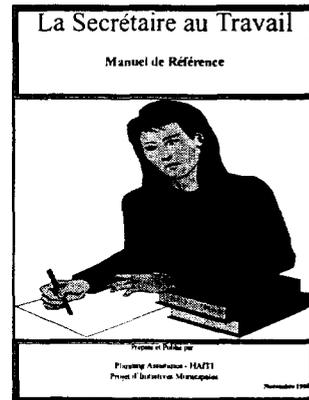


Training Manuals

When Planning Assistance began organizing the training seminars, we found that there was very little training material in Haiti. Therefore, to complement the training cycles, Planning Assistance developed four reference manuals:

- A Municipal book-keeper's manual, *Le Caissier-Payeur communal*,
- A Municipal secretary's manual, *Le Secrétaire au Travail*
- A French translation of *Program Planning and Project Writing* from the Grantsmanship Center.
- A technical manual for municipal technicians, *Manuel Technique*.

Due to the great reception of these documents in the eight participating communes and the eight observing communes, Planning Assistance distributed copies to all 133 communes in Haiti.



Municipal Office Equipment

As part of its effort to strengthen the communal governments, Planning Assistance provided these offices with basic office equipment and supplies. The majority of this equipment was used equipment donated to The Bridges Foundation.

Subprojects

Overview of the different phases

When Planning Assistance first began working with the communes at the end of 1993, the communes were basically non-operational. Planning Assistance therefore helped Les Cayes and Gonaives organize their first seminar. This seminar lasted for two and a half days and resulted in a prioritized list of projects to be executed. This was the only time that Planning Assistance was required to help the communes choose their projects.

Planning Assistance then studied the prioritized projects to determine which could be executed immediately. Based on this analysis, twelve projects were chosen. Work began on four immediately. Planning Assistance was obligated to wait until the funding through PL-480 was resolved (see general project overview) before starting the other eight projects. Planning Assistance therefore began executing these projects in July. From that point onwards, Planning Assistance maintained an average of over one thousand workers a day until the end of August 1995.

During the execution of this first round of subprojects, Planning Assistance began working with the participating communes to choose and design the second round of subprojects. As described earlier, Planning Assistance had expanded from working in just two communes to working with eight. Planning Assistance and the communal councils were able to come to agreement on subprojects in six of these eight communes. The nonparticipation of the municipal council in Gonaives precluded work with that commune and the municipal council in Camp Perrin was unable to generate the complementary resources needed to execute the project in that commune.

As described earlier, one of the differences between these subprojects and the earlier ones was that the municipal staffs were required to help in administering the projects. This both gave a sense of ownership to the municipal councils as well as providing hands-on practice to the municipal staff.

One of the successes of the subprojects was the requirement that the communes contribute ten percent of the cost of a subproject in materials or labor. This requirement forced the municipal councils to motivate the local population either to gather the needed materials or to work for free. In this way, the local population learned to look to the mayor as a leader.

An additional difference in the subprojects executed in 1995 was the variety. With the return to constitutional government, USAID authorized Planning Assistance to move from strict jobs creation to general infrastructure rehabilitation. This allowed Planning Assistance to implement projects such as bridge construction, market rehabilitation and school renovation.



