

AGRICULTURAL RECOVERY IN THE COMMUNE OF GROS-MORNE
ARTIBONITE DEPARTMENT, HAÏTI

FINAL EVALUATION OF THE SYAP PROJECT
CARE/Haiti
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ACRONYMS

ADC	: Agent de Développement Communautaire
ASEC	: Assemblée des Sections Communales
BAC	: Bureau Agricole Communal
CASEC	: Conseil d'Administration des Sections Communales
DPC	: Direction Protection Civile
FFW	: Food For Work
IHSI	: Institut Haïtien de Statistiques et d'Informatique
KDSK	: Komite Devlopman Seksyon Kominal
KDK	: Komite Devlopman Kominal
MARNDR	: Ministère de l'agriculture des Ressources Naturelles et du Développement Rural
MTPTC	: Ministère des Travaux Publics des Transports et Communications
OCDE	: Organisation pour la Coopération et le Développement Economique
SYAP	: Single Year Activities Project

EXECUTIVE SUMMARY

The Single Year Activity Program (SYAP) is a post-hurricane program funded by USAID in order to bring assistance to the populations affected by the devastating series of hurricanes that hit Haiti during the summer of 2008. Care-Haiti was one of the partners chosen by USAID to implement this activity in the commune of Gros-Morne in the Upper Artibonite department. The Care Haiti SYAP project started in October 2008 and ended in July 2009. The program aimed at reducing the food insecurity of the affected populations; rehabilitating the agricultural infrastructures destroyed by the hurricanes; supporting the creation and the training of six local committees which will ensure the sustainability of the program.

The main objective of this evaluation was to collect and analyze relevant data in order to inform about the extent to which this SYAP program responded to the immediate needs of the populations affected by the hurricanes; to identify the challenges faced by the program in its implementation, and to develop lessons learned throughout the implementation that can help improving future similar emergency programs.

Overall, the evaluation analyzed the relevance of the program in addressing the needs created by the damages caused by the hurricanes in the commune of Gros-Morne, the effectiveness of the program implementation, the global impact of the program on the targeted population, and the sustainability of the structures rehabilitated.

The followings are the main findings drawn upon the results of this evaluation :

1. To some extent, the distribution of vegetable and beans seeds contributed to an increase in local production by allowing vulnerable farmers to get access to agricultural input who otherwise wouldn't have any access to those inputs given their huge financial struggle. However, had the distribution done in a timely fashion, farmers would have taken better advantage of the higher productivity of their beans production.
2. The food distribution through the food-for-work (FFW) interventions had a positive impact on the life condition of the project beneficiaries. Not only had the distribution reduced their food insecurity, but also the structures rehabilitated are very important for the community. Examples of such interventions include the rehabilitation of the Gros-Morne-Pilate road in the area of Boucan Richard; road rehabilitation and soil conservation interventions in Perou (8th section), Savanne Carree, Moulin, Corail, and Riviere Mancelle. In addition, through the program 6 irrigation systems were rehabilitated in the community of Cirise (Riviere Mancelle) which will lead to a substantial increase in the agricultural production of the areas.

Interventions on the farm roads have allowed easy access of the agricultural production zones, and had also permitted the populations to move easily from one community to another.

3. The local organizations Komite Devlopman Kominal (KDK), and Komite Devlopman Seksyon Kominal(KDSK) created in 2004 are still weak and need more training and technical assistance.
4. Although the representative of the central government at the local level have participated in the launching of the project and in the recruitment of the workers for the Food-for-Work activities, they complained that they weren't sufficiently involved in the project and were not regularly informed about the project accomplishments.

Based on the Information gathered through the interviews, the focus group discussions, and the sites observations, it's fair to say that the project was very relevant and responded adequately to the needs of the targeted populations. The project was also effective in achieving to a large extent its objectives. Some impact of the project is already seen in the communities where was implemented.

1. - INTRODUCTION

1.1 Project Overview

The series of hurricanes that hit the country in the summer of 2008 had devastated many areas of the country and caused severe damages to the populations of the affected areas. In particular, hurricanes Hanna and Ike, had severely hit the Commune of Gros-Morne in the Artibonite department causing huge losses in materials and human lives. According to statistics released by the Direction de la Protection Civile (DPC) 4,202 families have registered losses due to the hurricanes. About 1,166 houses were destroyed and 3,036 others were damaged. A vast majority of the agricultural infrastructure was damaged and crops that were ready for harvest were literally cleared away leading to an aggravation of the food insecurity in the area. In order to bring an appropriate response to that critical situation, USAID through its partner Care-Haiti has funded an emergency program that aimed at reducing food insecurity through the distribution of 17 metric tons of seed to allow farmers to get access to agricultural input that they wouldn't be able to procure. Also, the program has distributed 870 metric tons of food using Food-For-Work interventions to clean a total of 15,000 linear meters of drainage canal, to rehabilitate irrigation systems damaged by the hurricanes, to rehabilitate 38 kilometers of farm roads. The project was also supposed to strengthen six(6) local committees which were supposed to take over the maintenance of the systems rehabilitated by the project after the end of the USAID funding.

