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**Coordination, programme and other questions:
long-term programme of support for Haiti**

Report of the Ad Hoc Advisory Group on Haiti*

Summary

The present report, which is based on the visit to Haiti of the Ad Hoc Advisory Group on Haiti in June 2011 and on the meetings of the Group with Haiti's development partners, describes progress made in the recovery process of the country and the challenges that continue to hinder it, which are mainly linked to the absence of clear lines of authority. In the light of the complexity of the situation on the ground, including the number of actors involved, both national and international, the Group could not provide an extensive overview of the activities undertaken and has highlighted the main points related to aid effectiveness and development policy options for strengthening recovery and reconstruction and establishing a highly needed, long-term economic plan for the country. The report concludes with recommendations addressed to the Haitian authorities and their development partners.

* The report is submitted late in order to reflect the findings of the visit of the Ad Hoc Advisory Group to Haiti from 15 to 18 June 2011.



Contents

	<i>Page</i>
I. Introduction	3
II. Tangible progress on the ground, in a precarious context	5
III. Coordination of international support: a work in progress	6
IV. Maintaining a high level of support to Haiti: a shared responsibility of the international community and Haitian political actors	10
V. Investing in priority sectors identified by the Haitian leadership	11
VI. Conclusion and recommendations	14
Annex	
Programme of the visit of the Ad Hoc Advisory Group to Haiti, 15-18 June 2011	18

I. Introduction

1. The present report is the seventh submitted by the Ad Hoc Advisory Group on Haiti to the Economic and Social Council at its substantive session since reactivation of the Group in 2004. Following a request made by the Government of Haiti at the time, the Council adopted resolution 2004/52, by which it decided to reactivate the Group, which had been established in 1999 to help to coordinate the development of a long-term programme of support for the country.

Mandate and composition of the Group

2. In accordance with Council decisions 2004/322, 2009/211 and 2009/267, the Group is composed of the Permanent Representatives of Benin, Brazil, Canada, Chile, El Salvador, Haiti, Peru, Spain and Trinidad and Tobago to the United Nations. In 2011, following requests by the Bahamas (E/2011/8), France (E/2011/80) and the United States of America (E/2011/69) to join the Group, the Council also decided to appoint the Permanent Representatives of the Bahamas and France to the United Nations and the Permanent Representative of the United States of America to the Economic and Social Council as additional members of the Group (see Council decisions 2011/207 and 2011/211). Since its first meeting, on 23 November 2004, the Group has been chaired by the Permanent Representative of Canada to the United Nations. As stipulated in decision 2004/322, the President of the Economic and Social Council and the Special Representative of the Secretary-General for Haiti are invited to take part in the Group's meetings.

3. In its resolution 2010/28, the Council decided to extend the mandate of the Ad Hoc Advisory Group until its substantive session of 2012, with a view to closely following and providing advice on Haiti's long-term development strategy to promote post-disaster socio-economic recovery, stability and reconstruction, with particular attention to the need to ensure coherence and sustainability in international support for Haiti, based on the long-term national development priorities, as contained in the Government's Action Plan for the Reconstruction and National Development of Haiti, and stressed the need to avoid overlap and duplication with respect to existing mechanisms. The Council also requested that the Group report on its activities in support of the recovery, reconstruction and development of the country, with recommendations, as appropriate, to the Council for its consideration at its organizational session for and substantive session of 2011.

Outline of the activities of the Ad Hoc Advisory Group

4. While most of the conclusions contained in the present report are based on the visit of the Group to Haiti from 15 to 18 June 2011, the Group's preliminary meetings with international non-governmental organizations, the staff of the Interim Haiti Recovery Commission and Resident Coordinator Nigel Fisher also provided information that facilitated the preparation of the document.

5. The political context delayed the timing of the visit and affected the opportunities for interactions with the national authorities. It is worth noting that since the previous visit, many developments have occurred in Haiti. On the reconstruction side, the Interim Haiti Recovery Commission had its first meeting

during the Group's visit in 2010 and has met on several occasions since then, approving numerous projects in various areas. The Haiti Reconstruction Fund, managed by the World Bank, was also set up. However, most of the reconstruction and recovery efforts were overshadowed by the political and electoral situation, creating concerns about the stability of the country. While the first democratic and peaceful transfer of power between two elected presidents in the history of Haiti has to be recognized and praised, uncertainties around the process remain a hindrance to the country's deeply needed recovery. At the time of drafting, Parliament had still not approved the nomination of a new Prime Minister, blocking the formation of a government. There was also an attempt to modify the Constitution, which, as a result of political and legal innuendos, was considered null and void.

6. The Group recognizes that realities on the ground have continued to pose challenges to the Haitian population and the United Nations country team. The visit of the Group in 2010 was planned in the middle of the recovery process, beginning with the devastating earthquake of 12 January, which was quickly followed by the hurricane season, the outbreak of cholera and an electoral process that was difficult and, at times, marked by civil unrest in the streets of Port-au-Prince.