*Bridge constructed by Planning Assistance
in Ennery*



Repairs to the high school in Gros Morne

Subprojects completed

| Number | Project Name | Contribution Communal | Contribution PA | Total Cost | Person-Months Work |
|---------------------------------|---|--------------------------|---------------------|---------------------|-----------------------|
| <u>Les Cayes</u> | | | | | |
| CY001 | Repairs to the Croix Martyr-Pont Boury Road | - | 131,006 | 131,006 | 152 |
| CY002 | Repairs to the Faucault-Bazlin Road | - | 136,488 | 136,488 | 336 |
| CY003 | Canal Cleaning and Road Repair | - | 446,710 | 446,710 | 610 |
| CY004 | Repairs to the Dumay-Morency Road | - | 368,024 | 368,024 | 646 |
| CY005 | Soil Conservation at Bannatt | - | 251,555 | 251,555 | 915 |
| CY006 | Canal Cleaning at Quatre Chemins | - | 202,538 | 202,538 | 461 |
| CY007 | Market Repairs | 21,600 | 237,690 | 259,290 | 109 |
| CY008 | Continued Repairs to the Les Cayes Market | 47,000 | 453,120 | 500,120 | 103 |
| <u>St Louis du Sud</u> | | | | | |
| SL001 | Water Projects | 7,201 | 62,224 | 69,425 | 26 |
| SL002 | Soil Conservation | 60,420 | 645,256 | 705,676 | 1,401 |
| SL003 | Continuation of the Soil Conservation Project | 33,449 | 301,044 | 334,493 | 426 |
| <u>Maniche</u> | | | | | |
| MN001 | Road Maniche-Cance | 43,227 | 751,376 | 794,603 | 944 |
| MN002 | Rehabilitation of the Market | 27,600 | 310,930 | 338,530 | 95 |
| <u>Gonaives</u> | | | | | |
| GN001 | Improvements to the Town Dump Site | - | 25,765 | 25,765 | 56 |
| GN002 | Canal Cleaning at the Haut-Poteaux Market | - | 43,206 | 43,206 | 63 |
| GN003 | Rehabilitation of the Bayonnais-Croix-Perris Road | - | 887,582 | 887,582 | 1,801 |
| GN004 | Rehabilitation of the Labranle Road | - | 303,137 | 303,137 | 433 |
| GN005 | Soil Conservation at Bassin-Colone | - | 449,690 | 449,690 | 885 |
| GN006 | Soil Conservation at Sedren-Memé | - | 407,718 | 407,718 | 665 |
| GN007 | Continuation of the Labranle Road | - | 41,003 | 41,003 | 280 |
| <u>Ennery</u> | | | | | |
| EN001 | Bridge and Road to Cemetary | 24,208 | 315,153 | 339,361 | 169 |
| EN002 | Soil Conservation | 51,720 | 530,779 | 582,499 | 1,275 |
| EN003 | Gabion Construction in Engoma | 8,825 | 95,319 | 104,144 | 30 |
| EN004 | Improvements to the Town Square | 16,461 | 123,254 | 139,715 | 32 |
| <u>St. Michel de l'Attalaye</u> | | | | | |
| SM001 | Market Rehabilitaiton | 21,917 | 228,845 | 250,762 | 95 |
| SM002 | Soil Conservation | 84,775 | 584,771 | 669,546 | 1,423 |
| SM003 | Continuation of Soil Conservation | 41,506 | 347,035 | 388,541 | 471 |
| <u>Gros Morne</u> | | | | | |
| GO001 | School Repairs | 23,000 | 237,006 | 260,006 | 89 |
| GO002 | Improved Town Roads | 47,747 | 477,469 | 525,216 | 494 |
| Totals | | 560,656.00 | 9,395,692.40 | 9,956,348.40 | 14,484.64 |