1.2 Objective of the Evaluation

The primary objective of the evaluation was to investigate and inform on how well the SYAP project has addressed the issues mentioned above and to draw from the review of project related reports and other materials like field interviews, etc. "lessons learned" that can benefit future emergency projects. The evaluation was supposed to identify and analyze constraints and issues that will likely be encountered by future projects of this type and suggest ways in which these can be addressed.

In general, the evaluation examine the project's relevance in its response to the situation of the population of Gros Morne after the series of hurricanes that hit the area in the summer of 2008; the effectiveness with which the SYAP project was implemented; the impact of the interventions implemented on the targeted population; and the potential sustainability of the infrastructures rehabilitated. Specifically, the evaluation examines and reports on:

- The impact of the bean and vegetable seed distributions. It was planned that 7 tons of bean seed and 60 pounds of vegetable seed would be distributed to the more needy farmers in the affected areas;
- The impact of food distributed through the FFW activities on the workers and their families;
- The quantity and quality of roads and irrigation systems rehabilitated;

- The quantity and quality of soil conservation activities intended to protect the infrastructures rehabilitated;
- The impact of the rehabilitation of the roads and irrigation systems on the population living in the surroundings of these infrastructures;
- The impact of the rehabilitation work on the overall population of the commune of Gros-Morne;
- The potential efficiency of the local repair management committees organized within communal structures (Marie, CASEC (Conseil d'Administration de la Section Communale) and KDSK (Konsey Developman Seksyon Kominal));
- The constraints and issues that must be addressed when Non-Governmental Organization (NGO) must cooperatively implement a project which involves local and governmental authorities.

2.- METHODOLOGY

2.1 Approach

The approach used in this external evaluation of the SYAP program implemented by Care-Haiti in Gros Morne consisted of the following steps:

1. A three-day review of the SYAP project documents at the Care-Haiti central and regional offices in Port-au-Prince and in Gros-Morne.
2. The design of survey instruments: individual survey questionnaires, and focus group discussion guides.
3. Submission of survey instruments to Care-Haiti staff for approval
4. Discussion with project stakeholders including Care-Haiti staff at central and regional level, project beneficiaries and non-beneficiaries, local authorities, local elected officials, civil society representatives(KSDSK), road users, non program beneficiaries, and representatives of the Ministry of Agriculture(MARNDR).
5. Guided site visits of the SYAP project accomplishments with Care-Haiti staff.
6. Recruitment and training of surveyors
7. Eight days of field work data collection in 7 communal sections of Gros-Morne. (Survey covered all aspects of the SYAP projects implemented by Care-Haiti)
8. Data cleaning and analysis

9. Summary of findings and drafting of preliminary and final reports.

Overall, in all the communal sections of Gros Mornes the following survey activities were undertaken:

- Four Care-Haiti employees were interviewed;
- Eleven focus groups discussions were realized on topics related to road rehabilitation, irrigation systems rehabilitation, perception on Food-For-Work, and Soil conservation;
- Sixty beneficiaries of Food-For-Work activities and seed distribution were interviewed;
- Six local committees (KDSK) were interviewed
- Seven CASECs were interviewed
- The BAC Director of Gros Morne was interviewed along with 15 members of the civil society.
- The Mayor of Gros Morne was interviewed.

Table 1: Distribution of focus group discussions by communal

Communal Section	Focus Group Topic	Meeting Location	Date	Number of Participants	
				Men	Women
Boucan-Richard	Rehabilitation of farm roads	Nan Fon	20-07-09	8	10
	Beans and vegetables Seeds	Boucan-Richard	24-07-09	8	4
Rivière Mancelle	Irrigation Systems rehabilitation	Cyrise	23-07-09	9	3
	Soil Conservation	Cyrise	23-07-09	7	5
Pérou	Rehabilitation of Farm roads	Brutus	21-07-09	8	9
	Soil Conservation	Brutus	21-07-09	7	5
	Food-For-Work	Brutus	21-07-09	4	8

Savane Carrée	Rehabilitation of farm roads	La Croix Biscaye	22-07-09	7	7
Moulin	Rehabilitation of farm roads	Nan Tach	24-07-09	10	5
Pendu	Rehabilitation of farm roads	Bera	23-07-09	9	7
	Soil Conservation	Pas Katabwa	23-07-09	8	6
Total	11			85	69

2.2.1 Sample size of individual survey

The computation of the sample size for the individual survey was based on the populations of beneficiaries by commune and sector of activities. Ten percent of the beneficiaries were randomly chosen for a total of 73 people. 15 people were added to take into account the non-responses and invalid questionnaires. In total 88 beneficiaries were interviewed. The table below gives the distribution of the number of questionnaires administered by communal section.