7. The members of the Group wish to express their profound gratitude to the Haitian authorities who managed to find time, in a context of political transition and uncertainty, to help draw up the conclusions and to formulate the recommendations contained in the present report. The Group also wishes to express its appreciation for the open and constructive exchange with Haitian officials, including the Acting Prime Minister and Minister for Planning and External Cooperation, Jean-Max Bellerive; the President of the Senate, Rodolphe Joazile; the former designate Prime Minister, Daniel Rouzier; the Minister for Foreign Affairs, Marie Michèle Rey; and other members of the Cabinet. In addition, the Group is grateful to the Department of Economic and Social Affairs of the Secretariat for its constant and dedicated support of the work of the Group, the Deputy Special Representatives of the Secretary-General for Haiti and the head of the United Nations Stabilization Mission in Haiti (MINUSTAH), Kevin Kennedy, and Nigel Fisher and their able team, as well as the entire United Nations country team, for their excellent support during the visit and for the information and analysis provided during the numerous meetings organized for the Group.

8. The programme of the Group included a visit to Léogâne, a discussion with youth representatives, a briefing by the World Health Organization (WHO) and a Cuban medical representative and a meeting with the private sector (see annex). Even in the absence of a fully fledged government, the visit was considered highly fruitful, owing in large measure to the quality of the interactions held with the different actors of civil society, the private sector and the diplomatic and donor community, both in Port-au-Prince and outside the capital. The numbers of actors involved makes it difficult to provide an exhaustive overview of all the activities and interactions that took place. As a result of the post-electoral context that hindered reconstruction efforts in the country, many challenges have arisen, mainly linked to the absence of clear lines of authority. In the light of the complexity of the situation on the ground, including the number of actors involved, both at the local and international levels, the Group has highlighted the main points that can serve to strengthen recovery and reconstruction and build a highly needed, long-term economic plan.

II. Tangible progress on the ground, in a precarious context

9. The first finding of the Group is that the situation on the ground has improved since its visit at the same time in the previous year. The progress made in clearing and reconstruction work in Port-au-Prince and neighbouring towns is visible and shows that Haitian society is mobilized and that the aid provided by the international community has been useful.

10. The following figures are telling in this regard: close to 50,000 people leave the camps for internally displaced persons every month in order to settle in permanent or semi-permanent shelters. As a result, of the 1.3 million people living in the camps during the Group's visit in 2010, 680,000 remain in the camps, with an anticipated case load of 400,000 persons at the end of 2011. One of the flagship programmes of the new authorities is the closure of six camps in Port-au-Prince through the launch of long-term reconstruction in the corresponding 16 neighbourhoods of origin, a programme supported by the United Nations country team as part of its proactive engagement with the new presidential team. In this context, the issue of land reform will need to be addressed in order to provide secured tenure to internally displaced persons.

11. Tons of debris have already been removed as a result, inter alia, of the cash-for-work and food-for-work programmes. Today, several United Nations entities (United Nations Development Programme (UNDP), United Nations Human Settlements Programme, International Labour Organization and United Nations Office for Project Services) work together towards supporting the Ministry of Public Work, Transport and Communication to rehabilitate areas by setting up recycling systems that will remove and process debris in a sustainable manner. Through the recycling activities, small enterprises and a significant number of jobs have been created. The Group witnessed these activities during its trip to Léogâne, where it reviewed projects being organized by UNDP and the City Hall, including to evacuate 350,000 metric tons of debris and to operate a landfill site and a debris recycling plant. In addition to its labour-intensive nature, the project will foster the construction of school facilities by using the recycled debris, and will strengthen Haitian local capacities for project implementation. The Group encourages such an approach and calls for the rapid implementation of the project, which generates much expectation from the local population and can serve as a model of sustainable activities in a post-earthquake context.

12. Progress made in the fight against cholera also testifies to the capacity of Haitian and international actors to make a difference on the ground. The Group met with WHO representatives, and attended a presentation by representatives of the Cuban Medical Brigades, who have carried out epidemiological studies on the disease throughout the country, including in remote rural areas. It appears that while the disease has now diminished in numbers, it will continue to exist in Haiti for many years, and the rainy season may increase its incidence together with that of other diseases.

13. Although these examples are encouraging with regard to the effectiveness of the work carried out since the earthquake, they also highlight the precarious living situation of hundreds of thousands of people and the persistent poverty that affects about two thirds of the Haitian population. It is worth recalling that the country had

a negative annual growth rate of 8.5 per cent in 2010 because of the earthquake. Ongoing climate and earthquake threats only increase this vulnerability.