Table 1. Subprojects executed with USAID funds

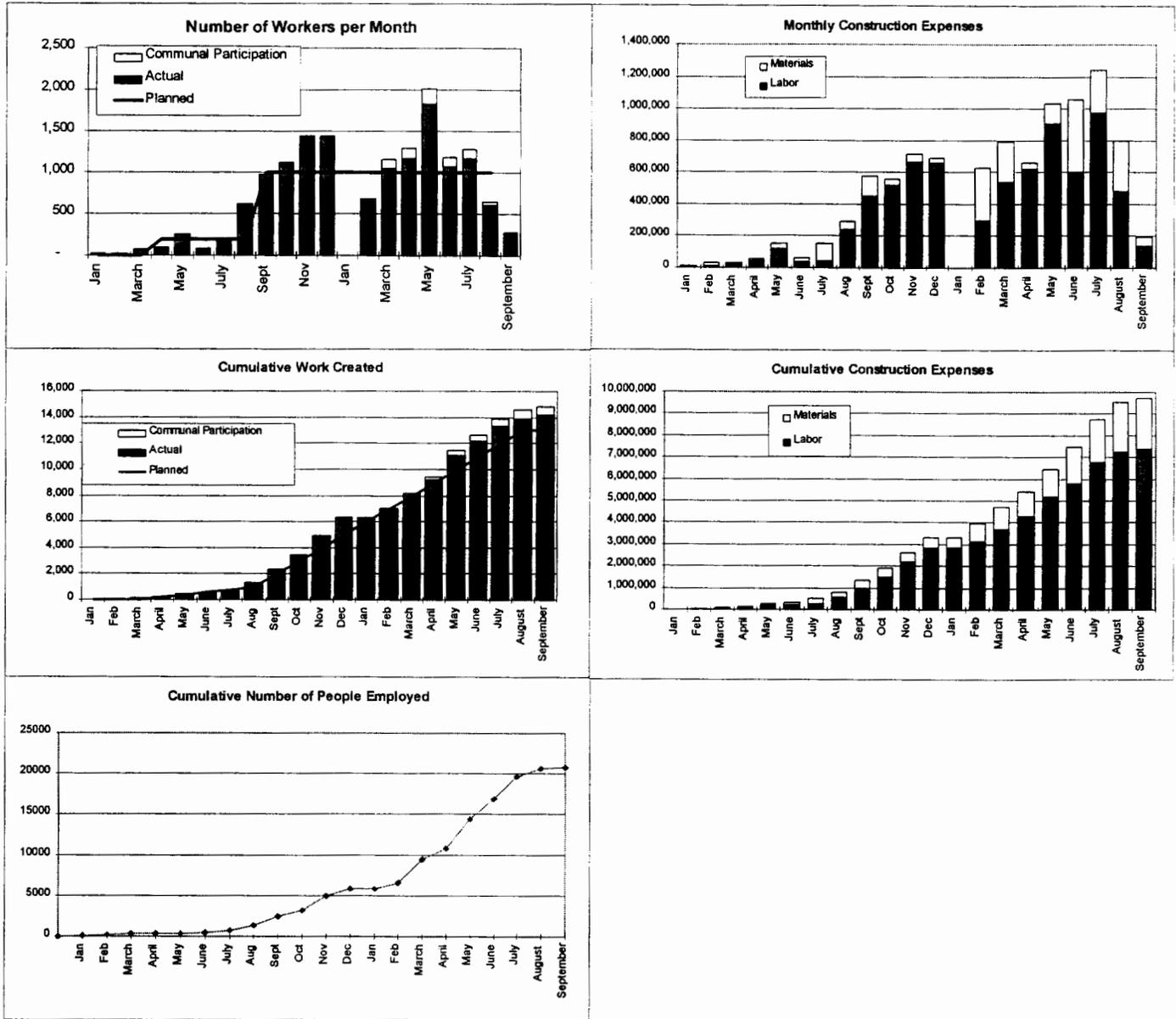


Figure 5. Graphs showing progress on subprojects financed by USAID

Repairs to the Town Halls

During the final, PL-480-financed series of project activities, Planning Assistance helped seven municipal councils repair their town halls. As shown in table 2, repairs ranged from repainting the building to replacing the roof. These repairs were done to ensure the security of these buildings and make them more fitting offices for the mayors. Planning Assistance was unable to repair the town hall of Gros Mome since the municipal council was being evicted from their current building and had yet to find an acceptable replacement. Repairs to St. Louis du Sud were delayed over questions on the rent of the office until it was too late for Planning Assistance to actually perform the work.