Table 2 : Sample Distribution of Individual Survey

Section Communale	Zone	Total
Boucan-Richard	Lehoux, Nan Fon, Mahotièrè, Monotte, Lon, Naza, Senak, Morne Sicot	20
Rivière Mancelle	Cyrise, Bonpè, Fon Mas	14
Savane Carrée	Kayimit, Lachèn	15
Pendu	Bera	11
Pérou	Bas Pérou, Pérou	9
Moulin	Nan Tach	4

2.2 Survey Schedule

The evaluation took place over the period July 9 to July 28 2009. The table below gives the detailed schedule of the field work activities.

Table 3 : Survey Schedule

Sector	<i>Description of Activities</i>	Time	Date	Responsible
	<i>Arrival in Gros-Morne</i>	14h	19 July 2009	Evaluation team
	<i>Guided visit of project accomplishments (Soil protection, drainage canals, roads rehabilitation)</i>	8h- 13h	20 July 2009	Evaluation team
	<i>Discussion with Project staff</i>	14h-16h		Evaluation team
	Process of SYAP Evaluation	16h15-17h		Evaluation Team Leader
AGRICULTURE				
Seeds Beneficiaries	Survey of seeds distribution beneficiaries in the project targeted areas.	9h-13h	21 July 2009	Group 1 and 2 of evaluation team
	Focus group with seeds distribution beneficiaries	14h-16h		Evaluation team
FFW	Survey of sample of Food-For-Work beneficiaries in the project targeted areas.	9h-13h	22 July 2009	Evaluation team
	Focus group discussion with Food-For-Work beneficiaries	14h-16h		Evaluation team

Evaluation progress update	Briefing with project staff on evaluation progress.	16h45-17h		Evaluation team
Local committees and local authorities				
Local committees	Survey of six local committees	8h-13h	23 July 2009	Evaluation team
Local authorities	Interview of Gros-Morne Mayors, CASECS, and ASECS.	14h-17h		Evaluation team
Civil society members local leaders	Key informant interview with local civil society members and local leaders.			
INFRASTRUCTURES				
<ul style="list-style-type: none"> - Rehabilitation of irrigation systems - Soil conservation - Roads rehabilitation 	Survey of each group of beneficiaries	9h-14h	24 July 2009	Evaluation team
	One Focus group discussion with all three groups of beneficiaries to determine the linkage between the different activities.	15h-17h		Evaluation team

MISCELLANEOUS				
<ul style="list-style-type: none"> - Truck drivers - Non bénéficiaires directs du projet 	<p>Survey of truck drivers using the road network in the area</p> <p>Survey of a group of people who were not direct beneficiaries of the project</p>	<p>8h-13h</p> <p>8h-15h</p>	<p>25 July 2009</p>	<p>Two groups of the evaluation team</p>
<p>Others complementary information</p>	<p>Additional interviews to complete field data as deem necessary by evaluation team</p>	<p>8h-15h</p>	<p>27 July 2009</p>	<p>Evaluation team</p>
	<p>End of field work</p>		<p>28 July 2009</p>	<p>Evaluation team</p>

2.3.- Limitations of the Evaluation

The methodology used in this evaluation allowed us to collect information on the main activities implemented by the project and to analyze the impact of those interventions. However, given the emergency nature of the program it's not relevant to analyze its impact on the environment. Furthermore, the real impact of the project will be appreciated after the rainy season of September and October.

2.4.- Overview of the Commune of Gros Mornes

Given the topography of the commune of Gros Morne it falls under the Mountainous category. Its climate varies from cool to hot.

Administratively, the commune of Gros Morne is divided into 8 communal sections. It is composed of 161 localities and 93 neighborhoods. The commune of Gros-morne is part of the Gros Morne arrondissement. It shares borders with the following communes: 1) at its north with the communes of Saint Louis du Nord, Borgne and Bassin Bleu; at its South with the communes of Gonaives, and Terre Neuve; at its east with the communes of Pilate, Borgne, and Gonaives; and at its West with the communes of Terre Neuve and Bassin bleu.

Gros-Morne is one of the biggest communes of the country. Its population is estimated 121,764 people of which 99 039 people live in the rural areas against 22,275 people living in the urban areas (cf. IHSI-2005). It is an important agricultural region. Its agricultural production is about 5% of the agricultural production of the country. Agricultural production is possible due to the presence of gravitational irrigation systems fed by many rivers crossing the commune that allow the production of different varieties of staple crops, fruits and vegetables. It is one of the important mangos producing regions for export purposes, and sugar-cane production and transformation.

