



CENTRAL PLATEAU DEPARTMENT, HAITI

REVIEW OF FOOD FOR PEACE MARKET-BASED EMERGENCY FOOD ASSISTANCE PROGRAMS

Haiti Case-Study Report

REPORT BY TANGO INTERNATIONAL

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ACRONYMS

ACF	<i>Action Contre La Faim</i>
ASEC	<i>Assemblée de la Section Communale</i> (Assembly of the Communal Assembly), Government of Haiti
CASEC	<i>Conseils d'Administration de la Section Communale</i> (Administrative Council of the Communal Assembly), Government of Haiti
CFA	Cash for Assets
CFW	Cash for Work
CNSA	<i>Coordination Nationale de la Sécurité Alimentaire</i> (National Coordination for Food Security), Government of Haiti
CRS	Catholic Relief Services
DESAH	Drought Emergency Social Assistance for Haiti program, CARE
DPC	<i>Direction de la Protection Civil</i> (Department of Civil Protection), Government of Haiti
ECHO	European Commission's Humanitarian Aid and Civil Protection Department
EFSP	Emergency Food Security Program
EMMAS	Emergency Market Mapping and Analysis Studies
EMOP	Emergency Operations, World Food Programme
FAO	United Nations Food and Agriculture Organisation
FCS	Food Consumption Score
FDHS	Food Assisted Development and Humanitarian Support, USAID
FEWS NET	Famine Early Warning Systems Network
FFP	Food for Peace
FFW	Food for work
FGD	Focus Group Discussion
GDP	Gross domestic product
GTSAN	Technical Group for Food Security and Nutrition
HDDS	Household Dietary Diversity Scores
IP	Implementing Partner
IPC	Integrated Food Security Phase Classification
KI	Key Informant
LRP	Local and Regional Purchase (of food)
MARNDR	<i>Ministère de l'Agriculture des Ressources Naturelles et du Développement Rural</i> , Government of Haiti
MAST	<i>Ministère des Affaires Sociales et du Travail</i> (Ministry of Social Affairs and Labor), Government of Haiti
MICT	Ministry of Interior and Territorial Communities, Government of Haiti
MINUSTAH	The United Nations Stabilization Mission in Haiti
MSPP	Ministry of Public Health and Population
OCHDA	United Nations Office for the Coordination of Humanitarian Affairs
OFDA	Office of U.S. Foreign Disaster Assistance
PDM	Post Distribution Monitoring
PIO	Public International Organization
PRUSRA	Emergency and Support to Agricultural Recovery Program, ACF

SSSA	Seed System Security Assessment
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
WFP	World Food Programme
VSLA	Village Savings and Loan Association

SUMMARY FINDINGS FROM HAITI

Haiti is a very low-income country with a degraded ecological setting that faces repeated threats from multiple hazards. It is an excellent example of Food for Peace (FFP) linking emergency and development funding through the Kore Lavi Title II program that serves as a model for the national social protection program. FFP effectively provides multiple and blended food assistance modalities as well as modalities that are sequenced and layered where implementing partners provide a combination of different types of assistance through different modalities, depending on the needs of the Haitian population. This approach has shown to be an effective strategy for addressing both short- and long-term needs to improve resilience trajectories. Families were relocated to evacuation centers and received hot meals even before Hurricane Matthew struck in 2016 in part due to the versatility of Title II 202(e)-enhanced funds. As an example of sequencing, this was followed by cash transfers and essential non-food items for immediate shelter and hygiene through close cooperation between FFP and the Office of U.S. Foreign Disaster Assistance. FFP-funded implementing partners also provided unconditional cash transfers, Cash for Work, and agricultural vouchers in the months following the hurricane to ensure layered programming would meet beneficiaries' needs. Beneficiaries in Kore Lavi areas also received food voucher programming to meet ongoing food security needs.

I. INTRODUCTION

CASE STUDY SCOPE AND APPROACH

This report is one of seven case studies conducted under a global review of Food for Peace (FFP) market-based emergency programs (MBEP) that received Emergency Food Security Program (EFSP) or Title II 202(e)-enhanced funding between FY 2010 and 2016. This case study provides information about the global review's four main objectives: (1) establish a historical narrative about FFP market-based emergency food assistance programming between 2010 and 2016, (2) review program design and implementation processes, (3) analyze program cost-efficiency trends across a range of variables, and (4) identify developmental impacts of the projects on local economies and market actors.