14. Moreover, due attention should be given to the impact of the global economic situation on the Haitian economy. Although the Government's monetary policy has so far contained the risk of inflation and maintained a stable exchange rate for the gourde, the increase in global food prices could fuel inflation and lead to social unrest. The recent history of Haiti points to the destabilizing impact that this kind of crisis can have at the political and institutional level.

III. Coordination of international support: a work in progress

15. Aid coordination is a major challenge on which the Group has been focusing for several years. It has become particularly urgent in view of the greater number of development partners providing aid to Haiti and the resources committed to the reconstruction process. This process has also given rise to new mechanisms, such as the Interim Haiti Recovery Commission (IHRC) and the Haiti Reconstruction Fund. It would now be possible to conduct an initial assessment of the work of those mechanisms.

Coordination within the United Nations system

16. The Group benefited during its visit from strong support by MINUSTAH and the United Nations country team and met with representatives of 15 United Nations agencies present on the ground. It is now largely recognized that the country team was successful in providing humanitarian assistance to the Haitian population while engaging in long-term development activities. After a difficult start, the humanitarian aid mechanisms, including the "clusters" which are groupings of international organizations and non-governmental organizations working in specific areas, have managed to organize humanitarian aid in an orderly manner. Mention should be made of the unifying role of the United Nations Resident Coordinator and the organizations that coordinate the "clusters", such as the International Organization for Migration in the area of camp management or the United Nations Children's Fund (UNICEF) for the water, sanitation and hygiene (WASH) cluster. The quick-impact projects carried out by MINUSTAH also enhanced the operational capacity of the Mission, including in disaster preparedness, while generating tangible benefits for the population.

17. While the level of collaboration among United Nations actors was enhanced even before the earthquake, it appears that such collaboration has increased since the Group's visit in June 2010. The rapid formulation of the integrated strategic framework has been the main vehicle for joint planning in a wide range of development sectors. The framework represents an important step in terms of United Nations integration in peacekeeping environments and towards the "Delivering as One" objective. The fact that the country team has submitted 18 projects to the Interim Haiti Recovery Commission, for a total of \$376 million, most of which involve several United Nations agencies, testifies to increased United Nations coherence. The Group encourages the systematization of joint programmes and their coordinated implementation.

18. Meetings were organized for the Group by the country team on cross-cutting issues, such as government capacity-building, the rule of law and the status of women, and on thematic issues, including education and health. The Group noted that the encounters not only brought together several United Nations actors working on issues of common interest, including MINUSTAH and United Nations development entities, but also Haitian civil society organizations, women parliamentarians and key donors in a given sector. While some overlaps and diverging priorities were noted, the meetings illustrated the capacity of the United Nations to play a leadership role and engage other development partners, including in their interaction with outside actors, such as the Group.

19. The complementary nature of the work of MINUSTAH, United Nations agencies and the international community is particularly important in the context of efforts to counter sexual violence against women, especially in the camps. The use of patrols and civilian police forces, together with advocacy and victim support services, provides a multifaceted response to a widespread problem.

20. Another important dimension is the decentralization of staff and projects outside of Port-au-Prince, which would strengthen local governance and development. In Léogâne, the Group met with eight United Nations actors present on the ground, creating added value in regions that traditionally receive less international assistance. Similarly, throughout the country, MINUSTAH carries out capacity-building activities in the municipalities, while UNDP, the World Food Programme, and the United Nations Environment Programme, among other entities, are developing joint sustainable development projects, such as watershed management, in various *départements*. The Group encourages the different agencies to pool their resources to expand their presence in Haiti as far as possible and support the decentralization efforts that everyone agrees are a necessary condition for the country's long-term development. The Group therefore encourages all development actors, primarily the United Nations organizations, to increase the proportion of their staff deployed outside Port-au-Prince, as the numbers of such staff are still insufficient.

Coordination among donors

21. Almost all of the interlocutors of the Group held the view that aid is still not sufficiently coordinated, which creates duplication and reduces the effectiveness of interventions. However, there are some positive examples, such as the aid provided for fighting cholera or for hurricane response. This is not the case for development aid activities, which are often criticized for being dispersed.

22. Efforts have been made by the donor community to exchange information and foster coherence in its support to Haiti, particularly through the Group of Twelve, the main group of donors in Haiti.¹ Innovative aid management tools have been put in place, in particular an aid management platform that allows for the tracking of donor funds pledged and disbursed against the priorities of the Government action plan, a tool that the Group has recommended in the past. The support provided in

¹ The Group of Twelve is composed of USAID, the International Monetary Fund, the United Nations, the World Bank, France, the Inter-American Development Bank, the Canadian International Development Agency, the Spanish Agency for International Development Cooperation, the European Union, Japan, Norway and one seat for Argentina, Brazil and Chile.

this field by UNDP in collaboration with the Office of the United Nations Special Envoy for Haiti deserves praise.