Gros Morne Map

CARTE ADMINISTRATIVE DE LA COMMUNE DE GROS MORNE

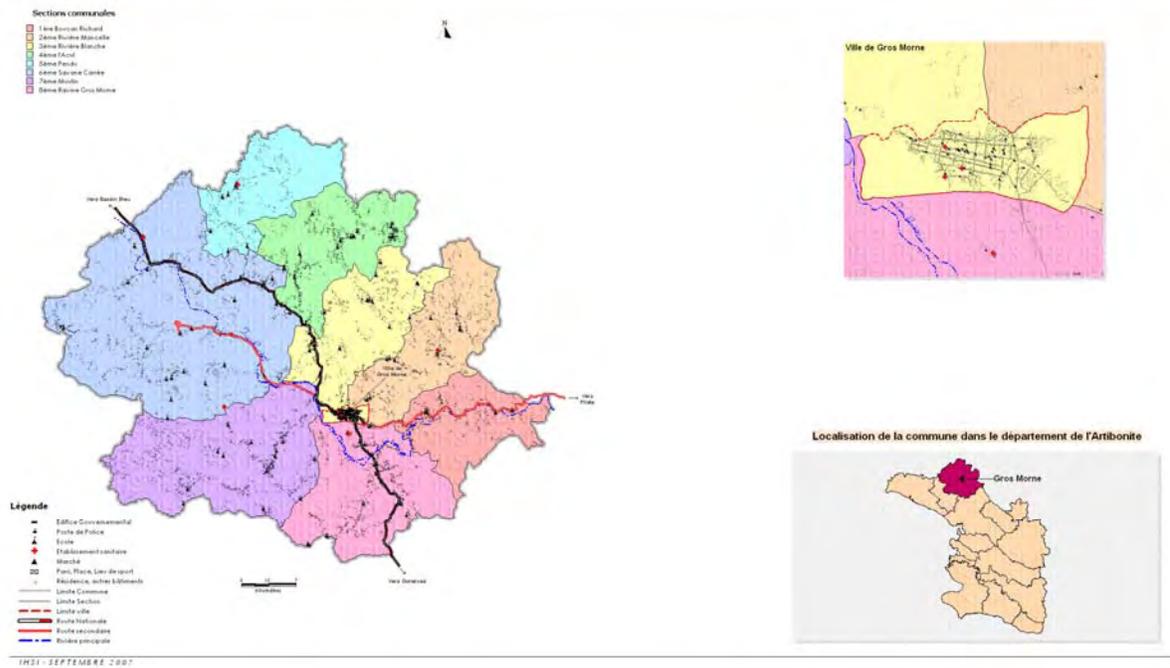


Table 4: Number of Communities and households in the Commune of Gros Morne

Communal section	Number of localities	Number of Neighborhoods
1 st Section Boucan Richard	17	38
2 nd Section Rivière Mancelle	20	27
3 rd Section Rivière Blanche	15	7
4 th Section L'Acoul	20	6
5 th Section Pendu	7	29
6 th Section Savane Carrée	10	15
7 th Section Moulin	22
8 th Section Ravine Gros-Morne	4	17
Total	93	161

Source : IHSI-2005 / Inventory of resources and potentialities of the communes.

3. - PROJECTED RESULTS AND ACTUAL ACCOMPLISHMENTS OF THE PROJECT

Table 5 summarizes the key accomplishments of the projects in comparison to the anticipated results. All the expected activities were implemented as planned with the exception of the finishing work of the road rehabilitation interventions which is not completed as previously planned.

The amount of food and seeds was distributed to the beneficiaries as previously planned. No case of mismanagement of the distribution operations was reported to the evaluation team. The strategy used for the distribution was excellent and can be recommended for future similar activities.

The members of the six (6) existing local committees (KDSK) created since 2004 wish to have more training and technical assistance.

Table 5 : Projected results versus accomplishments

Objective	Activities	Projected results	Actual Results	Difference	Explanations
I) Ameliorate the impact of the cyclones thru the repair of 38 km of key farm to market roads and 15,000 linear meters (lm) of irrigation system canals so that normal agricultural production can be restored	Road rehabilitation	38 km	38 km	0	Boucan-Richard, Pérou, Pendu, Savane Carrée, Rivière Mancelle, Corail. Although the reports confirm that those roads were completed, the beneficiaries complained about the finishing work of some of the roads rehabilitated by the project as of July 24, 2009. The evaluation team confirmed this fact with the field observations conducted in Boucan-Richard (retaining walls in Nan Fon, construction of rock walls and gabions in Lehoux).
	Canals drainage	15,000 linear meters.	17,000 linear meters	+2000 m.l.	
	Construction of irrigation intake in Fond Masse, right and left sides of Cyrise Grépin, Grand Croix	6	6	0	As of July 24, 2009 the intakes were not functioning. In Rivière Mancelle, it wasn't possible to verify the quality of the work undertaken. However, the representative of the agricultural bureau (BAC) of Gros-Morne, the local authorities,

					members of the civil society, and project beneficiaries raised concerns about the technical quality of the structures put in place. They think that those structures can be easily damaged during the next overflow of the river.
	Conservation de sol				
	Treatment of ravines	48 ravines . N/D . N/D . N/D	45 ravines : -69,486 linear meters of ravines -20,094.65 cubic meters of gully plugs -22,920 linear meters of clayonnage or -7,073.74 cubic meters of	-3 ravines	<p>Explanation given for this shortcoming are the followings:</p> <ul style="list-style-type: none"> - Low level of qualification of human resources affected to this activity. In addition there was a lack of collaboration of the local authorities especially the CASEC of Perou with both the population and the SYAP project staff. - Tools were not available at the beginning of the project. - Bad weather conditions - Inefficacy of the monitoring system due to the unavailability of transportation means. <p>In addition to those shortcomings, interventions in Moulin and Corail were not planned in the project proposal.</p>