The global review¹ is based on: FFP's guidance, award documents, and partner reports; field visits to seven countries specified by FFP; and data, documentation and information provided by FFP, IPs, key informants, and program beneficiaries. A consistent methodology was used across cases to allow for comparison and aggregation of findings for the Global Report. The review is intended to gather lessons learned that focus on how FFP, as a unique actor and the largest international food assistance donor, has evolved to address food security in crisis contexts.

For this case study, the review team used secondary data spanning multiple emergencies in Haiti, beginning in 2010, while qualitative information focused on the most recent shocks, including the recent multi-year drought and Hurricane Matthew. Field work was conducted in Haiti from June 5 to July 27,

¹ A review differs from a program evaluation or audit in that it is a broad assessment of program performance, process, and operational issues. The United Nations Development Program defines a "review" as "distinct from evaluation and more closely associated with monitoring. They are periodic or ad hoc, often light assessments of the performance of an initiative and do not apply the due process of evaluation or rigor in methodology." (UNDP 2009)

2017. While the review team was able to gather important information on the response to Hurricane Matthew and on the most recent drought (2014-2017), FFP's 2016-2017 response to Hurricane Matthew was recorded under fiscal year 2017.² This review only reports funding through FY2016; review and evaluation documents from IPs and FFP on the Hurricane Matthew response have yet to be released. Graphs and figures in this report reflect the MBEP review period from FY2010-2016. For further details, see Annexes 1 and 4. This report concludes with recommendations for FFP about good practices and approaches to continue, and those that FFP should consider modifying in Haiti.

COUNTRY CONTEXT

Haiti's complex socio-political context, economic difficulties, and susceptibility to both slow-onset and high impact natural disasters, make achieving food security a continuous challenge. In recent years, Haiti has experienced tumultuous elections and protests, a weakening currency, continued population growth, a binational migration crisis, urbanization, and a high level of poverty. A series of natural disasters have increased instability and have left the population struggling as the country braces itself for disaster after disaster. Many of these events contribute to the long-term challenges of increased soil degradation, aquifer depletion, loss of soil fertility, and river sedimentation that impact the livelihoods of the most vulnerable communities and affect food security across the country. The most recent data (2012) indicates that nearly 60 percent of the country lived below the national poverty line (World Bank 2017a). It should be recognized that the shocks of recent years (see Table 1) are situated within a much longer and complex modern history of natural and economic crises, poor governance, civil unrest, and international aid strategies in Haiti. The impacts of recent emergencies and donor response are discussed further below under Recent Emergencies and Market Response and in section 2.

Table 1: Summary of key events, shocks, and stressors in Haiti (2010-2016) and FFP emergency response^{3,4}

- January 12, 2010—Magnitude 7.0 earthquake hits the capital Port-au-Prince with aftershocks in the region for days after, affecting three million people. The death toll numbers are inconclusive, but Haitian officials estimate over 300,000 people were killed. (FFP's 2010 earthquake response: \$26.8 million).
- International donors pledge \$5.3 billion for post-quake reconstruction at conference at United Nations headquarters (March 2010).
- October 2010—Cholera outbreak claims approximately 3,500 lives and triggers violent protests. The source of the outbreak is believed to be recently arrived United Nations soldiers.
- November 2010—Presidential and parliamentary elections. Announcement in December of inconclusive results of presidential election triggers violent protests. Michel Martelly wins second round of presidential election (March 2011). Hurricane Tomas brings heavy rain, causing floods and heavy damage. (FFP response to Hurricane Tomas: \$5.9 million)
- July 2011—Cholera outbreak death toll reaches nearly 6,000.
- November 2012—Tropical Storm Isaac makes landfall in Haiti

² Although FFP's 2016-2017 response was recorded under FY17, the review team used internal monitoring data from CRS' response to the hurricane (See Annex 5 for more information on CRS' Seed Voucher and Cash Transfer Program Responding to Hurricane-Affected Communities in Haiti's Southern Peninsula).

³ For a summary of FFP's response in Haiti, please see Section 2. Historical narrative of FFP market-based food assistance.