| Commune | Description of Work | Material Cost | Labor Cost | Total Cost (gdes) |
|-------------------------|---|---------------|------------|-------------------|
| Gonaives | <ul style="list-style-type: none"> • Division of main room into work cubicles. • Installation of a modern bathroom. • Installation of iron bars on windows. • Repainting of building. | 42,975 | 13,000 | 55,975 |
| Ennery | <ul style="list-style-type: none"> • Construction of a water tower • Installation of iron bars on windows. • Miscellaneous repairs | 35,138 | 11,514 | 46,652 |
| St. Michel de l'Attalye | <ul style="list-style-type: none"> • Repairs to the roof. • Repairs to the walls. • Construction of a latrine. • Repainting. | 39,275 | 16,770 | 56,045 |
| Les Cayes | <ul style="list-style-type: none"> • Division of the main room into separate offices. • Repainting. • Repairs to plaster. • Repairs to the tiled floor. | 105,267 | 21,525 | 126,792 |
| Maniche | <ul style="list-style-type: none"> • Reconstruction of the roof • Redivision of interior rooms • Repairs to the plaster coat • Repairs to the concrete floor • Repainting • Miscellaneous repairs | 41,641 | 15,250 | 56,891 |
| St. Louis du Sud | <ul style="list-style-type: none"> • Provision of materials to reroof and repair the building | 37,846 | | 37,846 |
| Camp Perrin | <ul style="list-style-type: none"> • Completion of the electrical installation • Division of main room into separate offices • Repairs to the toilets and roof | 31,556 | 15,575 | 47,131 |
| Total | | 333,698 | 93,634 | 427,332 |

Table 2. Repairs to the town halls, financed by PL-480 Title III

Specific Problems Encountered

Decentralization

Although Haiti's constitution clearly mandates decentralization and officially the Aristide government has embraced the idea, in practice, the government remains very centralized. All important decisions are made in Port-au-Prince and only later are the local officials informed. The municipal funding levels are fixed by the Ministry of the Interior and frequently are not tied to the tax generated. As an example, the

mayors complain that the first they ever hear of a project in their commune is when a contractor arrives with a signed contract. Given that the Haiti Municipal Initiatives project was the first major decentralization effort in Haiti, we occasionally found ourselves in the front line of a political fight.

Underqualified Local Government Personnel

Based on a study conducted by the PIREC project in 1991, most mayors in Haiti had less than a high school degree and most CASEC members had not finished primary school. These are the officials who are supposed to lead their districts, organize the town hall and elaborate development plans. Their staffs were frequently less educated. We worked with accountants that could not add and secretaries that could not write a letter in French. The training program was therefore greatly hampered by the low education level of the training participants. Preliminary analysis of the officials elected in 1995 indicate that they are better educated than their predecessors. However, these officials were very eager to learn and willing to work to improve their skills. Planning Assistance was therefore able to make great strides despite the officials' weak backgrounds.

Political Instability

The greatest single handicap to this project was the continued political instability. During the thirty-three month life of this project, there were four sets of ministers and three communal administrations. This project continued to operate during a strict UN/OAS embargo when supplies were scarce in country and fuel had to be obtained through the informal market at prices up to \$15 per gallon. The project operated under a government hostile to US efforts and through a US led intervention leading to the restoration of the constitutional government. Education is always the first casualty of instability. However, despite all of these problems, Planning Assistance developed and executed a program that paves the way for all future local government initiatives in Haiti.

Conclusions

Through the Haiti Municipal Initiatives Project, Planning Assistance has proved that the local governments can be a dynamic force in improving the conditions in Haiti. Given the necessary training and support, the municipal government can assume the responsibilities assigned to them through the 1987 Constitution. The project has also demonstrated that this level of government is an ideal level for encouraging popular participation in governing. They are at a low enough level that they are accessible to the general population and yet at a high enough level that there is significant work that needs to be accomplished.

Although this project was implemented in a very difficult time period with the US/UN embargo, the intervention and subsequent instability, Planning Assistance was still able to bring about significant changes. By concentrating on concrete, local issues, Planning Assistance was able to bring people from a broad spectrum of society together to develop solutions to specific problems.