		42,000 linear meters of grass bands	10,767.9 linear meters of grass bands	-31,232.1 linear meters of	Vegetable inputs were not available
II) Reduce food insecurity thru one-time emergency food distributions and the distribution of bean and vegetable seeds (17 tons) for planting before the next planting season, and the use of Food for Work (FFW) {870 tons of Soy Fortified Bulgur (SFB). Lentils and cooking oil to 15,330 workers that will repair this productive infrastructure	Distribution of 17 metric tons of beans and vegetables	1,753 farmers received in average 2.61 marmites of beans each			Although information is not available some farmers in Boucan-Richard testify that they have recieved tomato, green pepper, and hot pepper. Survey data are more certain accurate for beans.
	Distribution of 866 metric tons of fortified bulgur, lentils, and vegetable oil to 15,330 workers.	866 metric tons	865.6 metric tons to 15,797 Food-For-work workers.	4.4 metric tons	The expected quantity of food was distributed to the great satisfaction of the 78,985 beneficiaries, family members of the 15,797 workers who participated directly to the Food-for-Work activities. However, they hope for a variation in ration (substitution of lentil for pinto beans, and fortified bulgur for rice).
III) Form and train 6 local committees to continue maintenance of the repaired roads and irrigation system. Also develop maintenance plans for these committees to follow	Creation and training of six (6) local committees to ensure the maintenance of the irrigation systems and the roads rehabilitated by the project.	6			The project has chosen to work with 6 existing committees instead of creating news ones. No systematic reinforcement work of the committees has been implemented by the project was noted during the project implementation. However, the leaders mentioned that the reinforcement took place through other projects implemented by CARE in the

					area. The KDSK of Rivière Mancelle confirmed that their group received training on various topics related to project management such as : project elaboration, organizational reinforcement, and book keeping techniques.
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4.- PROJECT IMPACT

4.1. Seed distribution

The bean seeds distribution didn't have such an impact on agricultural production of the area. The seeds distribution satisfied only 23% of the seed needs of the farmers targeted by the project.

While the beneficiaries complained about the inexistence of technical assistance in the monitoring of the planted lands, crops productivity remains marginal in the area (1,29 marmite harvested for 1 marmite planted in 2008-2009 and 1,68 marmite harvested for 1 marmite sowed in 2007-2008).

65% of the beneficiaries expressed some sort of satisfaction regarding the quality of the seeds. The remaining 35% raised the following concerns:

- Seeds distribution was too late;
- The vegetative cycle of the new variety of seeds is longer than the local one: 105 days for the imported one against 68 days for the local variety ;
- The harvest period of the new variety was not uniform.

Regarding the utilization of the harvest, one third is sold on the local market, and the remaining two thirds are either eaten by the farmers or kept as seeds.

In the surveyed sample the quantity of seeds received by the beneficiaries was in average around 3 marmites in Savane Carrée and Rivière Mancelle, while it was 2.23 marmites in Boucan-Richard.

The distribution of vegetable seed took place only in Boucan Richard through a partnership arrangement with a non-governmental organization entitled ‘ Voisin Mondial’ (in English: world neighbor). Around 594 farmers among which 332 women received 60 pounds of vegetable seeds including tomato, hot pepper, spinach, and Swiss chard. As opposed to the beans for which farmers complained about losses of their harvests, the areas planted with vegetables during the farming season allowed the farmers to gain revenues estimated at two months of reserve.

In fact, distributions of such seeds allowed in the one hand to increase agricultural production in the area by exploiting hundreds unutilized plots and in the other hand to use the available amount for acquisition of other input and man-power.

4.2.- Food-For-Work (FFW)

The food distribution component of the SYAP through the Food-for-Work strategy received high appreciation from the beneficiaries for the following reasons:

- The beneficiaries were very satisfied with the payment system used by CARE during this difficult time. There were no discrepancies in the amount promised by CARE and the amount they actually received. However, in order to avoid the temptation to sell a portion of the food received, they wish that part of the payment could be done in cash.
- There was no complaint regarding digestive troubles that was caused by the consumption of the food distributed. The quality of the products was not a matter of concern for the beneficiaries. However, according to the results of the survey 55% of the people interviewed wish a substitution of the fortified bulgur for rice and the lentils for pinto beans, two products imported from the US.
- By making available on the local market 870 metric tons of fortified bulgur, lentils, and vegetable oil, this project helped maintaining a stability and played a stabilizing role in the price of the agricultural products in the area.
- In addition, this intervention set the stage for a sustained improvement of the agricultural activities by compensating the loss of assets of the farmers. The out-of-Pocket resources that could be allocated to the acquisition of food products by households during this particular time were converted to investment in agricultural production.
- Finally, this intervention contributed to the reduction of social tensions that could arise due to lack of food. The members of the CASEC of

Riviere Mancelle admitted that they observed a decrease in the number cases of conflict in the area during the intervention period.