23. However, donor coordination can only be fully effective if a funding and planning process led by the Government is in place, whereby international partners can articulate their actions around nationally owned projects and activities. Clearly, Haiti has not reached this stage yet and the current political uncertainty further delays this prospect.

Coordination through the Interim Haiti Recovery Commission

24. The Interim Haiti Recovery Commission, established in April 2010 to coordinate and oversee recovery and reconstruction efforts, has approved, as of June 2011, 89 priority projects for a total budget of \$3.2 billion. A strategic plan has been prepared with priority goals related to the implementation of the Government action plan, to be carried out until the end of the Commission's mandate, which was originally planned for October 2011. The Commission also gathers a diversity of Haitian and international actors, including non-governmental organizations, and is supported by a secretariat staffed with experts from several development agencies, including UNDP.

25. The attention of the Group was drawn to the fact that the Commission has become a cumbersome structure with a complicated decision-making process and high operating costs. Its focus on projects has also restricted its ability to operate strategic planning and oversight. In addition, the lack of an Executive Director since April 2011 has had a negative impact on the functioning of the entity. In this context, the appointment of a Director by the new Government will be crucial. Similarly, decisions are needed on future steps in the work of the Commission, including the necessary adjustment of its strategies and modus operandi and its possible transformation into a fully fledged Haitian government institution, as originally planned. From this standpoint as well, the clarification of the Haitian political situation is a prerequisite for the functioning of the Commission and the orderly continuity of the reconstruction process. In the short term, it seems that an extension of the Commission's mandate beyond October might be considered, given its workload and the desirability of having its tasks completed.

Coordination through the Haiti Reconstruction Fund

26. The Haiti Reconstruction Fund, established by the World Bank and whose Steering Committee is chaired by the Minister of Finance of Haiti, has already allocated \$237 million to 14 projects, all previously approved by the Commission. The United Nations, the World Bank and the Inter-American Development Bank are implementing agencies of all Haiti Reconstruction Fund projects. As of mid-June 2011, 19 donors have committed \$352 million to the Fund. A total of 20 per cent of all reconstruction finance disbursed to Haiti has been channelled through the Fund. While this may appear to be a small proportion, it actually exceeds original expectations, given the experience of similar mechanisms established in other countries.

27. It is noteworthy that the Haiti Reconstruction Fund provides most of the funding allocated for debris management, an important area of work that is often

overlooked by donors, who favour more development-oriented activities. Support by the Fund also benefits the multilateral system, with UNDP projects funded through this channel. As a flexible mechanism, with a lifespan of at least seven years, the Fund contributes to increasing the transparency of international assistance and expanding the donor base. The Group encourages the Fund to play an active role in mobilizing resources, including from non-traditional donors, and to adapt its support for the priorities of the new Government when it is in place.

Alignment with national priorities

28. The Group welcomes the contributions made by the post-earthquake coordination structures to enhancing aid effectiveness to Haiti in a very complex environment. It also recognizes that in the longer term, the planning and funding processes in Haiti should be unique and Government led, in line with the principle of national ownership. A crucial step in this direction is the revamping of the key sectoral tables that were in place before the earthquake and that involved main national and international partners under the leadership of relevant ministries. The outgoing Prime Minister and Co-Chair of the Interim Haiti Recovery Commission, Jean-Max Bellerive, whom the Group met in Port-au-Prince, has played an important role in this exercise. In this regard, it is important that development partners provide ministries with the necessary capacities to effectively lead such tables.

29. The connection between the Interim Haiti Recovery Commission mechanisms and the sectoral tables needs to be better defined. In an effort to further align the Commission with Government processes, all projects are now approved by the Ministry of Planning and Development Cooperation and by key sector ministries prior to submission to the Board of the Commission. It appears to the Group that the sector tables should be directly linked and integrated within the Commission architecture in order to empower Haitian ministries to shape more directly the strategic planning, decision-making and funding of the Commission. Projects would be shared by the ministries leading the sector tables for funding by the Board, a process that would further align international support with Haiti's national action plan and the Government's priorities.

30. While the exact modalities for such interaction should be defined by the new political leadership in consultation with development partners, particularly those who are members of the Interim Haiti Recovery Commission, the Group favours an approach that increasingly gives a leading role to the Government of Haiti and empowers the ministries. It should also be kept in mind that given the difficulties currently encountered at the political level and the continued weakness of State institutions, there may be a need in the short term to maintain mechanisms that allow development organizations to directly request project funding from the Board of the Commission, provided that the proposals have been discussed and coordinated with relevant ministries beforehand.