The success of the Haiti Municipal Initiatives project is most apparent in the town halls of the participating communes. Two years ago, these buildings were empty shells. Neither the mayors nor their staffs bothered to come to work. Today these offices have become focal points for local development. The mayors and their staffs understand the basics of their job and are beginning to assume their role in leading the communes.

Annex

Final report (p16 April 1993 Cooperative Agreement)

No later than forty-five (45) days after the completion date of the cooperative agreement, the Recipient shall submit copies of a comprehensive final report to the following offices: two (2) copies of a final report to the A.I.D. Project Officer; one (1) copy to A.I.D., CDIE/DI, Washington, DC 20523-1802. The Project Officer will provide an outline for the final report which at a minimum will include a summary description of program activities and an assessment of program impact towards in achieving program purpose and objectives. This report should be sufficiently detailed to substantiate the results as described in the unsolicited proposal submitted by Planning Assistance. The final report shall include a full accounting of expenditures under the cooperative agreement and, if applicable, of reasons why established goals were not met, including any problems or difficulties requiring the attention of the US Government, the host country, or the Recipient.

| | Dates | Location | No. Part. | Subject | Description | Days of Training | Person-Days of Training |
|----|-----------------------|-------------------------------------|-----------|----------------|---|------------------|-------------------------|
| 1 | Oct. 6-8 | Les Cayes | 91 | General | Launch Workshop | 2.5 | 227.5 |
| 2 | Dec. 15-17 | Gonaives | 140 | General | Launch Workshop | 2.5 | 350 |
| 3 | 2-5 Feb. 22-25 Feb. | Les Cayes Gonaives | 200 | General | Introduction to Development and Administration. Explanation of the role of the DGI. | 5 | 500 |
| 4 | 28 June-16 July | All 16 Participating Municipalities | 800 | General | Introduction to project and an update on project status. | 16 | 800 |
| 5 | 1-2 August 4-5 August | Gonaives Les Cayes | 75 | Planning | Discussion of subproject proposals. | 5 | 187.5 |
| 6 | 1-2 August 4-5 August | Gonaives Les Cayes | 78 | Administration | Review of basic administration | 5 | 195. |
| 7 | 1-2 Sept. 5-6 Sept. | Gonaives Les Cayes | 76 | Planning | Broad overview of development and evaluation of the participants. | 5.0 | 190 |
| 8 | 1-2 Sept. 5-6 Sept. | Gonaives Les Cayes | 78 | Administration | Introduction of the UNDP's municipal management manual, and institutional analysis. | 5.0 | 195 |
| 9 | 29 Sept. - 8 Oct. | All 16 participating municipalities | 95 | Planning | Review of progress and evaluation, overview of decentralization and presentation of the idea of a municipal development plan. | 16 | 95 |
| 10 | 29 Sept. - 8 Oct. | All 16 participating municipalities | 50 | Administration | Financial reports, revenue statements, overview of accounting documents. | 16 | 50 |
| 11 | 17-25 November | Seven of the chosen municipalities | 97 | Planning | Discussion of decentralization and planning; formation of sectorial committees. | 7 | 97 |
| 12 | 17-25 November | Seven of the chosen municipalities | 50 | Administration | Lesson on how to perform a payroll and bank reconciliation. | 7 | 50 |