- Some people who didn't participate in the project complained that in spite of their poor economic and social conditions they didn't take part in the project because of favoritism observed during the recruitment process.

4.3.- Rural Roads And Irrigation Systems Rehabilitation

The focus group discussions and the individual surveys allowed the evaluation team to identify the following elements related to the impact of the project relative to each intervention:

4.3.1. - Rural Roads

Following the damages caused by the passage of the hurricanes on the road network in the area, the intervention of CARE through the SYAP project contributed to improve traffic on the targeted roads and the commerce of agricultural products in particular the "Madame Francisque" mango. Therefore, the first economic impact was an increase in mango revenues.

Furthermore, the rehabilitation of the roads allowed not only commercial exchanges between the communes of Gros-Morne and Piltate but also, improved traffic conditions for other users of the road such as school children and sick people.

In particular Truck drivers, and truck owners as well as motorcycle drivers, appreciated this work greatly and testified that their expenses in spare parts are significantly reduced.

4.3.2.- Irrigation Systems

At the moment of the field observations on July 24 2009, the intakes rehabilitated by the project were not yet operational. It was too early to appreciate the positive impact of this intervention.

4.4.- Soil Conservation Near The Rehabilitated Systems

The rock walls put in place in the ravines crossing the road Gros Morne - Pilate (at Boucan Richard) contributed to the protection of the roads which were severely tested by the recent rains as well as the protection of the garden located in the downstream of the structures. This observation is also valid for the structures erected in the Perou area located in the 8th communal section of Gros-Morne.

In the area of Rivière Mancelle, beneficiaries and local authorities revealed their concern that the protecting structure erected in the watersheds of this river will not contribute to the protection of the six intakes because nothing was done in the river banks.

4.5.- Perception Of The Gros Morne Population Regarding The Impact Of The Systems Rehabilitated On Life Conditions Of The Population.

According to the data collected through the individual interviews and the focus group discussions, the rehabilitation work undertaken by the project has permitted to:

- Improve traffic between the following communal sections: Savanne carrée, Boucan Richard, Ravine Gros-Morne, Pendu, Moulin, and Corail.
- Re-establish inter-communal communication.
- Improve commercial exchanges between neighboring communes thus allowing better availability of agricultural products on the local market which in turns induced a reduction in food prices

4.6.- Potential efficiency of the local committees put in place within the communal structure and the KDSK

Instead of creating new committees, the project chose to work with six existing committees created since 2004. The rationale not to create new committee corresponded to the urgency to reinforce the capacity of the elected local authorities in order for them to contribute effectively to the project implementation. However, according to some committee members interviewed through the focus groups their participation was limited only to the recruitment of the workers. They complained that they weren't consulted in the design phase of the project. To some extent, they didn't receive enough training in order to be prepared to play the role set forth by the project proposal which consisted of

ensuring the monitoring and the maintenance of the structures put in place(roads and irrigation systems) .

The training sessions conducted by CARE which benefited 60% of the committees on project design, institutional reinforcement, and bookkeeping didn't have the expected results.

The strong leadership of the KDSK Coordinator allowed this structure to separate itself from the rest of the committees. No concrete accomplishment was mentioned. However, in addition to this emergency project CARE has other projects with bigger funding stream that can continue to work with the committees in order to give them the necessary organizational reinforcement capacity.

4.7.- Environmental Impact

The activities implemented by the project with regard to soil conservation contributed to the protection of the environment. In addition, the commodities distributed to the beneficiaries through the FFW interventions allowed a diminution of the deforestation that could have taken place after such disaster when people are looking for alternative ways to guarantee their subsistence after losing all their assets.

4.8.- Issues to consider by an ONG regarding the involvement of the local and governmental entities during project implementation.

The following are elements to consider with respect to the involvement of the local government entities in project implementation:

- Formal involvement of the central government representative through the signature of a formal contract in which the role of all project stakeholders is clearly defined which also indicates the nature of the contribution to be provided "Direction Departementale" will provide.
- Weakness of legal provisions regarding the management of natural resources which doesn't facilitate the effective coordination between the local branches of the central government entities (MARNDR, MTPTC, MDE), the local elected officials, (Mairie, CASEC), the community-based organizations and the non-governmental organizations working in the same area.

- Regular coordination meeting at the field level between all the actors involved in the project.
- Provide necessary transport means to the related structures to facilitate the monitoring of the project activities.
- Consultation with the local authorities especially the CASECs with whom the community has regular interactions.
- Permanent dialogue between the CASECs and the departmental direction.
- Use of governmental expertise to facilitate training conducted by the NGO.