31. In the meantime, it is essential that Haitian capacities be strengthened so that they can increasingly handle these processes. The Group reiterates the proposal contained in its previous report that a certain percentage of projects and related funding be directly implemented by the Haitian authorities, with a commensurate level of support provided for capacity-building through the training and mentoring of civil servants. The Group, which in its previous reports had noted with concern

the overrepresentation of non-governmental organizations in project execution in lieu of Haitian State capacities, noted with satisfaction the creation within the Commission, with UNDP support, of a non-governmental organization coordination unit aimed at sharing information on non-governmental organization proposals and at better regulating the sector.

IV. Maintaining a high level of support to Haiti: a shared responsibility of the international community and Haitian political actors

32. At the international donors conference on the theme “Towards a new future for Haiti”, held in New York on 31 March 2010, 55 public sector donors (national Governments and multilateral institutions) pledged a total of \$5.6 billion for Haiti’s recovery and development, \$4.6 billion for aid programmes and \$1 billion for debt relief. For the combined 2010-2011 time frame, donors have disbursed 36.1 per cent (\$1.66 billion). This leaves 63.9 per cent (\$2.93 billion) to be disbursed in 2011, with more than half of that amount already committed for specific projects. The sectors that have received the most support are social rebuilding, namely water and sanitation, education and health, and territorial rebuilding, particularly the transportation system.

33. The attention of the Group was drawn to the fact that there is a significant gap between available international funding aimed mainly at long-term projects and the funding needs identified by the Government for recovery efforts, including debris management. It is estimated that \$750 million is still urgently needed to allow for the immediate implementation of all priority projects approved by the Interim Haiti Recovery Commission. In addition, on the humanitarian side, the consolidated appeal launched by the United Nations for \$915 million was only 24 per cent funded at the midpoint review carried out in May 2011.

34. These figures call for the continued mobilization of the donor community to support Haiti. In addition to economic recovery and reconstruction, assistance by development partners will be required to restructure the economy by investing in energy and infrastructures, sustainable urban planning and building the capacity of the State to regulate economic activities. Additional financial support will be needed to facilitate this course of action. At the same time, further consideration should also be given to the best way to leverage the potential of aid in order to convince donors to maintain a high level of assistance.

35. The current political situation in Haiti raises concern in terms of the sustainability of donor support for the country. First, the polarization of political actors could hinder the continuity of development programmes and projects if one side ignores what has been initiated by the other. Second, the lack of an agreement between the executive and the legislative branches could lead to a paralysis of State institutions, with a negative impact on the country’s ability to engage in broad reforms. The Group stresses the need for constructive relations that will prevent a tabula rasa for relevant programmes, and will ensure the scale-up of development activities towards longer-term projects in key sectors.

36. Political uncertainties may also discourage some donors from channelling funds through Haitian institutions. This would be all the more unfortunate since

increased budgetary support has been provided to support recovery efforts, with about half of the recovery funds going directly or indirectly to the Government (44 per cent in grants and budget support, while multilateral agencies received 28 per cent and non-governmental organizations 27 per cent). This positive trend should not be undermined.

37. The Group was informed of the work undertaken to prepare for a budget (finance amendment act and budget for the financial year 2011-2012), aimed at ensuring the continued functioning of the State apparatus. In order for this exercise to be successful, the political situation should be clarified and there should be constructive interaction between the Parliament and the new team in power. Since 60 per cent of the Haitian budget continues to depend on international assistance, donors should receive assurances about this important process.

38. The same applies to the preparation of a second national growth and poverty reduction strategy paper, which was mentioned to the Group. The successful conclusion of such a process will depend on the capacity to carry out broad consultations with all sectors of society, including the Parliament.

V. Investing in priority sectors identified by the Haitian leadership

39. The Group held a series of consultations with a wide range of Haitian and international actors on key development dimensions that must be taken into account in order to strengthen recovery and reconstruction and build a long-term plan. In order to ensure aid effectiveness, it will be increasingly important to focus international support on priority sectors identified by the authorities in power, including the “four Es” that President Martelly has identified as major components of the recovery programme, namely education, employment, environment and the rule of law.

Education

40. The education sector in Haiti has long suffered from structural problems that have resulted in poor education quality, in spite of high societal demand. The sector was further weakened by the earthquake, with more than 4,000 schools damaged or destroyed. During the electoral campaign, President Martelly emphasized the need for free universal education in Haiti, with a commitment to enrol 400,000 children by September 2011.

41. In order to help implement the programme, a national education fund has been established using inputs from a new tax on incoming international telephone calls, the transfer of funds from the diaspora and donor contributions. The Group welcomes this innovative mechanism to finance development in a key sector where the new President is called to make a difference, and calls upon donors to support it.

42. Education partners have expressed concern to the Group regarding the feasibility of the policy in such a short time frame, essentially because of the lack of well-trained teachers for the number of additional children. Although donor commitment is high, and some arrangements are in place to accelerate the training of teachers, the commitment made during the electoral campaign may not be

implemented in the short term. The risk is therefore high that a growing feeling of dissatisfaction within the population could in turn fuel social unrest.