| | | | | | | | |
|----|-------------------|---|-----|------------------------|--|----|-----|
| 13 | 13-16 Dec. | Seven of the chosen municipalities | 100 | Planning | Overview of environmental problems, inventory of municipal infrastructure and Socioeconomic structure. | 7 | 100 |
| 14 | 13-16 Dec. | 7 municipalities | 97 | Administration | Lesson on meeting reports and inventory control. | 7 | 97 |
| 15 | 31/1-5/2 | 7 municipalities | 910 | Planning | Launch of Municipal surveys | 8 | 910 |
| 16 | 31/1-9/2 | 7 municipalities | 205 | Administration | Evaluation of administration seminar participants | 7 | 205 |
| 17 | 4-12 February | Les Cayes and Gonaives | 282 | Planning | Training survey leaders to conduct the surveys for all municipalities | 4 | 564 |
| 18 | 7-17 March | 4 Municipalities in South plus Gonaives | 15 | Administration | Begin the work of updating the municipal tax roles | 5 | 15 |
| 19 | 7-15 March | 6 municipalities (excluding Camp Perrin and Gonaives) | 156 | Community Development. | Identify local institutions and projects and their impacts | 6 | 156 |
| 20 | 7-15 March | 6 municipalities | 156 | Proposal Writing | Revise the proposals developed by the participants. | 6 | 156 |
| 21 | 18 April - 8 June | 6 municipalities | 109 | Subproject Evaluation | Evaluation of the projects done by the mayors and local population. | 6 | 109 |
| 22 | 25 April -5 May | 8 municipalities | 145 | Proposal Writing | Review parts of project proposal and revise participants' drafts | 8 | 145 |
| 23 | 25 April -5 May | 8 municipalities | 193 | Community Development. | Sectoral analysis of communal needs | 8 | 193 |
| 24 | 22 May-3 June | 7 municipalities | 317 | Planning | Review of Municipal survey and analysis of results | 14 | 317 |
| 25 | 22 and 27 May | Gonaives and Les Cayes | 71 | General | Presentation of the Municipal Initiatives project to mayoral candidates | 2 | 71 |
| 26 | 13-22 June | 7 municipalities | 108 | Proposal Writing | Review training cycle and identify the general development sectors. | 7 | 108 |

| | | | | | | | |
|---------------------------|-------------------|------------------------|-------------|----------------------------|---|------------|-------------|
| 27 | 13-22 June | 7 municipalities | 167 | Community Development. | Review of training cycle and formation of coordination groups | 7 | 167 |
| 28 | 5-10 Oct. | 7 Communes | 341 | Planning | Launch of the analysis of the diagnostic and start of the development plan | 7 | 341 |
| 29 | 10-23 Oct. | 8 Communes | 114 | Proposal Writing | Introduction to different parts of a successful proposal | 8 | 114 |
| 30 | 23 Oct. - 10 Nov. | Les Cayes and Gonaives | 48 | Administration | Overview of the general organization of the communal government with specific skills workshops for the mayor and each staff member. | 8 | |
| 31 | 18-26 Oct. | 8 Communes | 347 | Planning | Organization of sectorial tables | 8 | 347 |
| 32 | 23-31 Oct. | 8 Communes | 114 | Proposal Writing | Presentation and correction by the participants of their proposals | 8 | 114 |
| 33 | 25 Oct. - 28 Nov. | 8 Communes | 366 | Planning | Review of the work done by the sectorial groups. | ? | 366 |
| 34 | 7-24 Nov. | 8 communes | 66 | Proposal writing | Final revision of participants' proposals and presentation of funding agencies | 8 | 66 |
| TOTAL PARTICIPANTS | | | 6209 | TOTAL TRAINING DAYS | | 233 | 7598 |