5.- Overall appreciation of project Relevancy, Effectiveness, and Sustainability

5.1 Overall relevancy of the project

According to the Organization for Cooperation and Economic Development (OCDE), the relevancy of a development activity is defined as the extent to which the objectives of this activity not only respond to the expectations of the beneficiaries, but also fit in the overall priorities of a country or a community, and at the same time respect the policies of the partners and the donors involved. It has to do with whether or not the objectives of this activity as designed in the project proposal document are still appropriate during project implementation.

The data collected through the focus group discussions with all the project stakeholders allowed us to confirm that the project was relevant at different regards.

The participants of the focus groups think that the project was justified by the fact that the populations of all the communal sections of Gros-Morne were affected by the last hurricanes. The activities undertaken in the context of the project such as the Food-for-Work interventions, and the seeds distribution responded to the needs of the direct beneficiaries. Other activities like the farm to market roads rehabilitation benefited the whole population of the area.

The project allowed the improvement of critical productive infrastructures of the area such as farm to market roads, and irrigation systems. It also provided the communities with appropriate tools that will help them to maintain the structures put in place. It's important to note that some interventions on the farm to market roads connecting Gros-Morne and Pilate in the area of Boucan-Richard were undertaken by the Coordinator of the CASEC even before the implementation of the SYAP project. This initiative is a good example of community involvement which should be used as case study to motivate other communities to get engaged in the maintenance of the systems put in place after the end

of the project.

The project has reached a large number of beneficiaries.

- All sectors of the population, workers, truck drivers, sellers benefited from the project in one way or another.

Conclusions on the project relevancy

Based on all the considerations made above, it's fair to say that the project was very relevant because its objectives meet the needs of the populations. The populations of all the communal sections who benefited from the project are very appreciative of the results of the project. They were waiting for such an intervention and they provided their own contribution to its implementation. For example, in Rivière Mancelle they provided in-kind contribution in the form of free labor in order to clean the irrigation canals. All this confirms the relevancy of the SYAP project implemented by CARE in the Gros-Morne area.

5.2.- Effectiveness of the interventions

Effectiveness is defined by OCDE as the measure according to which the objectives of project are achieved or are being achieved relative to their importance.

According to the results of this evaluation the objectives of the project were achieved to a large extent. However, although the main objective of the project was achieved, the beneficiaries raised concerns regarding some aspects of the project that were not satisfactory. The followings are examples of such concerns:

- Some beneficiaries complained about the lack of information about the project interventions.
- The seeds distribution for example has had some weaknesses in the planning phase due to the fact that the quantity distributed didn't correspond to the farmers needs. All categories of farmers received the same quantity of 2.62 marmites of beans seed.
- It could be important to do a better targeting of the ravines for the soil conservation activities.
- The farmers complained about the fact that no technicians were available to assist them with the hill side interventions.

Furthermore, it has come to our attention that no monitoring system was put in place to support the coordination of the project.

Conclusions on the project effectiveness

To the view of the evaluation team the project was effective by the fact that it achieved its objectives to a large extent. Based on our observations and the testimonies of the beneficiaries the project has a tangible impact on the community. However, we have to note that some structures remained uncomplet (for example in Boucan Richard the retaining walls are not finished. The same observation was made regarding some concrete paving work on the road of Pendu and Moulin).

Overall, the evaluation showed that the activities of the project were accomplished in spite of some delays registered at the planning phase. These delays caused a rush during the last months of the project. The causes of these delays are three-fold :

1. A limited supply market which took too long to deliver the orders;
2. A serious logistic problem which handicapped the field visits.
3. Administrative procedures unadapted to an emergency project.

In spite of these shortcomings, the project brought many positive benefits for the targeted populations who were very appreciative of those interventions.

6.- Sustainability

The sustainability analysis aims at assessing whether or not the activities implemented will be able to continue over time in order to estimate the probability that they will be maintained when the external funding ends.

The technical viability is a challenge. In fact, the evaluation team didn't see any evidence that the beneficiaries received some sort of training that would improve their way of doing things. Neither were they being taught new skills to improve their capacity to manage food distribution activities or irrigation systems.

To some extent, in spite of the provision of iron bars in Corail to fix a portion of the road by the CASEC of Gros-Morne-Pilate in the area of Boucan Richard, no other convincing elements were found that assure that the infrastructures will be maintained after the end of the project. All the CASEC are complaining about the lack of resources.

Although the interventions were effective, their replication, which is one aspect of the sustainability criteria, is not guaranteed. The activities implemented were routine activities for which no original strategy was identified. Moreover, the resources to be mobilized are such that those activities are isolated and not replicable.

However, the infrastructures put in place such as irrigation intake, retaining walls, gabions, rock walls, are sustainable. All the members of the KDSK and the beneficiaries are aware that the area is vulnerable and therefore it's necessary that permanent structures are put in place to maintain the infrastructures at the end of the project. In this sense the

KDSK, and the KDK are more or less permanent structures if reinforced and equipped are able to play that role.