43. In this context, the Group calls for increased donor mobilization in support of the education sector in order to help the new authorities implement their innovative policy. The Group also stresses the need to make full use of the National Pact on Education, which has been the result of a two-year inclusive process undertaken by Haitian education experts.

Employment

44. Job creation is recognized by all as an imperative in Haiti. Today, 2.5 million people are recognized as unemployed or underemployed. In Port-au-Prince, housing- and debris-related activities create job opportunities, while in the provinces the major sectors continue to be agriculture, watershed management and road construction.

45. The private sector plays a major role in this respect. The Group met with representatives of the sector, including banks, and was encouraged by their call for the new Haitian administration and the international community to ensure the establishment of a level playing field that would enable investments to flourish and jobs to be created. They referred to the conclusions contained in the report of the Commission on Competitiveness, established in 2009 to enhance entrepreneurship and wealth creation² and welcomed the willingness of the new authorities in power to use the work of that Commission to inspire a policy that stimulated business.

46. One of the projects being considered is the creation of integrated economic zones, which would include industrial parks, transport facilities, including providing access to airports and seaports and training facilities. The existing private park in the North of the country should serve as an example for other regions of the country. As explained to the Group by the Economic Adviser to President Martelly, it is imperative to mobilize donors and investors, including from the diaspora, to translate that vision into reality. The Group supports this call for action, which will clearly signal the willingness of the authorities to engage in economic decentralization and to create job opportunities outside of Port-au-Prince.

47. As the Group has stressed in the past (see E/2009/105, para. 45), the garment sector and other industrial activities, as important as they may be, are unlikely to create a sufficient number of jobs (an estimated number of 50,000) to allow for in-depth societal changes. In a country where most of the population is rural, it is essential to continue to improve agricultural productivity and to empower farmers, including rural women. It is therefore important that the integrated economic zones should contribute to increasing productive capacity in agriculture through the development of networks based on local production.

48. Lastly, the establishment of a national policy for job creation, as advocated by the United Nations country team, agreed on by the Government, business federations and trade unions, would be a step further for social dialogue. Such an approach would show a welcome spirit of cooperation at a time when the country has to focus on political dialogue in order to break the institutional deadlock.

² For previous information by the Group on this Commission, see E/2009/105, paras. 41 to 43.

Environment

49. In its previous reports, the Group has highlighted the degradation of the environment in Haiti and the urgent need for sustainable development policies that would reconcile economic activity, social inclusion and environmental protection. It will not elaborate on this crucial matter in detail in the present document, although it welcomes the priority given by the Presidential team to the issue for the long-term development of the country.

50. During its visit, the Group was interested to learn about development projects that combine watershed management, flood mitigation and food security in several *départements*. The Group welcomes those projects and calls for further integration of disaster preparedness into capacity-building activities at the local and national levels, across sectoral ministries. Decentralization projects and plans should also take this dimension into account.

51. The Group also welcomes the idea of creating a ministry with a triple portfolio, covering the Interior, Territorial Planning and Environment, as presented by the Presidential team.

The rule of law

52. The rule of law was referred to frequently during the visit of the Group and the new leadership claims to have made it central to its strategy. The Group commends MINUSTAH for the efforts it has made over the past few months to give this issue its rightful place in the activities of the Haitian Government and in international aid.

53. The Group emphasizes the mainstream nature of this issue, which is referred to by many stakeholders when they describe their aspirations and activities. The rule of law must prevail to guarantee the security necessary for both individuals and economic activities to flourish; and to create a working environment that is conducive to development of the Haitian private sector and to foreign investment, as called for by the banking sector and others.

54. At the other end of the pyramid, civil society invokes the rule of law in its call for greater equality. Representatives of women's and young people's associations have expressed their aspiration for a fairer society, in which citizens would have legal recognition through a functioning registry system and would be protected from abuse, which now most often goes unpunished. The women's associations, for example, are arguing for the promulgation of laws that were drafted by preceding Governments but never considered by Parliament, such as the bills on responsible paternity, domestic labour and the recognition of consensual unions, the most common form of family union in Haiti. The Group has already referred to the importance of these texts in its previous reports (see, for example, E/2008/90, para. 18). Their review by Parliament could begin at any time as it does not require that a Government be fully functioning. The Group hopes that the establishment of a quota for women of 30 per cent of elective positions, which is currently under consideration, will lead to early consideration of these texts.

55. The issue of the rule of law has always been of particular interest in rural areas. Land reform requires the establishment of a land registration system to provide legal security for small farmers. Yet the call for land reform is now also

being made in the metropolitan area of Port-au-Prince, where the phased closure of camps for displaced persons is taking place with the establishment of progressive mechanisms for information and management of land and real estate tenure in order to determine the status of occupation prior to the earthquake and to strengthen security of tenure. The Group is aware of the difficult and sensitive nature of this task and is actively encouraging the authorities to engage in a reform process to that end as soon as possible.