Project Logframe based on December 1994 Amendment

| Narrative Summary | Objectely Verifiable Indicators | Means of Verification | Assumptions | Output |
|--|--|--|---|--|
| <p>GOAL</p> <p>Improve the quality of life for at least 6,500 participants in six municipalities two years after the project is fully implemented</p> | <p>1) Average family income of project participants increases by 15% when participating in the project</p> <p>2) The services and infrastructure provided in the municipalities improves during the LOP</p> | <p>1) Project evaluation reports</p> <p>2) Field trip and monitoring reports</p> | | <p>1) Over 21,000 people were employed on the subprojects. Increase in family income was documented in mid-term evaluation.</p> <p>2) During the LOP, municipalities began collecting trash, cleaning canals and repairing roads.</p> |
| <p>PURPOSE</p> <p>1) Develop skills in six municipalities to become more responsive to citizens in the field of social needs and infrastructure two years after full project implementation</p> <p>2) Assist local officials, community leaders, NGOs in 6 municipalities generate at least 13,000 person-months of temporary employment two years after full project implementation.</p> | <p>1.1) 90% of communal sections have functioning committees to manage activities two years after full project implementation.</p> <p>1.2) Participating municipalities establish basic services to meet a minimum of needs two years after full project implementation.</p> <p>2) Create at least 13,000 person-months of temporary employment two years after full project implementation.</p> | <p>1) Project evaluation reports</p> <p>2) Internal and external monitoring reports</p> <p>3) Field trip reports</p> | <p>The economic situation of Haiti does not deteriorate below its state at the start of the project</p> | <p>The economic situation continued to deteriorate throughout the LOP. Financing was not available to the municipalities to provide even minimal services. However, much progress was made:</p> <p>1.1) All municipalities had established committees to develop plans and project to improve the municipal infrastructure.</p> <p>1.2) Participating municipalities had dramatically improved their administration bud did not yet have the means to provide better services.</p> <p>2) Over 15,000 person-months of temporary employment were generated.</p> |

| Narrative Summary | Objectively Verifiable Indicators | Means of Verification | Assumptions | Output |
|---|---|--|---|--|
| <p>OUTPUTS</p> <p>1.1) Mayor's office and CASEC staff trained in:</p> <ul style="list-style-type: none"> -annual and long term planning -organization and staffing techniques -control and direction of the municipal portfolio of activities -financial control and reporting. <p>1.2) Municipal annual and multi-year development plans designed</p> <p>1.3) Municipalities staffed to meet planned objectives.</p> <p>2.1) The populations of the municipalities are temporarily employed to construct useful infrastructure.</p> | <p>1.1) At least twelve workshops in six municipalities completed by 31 December 1995.</p> <p>1.2) Long term and annual objectives clearly defined by six municipalities by 31 December 1995.</p> <p>1.3) 90% of newly created and financed positions filled within two years of full project implementation (FPI).</p> <p>2.1) A total of at least 13,000 person-months of work generated through the construction and rehabilitation of infrastructure two years after FPI.</p> | <p>1) Project monitoring reports</p> <p>2) Field trips</p> <p>3) Input-Output evaluation (end of first year)</p> | <p>1) Municipalities are able to fund proposed activities from GOH, local and other sources.</p> <p>2) Urban communities are capable and willing to maintain urban infrastructure.</p> <p>3) The democratic aperture remains a reality and power is devolved to local governments</p> | <p>None of these assumptions held. Little or no funding was available to the municipalities throughout the LOP. The mayors lacked the resources to mobilize the urban or rural communities to maintain infrastructure. The democratic aperture was closed through the first year of project implementation. Power was never devolved to the local governments.</p> <p>Nevertheless, Planning Assistance made significant progress:</p> <p>1.1) Planning Assistance held 34 seminars in eight municipalities</p> <p>1.2) Short, medium and long term objectives were defined by seven municipalities.</p> <p>1.3) Despite no increase in funding, four municipalities created and filled new positions</p> <p>2.1) A total of 15,000 person-months of work were generated</p> |

| | | | | |
|---|--|--|--|---|
| <p>2.2) Useful infrastructure constructed</p> <p>2.3) Communities organized to construct and maintain infrastructure.</p> <p>2.4) Newly rehabilitated or constructed infrastructure maintained on a regular basis</p> | <p>2.2) At least \$800,000 of infrastructure constructed two years after FPI.</p> <p>2.3) Appropriate maintenance committees established and functioning two years after FPI.</p> <p>2.4) Infrastructure in adequate functional condition for the duration of the project.</p> | | | <p>2.2) Over \$820,000 of infrastructure was rehabilitated, involving 34 projects</p> <p>2.3) Maintenance committees had been organized in all eight participating municipalities</p> <p>2.4) All projects were in functional condition at the EOP.</p> |
|---|--|--|--|---|