In addition, the fact that those structures are coordinated by representatives of permanent entities such Marie and CASEC is a guarantee that if they are supported they will be able to ensure the maintenance of those infrastructures.

However, no exit strategy was communicated to the evaluation team by the staff of the project. The evaluation team visited some completed projects for which the finishing work is questionable. Such action plan if existed would involve the structures indicated above and will allow them to be immediately functional.

7.- CONCLUSIONS AND RECOMMANDATIONS

7.1.- Overall appreciation of the project

This project, which was an emergency post-hurricane intervention aimed at reducing food insecurity through a series of activities such as food and seeds distribution, rehabilitation of farm to market roads, and the cleaning of irrigation canals. In addition, it was supposed to provide training and institutional capacity reinforcement to six established committees who should be responsible for the maintenance of the infrastructure work when the project ends. The targeted communal sections are highly vulnerable, and have a lot of urgent needs. Hence, the project was much appreciated. The beneficiaries think that the activities undertaken by the project were important for them and have contributed and will contribute to save people lives and physical assets. However, when it comes to the needs of the targeted localities, the targeted populations had higher expectations and feel that the project shouldn't stop.

7.2.- Strengths

- Good targeting of the interventions, (food and seeds distribution, Food-for-Work and roads rehabilitation).
- Good support of the local authorities
- Mobilization of the KDSK and the population
- Valorization of the commitment of elected local authorities (CASEC of Boucan Richard par exemple)
- Diversity of beneficiaries
- Solidarity with the victims of the 2008 series of hurricanes.
- Relevancy
- Effectiveness
- Gender equity

Even though the selection criteria used for workers recruitment were not well defined by the field staff during the interviews it was possible to observe some gender consideration

through the male/female participation ratio. For example, 56% of the beneficiaries of the seeds distribution were female. However, some workers opposed the presence of women in some difficult activities like soil conservation and roads rehabilitation. It was reported that the women participated courageously to the food unloading operations. Human right was respected in the project implementation and workers were selected without any discrimination. The individual interviews and the focus group discussions, revealed that the behavior of the project technical staff was exemplary in regards to the respect of the rules of conduct and mutual respect of the beneficiaries and the population as a whole.

According to the beneficiaries of the road rehabilitation activities (in Boucan Richard, Pendu, Savane Carrée et Moulin), the project targeted the most critical problem which is the access to those localities which allow an increase of economic activities.

7.3.- Weaknesses

- No formal involvement of the local branches of the central government in spite of the memorandum of understanding signed with the Ministry of public works (MTPTC). Lack of collaboration with those entities (which also include the Ministry of Agriculture and Environment).
- No regular information meeting to discuss the progress of the project with all the actors involved.
- Administrative and financial management (procedures not adapted to an emergency project, tools and cement were not available on time)
- Lack of project visibility due to internal limitations (lack of human, material, and financial resources)
- Some interventions are not completely finished even after the completion date of all the activities.
- Lack of consultation of the CASECs leading to their limited participation in the project.
- Unbalance of rights and tasks of the workers in spite of the formal commitment made at the beginning of the project.
- The road rehabilitation activities were unfortunately implemented during the rainy season.
- Inadequacy between agricultural activities and bean seeds distribution.

Although the MTPTC signed a contract with CARE to intervene with heavy equipment in the 8th communal section of Ravine Gros-Morne in order to enlarge the width of the road in Perou, they didn't follow through with their commitment. As well, the Ministry of Environment could use their local arm in Gonaives to integrate their environmental protection policy into the project..

The local elected officials complain about the lack of communication observed during the implementation of the project. They wish they had regular information on the project advancement.

No mid-term evaluation was conducted in order to adjust project interventions according

to prior lessons learned.

7.4.- Recommendations

Based on the results of this evaluation and the conclusions drawn upon them the following recommendations can be made:

- Integrate all the actors of the project since the design phase.
- Elaborate a sensitization campaign and mobilization of the population around the field partners, launching workshops, project progress meetings.
- Continue to participate in the consultation forum established in the area with all the development actors particularly the local branches of the central government and territorial collectivities (consultation round table for example).
- Realize a mid-term assessment with all the actors and beneficiaries of the project. This exercise would allow the project managers to complete the information available in the reports in order to make necessary adjustments and to elaborate an educated exit strategy.
- Finally, it could be important to develop a strategic emergency plan which could use the different approaches with the field actors and field partners(central government representatives, local authorities, the population, the development associations, and some leaders and influential members of the civil societies).
- Better support to the KDSK with appropriate training activities
- Better coordination of the seed distribution activities through a memorandum of understanding where responsibility of each partner is clearly defined (seed acquisition, technical assistance to farmers) while taking into account the planting seasons of the areas.
- Continue in the future programs with the Food-for-Work activities because this particular activity allows reducing food insecurity and at the same time create social stability among the populations.