56. The promotion of the rule of law can begin when government is functioning normally. Several interlocutors have referred to the recurrent problem of corruption, especially in the judiciary and the police force. It is also unlikely that tangible progress can be made if the legislative and executive branches cannot agree on the selection of a Prime Minister and the appointment of a Government. It would then be essential to establish the budget in order to avoid paralysis of the Haitian State and take advantage of the direct aid that is now available.

VI. Conclusion and recommendations

57. The Group considers that it is more than ever imperative for Haiti to remain on the international agenda and for appropriate support to be provided to the country, in particular through a strong United Nations presence on the ground, in the form of MINUSTAH and the United Nations country team, in Port-au-Prince and increasingly in other vulnerable areas of the country. The situation on the ground remains extremely complex. While improvements were noticed by the Group during its visit, they fell short of meeting the country's needs to ensure its political stability and economic and social development.

58. In this context, a long-term perspective on the development of Haiti will be necessary in order to translate the success achieved over the short- and medium-term into sustainable progress, provided that all political actors play their part in ensuring that the State institutions function adequately. The Group considers it important to follow the reform project that was addressed during its talks with policymakers.

59. At this critical juncture, the Group calls upon all relevant Haitian actors to develop a rapid course of action to promote a fully functioning Government in the near future in order to avoid any detrimental effect to the level of international assistance provided to the country and to its prospects for development. In the meantime, the continued mobilization of the donor community is needed in order to support Haiti in its current delicate situation and in the longer term.

60. For ease of reference, the recommendations formulated in the body of the report are summarized below for consideration by the Council.

Recommendations addressed to the United Nations system

61. The Group welcomes the increased capacity of the United Nations presence in Haiti to play a leadership role in humanitarian and development issues and recommends that the United Nations system do the following:

(a) Foster the sustainability of all reconstruction projects through an increased focus on national capacity-building;

(b) Systematize the joint programmes of United Nations entities and coordinate their implementation;

(c) Pool the resources of United Nations entities on the ground, including in the provinces, and encourage all development partners to increase their share of the number of staff posted outside of Port-au-Prince, thereby increasing local capacities and supporting decentralization efforts;

(d) Continue the promotion by MINUSTAH of the rule of law and its cross-cutting dimension in the work of both Haitian stakeholders and development partners.

Recommendations addressed to the Government of Haiti

62. The Group recognizes that much progress has been made by the Haitian authorities to sustain recovery efforts and recommends the following actions for their consideration:

(a) Make all necessary efforts to lead the coordination of donor support, and in this regard, reflect with development partners on ways to leverage the potential for aid;

(b) Appoint a Director to the Interim Haiti Recovery Commission, taking into account the possible need to extend the Commission's mandate beyond October, while deciding on future steps in the work of the Commission, including its possible transformation into a fully fledged Haitian governmental institution;

(c) Avoid "restarting" programmes and make full use of existing development support so as to allow for the scale-up of activities towards longer-term projects in key sectors;

(d) Promote clear and constructive interaction between the Parliament and the new Government in order to facilitate preparations for the 2011-2012 budget and the definition of future development plans;

(e) While implementing the new and innovative policy to fund the education sector, make full use of existing policy documents such as the National Pact on Education;

(f) Make all necessary efforts to enhance the rule of law, a key element in the creation of an environment that enables investment and job creation;

(g) Strengthen efforts towards improving agricultural productivity and empowering farmers, including rural women, while utilizing the potential of the integrated economic zones to increase productive capacities in the agricultural field through the development of networks based on local production;

(h) Implement a national policy for job creation involving the Government, business federations and trade unions, as an important step towards enhanced social dialogue;

(i) Integrate disaster preparedness into capacity-building activities at the local and national levels, across sectoral ministries, including in decentralization projects and plans, and formulate development projects that combine watershed management, flood mitigation and food security in several *départements* of the country;

(j) Encourage rapid consideration by the Parliament of draft laws prepared by former Governments aimed at improving the status of women and promoting their rights;

(k) Engage in a land reform process, including a land registration system in rural areas and progressive mechanisms of information and management of land tenure in Port-au-Prince in order to help in the process to close internally displaced persons camps.

Recommendations addressed to the donor community

63. To assist in the recovery and reconstruction of Haiti, as well as its longer-term development, the Group encourages the donor community to:

(a) Use the aid management platform established by the Haitian Ministry of Planning and External Cooperation to track donor funds pledged and disbursed against the priorities of the Government action plan and to allocate additional funding for the full operationalization of the action plan;

(b) Ensure that the Haiti Reconstruction Fund plays an active role in mobilizing resources, including from non-traditional donors, and adapt its support to the priorities of the new Government when it is in place;

(c) Support Haitian ministries in revamping the sectoral tables aimed at coordinating international support in key areas around the Government's priorities and provide the ministries with the necessary capacities to effectively lead such mechanisms;

(d) Clarify the connection between the Interim Haiti Recovery Commission mechanisms and the sectoral tables and integrate them within the Commission architecture so as to empower Haitian ministries to shape more directly the strategic planning, decision-making and funding of the Commission;

(e) Ensure that a certain percentage of projects and related funding is directly implemented by the Haitian authorities, with a commensurate level of support provided for capacity-building through the training and mentoring of civil servants;

(f) Continue to close the gap between funding for long-term projects and the recovery identified by the Government of Haiti, including debris management, while continuing to provide direct budgetary support;

(g) Respond to the call to fund the consolidated appeal launched by the United Nations for humanitarian activities in Haiti.

Recommendations addressed to the international community

64. The international community, including civil society organizations, should share in the recovery and long-term development of Haiti, and the Group encourages that community to:

(a) Enhance information-sharing on the contribution of non-governmental organizations to reconstruction and development activities and on improved regulation of such activities, including through the creation within the Interim Haiti Recovery Commission, with UNDP support, of a non-governmental organization coordination unit;

(b) Keep the macroeconomic situation in Haiti under review, including the impact of the volatility of food prices on the country's economy, and provide appropriate support to the Government to assist in maintaining macroeconomic balances;

(c) Ensure sustained funding in order to allow Haiti to engage in longer-term development, invest in such sectors as energy and infrastructure, sustainable urban planning and State capacity-building, and provide funds for all priority projects approved by the Interim Haiti Recovery Commission;

(d) Support the national education fund to finance the development of education.

Annex**Programme of the visit of the Ad Hoc Advisory Group to Haiti, 15-18 June 2011****Wednesday, 15 June**

- 12.25 p.m. Arrival at Toussaint Louverture International Airport
- 2.15 p.m. Meeting with the Minister for Foreign Affairs, Marie-Michèle Rey (Ministry of Foreign Affairs)
- 4 p.m. Meeting with the Deputy Special Representative of the Secretary-General/Resident Coordinator/Humanitarian Coordinator, Nigel Fisher United Nations Stabilization Mission in Haiti (MINUSTAH)
- 4.30 p.m. Meeting with the United Nations country team, chaired by Mr. Fisher, including a briefing by the Office for the Coordination of Humanitarian Affairs on the humanitarian situation (MINUSTAH)
- 6 p.m. Cocktail buffet with the donor community, hosted by Mr. Fisher

Thursday, 16 June

- 6 a.m. Visit to Léogâne (by helicopter)
- Meeting with the United Nations country team
 - Visit to a debris removal and recycling project site
 - Visits to dumping and recycling sites
- 1 p.m. Meeting with the President of the Senate, Jean Rodolphe Joazile (Parliament)
- 3.15 p.m. Meeting on gender-based and sexually-based violence with MINUSTAH, United Nations country team, women parliamentarians and Haitian women's groups (MINUSTAH)
- 6 p.m. Cocktail hosted by the Ambassador of Canada (Residence of the Ambassador)

Friday, 17 June

- 8.30 a.m. Meeting with the designated Prime Minister, Daniel Rouzier (National Palace)
- 10 a.m. Meeting with the outgoing Prime Minister, Jean-Max Bellerive (Residence of the Prime Minister)
- 11.30 a.m. Meeting with the Economic Adviser to President Michel Martelly, Wilson Laleau (National Palace)

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- 1.30 p.m. Meeting with the Haiti Reconstruction Fund (MINUSTAH)
- 3 p.m. Meeting on government capacity-building with MINUSTAH and the United Nations Development Programme (UNDP) (MINUSTAH)
- 4 p.m. Meeting on education (United Nations Educational, Scientific and Cultural Organization/United Nations Children's Fund/World Bank/Canadian International Development Agency) (MINUSTAH)
- 5.30 p.m. Meeting with the representatives of the private sector (Pétion-Ville)
- 8 p.m. Dinner hosted by the French Ambassador (Residence of the Ambassador)

Saturday, 18 June

- 9 a.m. Meeting on the rule of law with MINUSTAH, UNDP and other United Nations country team members (MINUSTAH)
- 10.30 a.m. Meeting with Haitian children and young people, with World Vision International and other non-governmental organizations (MINUSTAH)
- 11.30 a.m. Meeting on cholera with the Cuban Medical Brigades and World Health Organization/Pan American Health Organization (MINUSTAH)
- 12.15 p.m. Debriefing with the Acting Chief of MINUSTAH, Kevin Kennedy, and the Deputy Special Representative of the Secretary-General/Humanitarian Coordinator/Resident Coordinator, Nigel Fisher (MINUSTAH)
- 1 p.m. Departure to New York
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