⁴ For additional details on FFP's response, please see Annex 5: Summary of FFP funding in Haiti. Funding amounts reflect the sum of the total of each project's response per the original budget according to project documents.

Table 1: Summary of key events, shocks, and stressors in Haiti (2010-2016) and FFP emergency response^{3,4}

- October 2012—Hurricane Sandy destroys the homes of over 20,000 people, destroys crops, and exacerbates the cholera epidemic (FFP's combined response to Hurricane Sandy/Tropical Storm Isaac/drought and recovery efforts from 2012-2013: \$11.7 million).
- November/December 2013—Protests in Port-au-Prince and other major cities continue through 2014, voicing discontent about the overdue election, unemployment, and corruption.
- December 2014—Prime Minister Laurent Lamothe resigns.
- January 2015—Drought conditions by the end of 2014 affecting one million people, particularly in Southeast, Northwest, and Artibonite regions. Drought continues through 2017, aggravating the situation of millions of food-insecure people (ReliefWeb 2017). (FFP's response to the multi-year drought and agricultural recovery efforts: \$22.9 million).
- August 2015—First round of long-overdue parliamentary elections.
- February 2016—Martelly ends his presidential term without a successor and the run-off presidential election is postponed indefinitely. Parliament appoints Jocelerme Privert as interim.
- October 2016—Hurricane Matthew kills hundreds and destroys thousands of homes. (FFP's response to Hurricane Matthew: \$9 million)
- January 2017—Provisional Electoral Council declares Jovenel Moise winner of November 2016 presidential elections, ending a political crisis over electoral fraud that began October 2015.

Source for key events, unless otherwise indicated: (BBC 2017).

Note: FFP budget information is aggregated across projects based on IP project document's original budgets.

LIVELIHOODS/FOOD SECURITY: It is estimated that out of Haiti's total population of over 10 million people, half are rural residents (FEWS NET 2015). The plains and plateaus suitable for farming comprise only one third of the country's total surface area, and population density is high overall (375 people per square kilometer); yet, the agriculture sector contributes to about 25 percent of the gross domestic product (GDP). Rural residents struggle to maintain their livelihoods in crop production on small subsistence farms, with some small-scale animal production, and with various other income generation activities. FEWS NET recently found that "middle" and "better-off" households across the country's four livelihood zones are more able to rely on their own crop production for their households' energy needs than "poor" and "very poor" households, whose main source of food is market purchases. With the economic and political challenges facing rural crop producers, poorer households have to rely on other sources of food and income. The household economy of poorer households depends on a larger number of income sources than the better-off categories of households, and their sources may be less stable and lower income, such as informal (casual) labor and petty trade (FEWS NET 2015).

The recurring shocks and stressors in Haiti have caused food production to decline over the past 30 years and have created a dependence on food imports (USAID Haiti 2017) with negative trends in food self-sufficiency (Jolly, Bayard, and Nguyen 2011). Haiti imported 75 percent of rice and 5 percent of its maize needs in 2013/14 (pre-drought), reaching record high imports of cereals in 2015 (FAO 2017a). The impacts of natural and man-made disasters have strong implications for food security and for vulnerability to future climate events and natural disasters. Countrywide, about 3.6 million people are food insecure, of which 1.5 million people are severely food insecure (CNSA and WFP Haiti 2017a). In

2012, global acute malnutrition, severe acute malnutrition, and chronic malnutrition rates were estimated at 5 percent, 1 percent, and 22 percent, respectively (MSPP 2012).⁵

The food security and nutrition situation in Haiti is connected to poor infrastructure and the limited capacity of the government to provide adequate health care. A lack of a clean water supply is exacerbated by flooding and extreme climate events and contributes to worsening health. The lack of a central sewage system in Port-au-Prince makes hygiene and sanitation issues in the capital especially challenging, as waterborne diseases and outbreaks, such as cholera, undermine the fragile health status of a food insecure population.

FINANCE AND TELECOMMUNICATIONS: Haiti's weak legal and institutional frameworks contribute to a financial system that does not meet the needs of most Haitians, hampering economic growth and development (IMF 2008). In 2016, less than 2 percent of Haitian adults were registered in the public credit registry (WB 2017a), indicating that additional efforts are needed to continue to expand financial inclusion.⁶ However, the country's first credit bureau opened in 2017, a sign that the financial investment climate in Haiti is improving (IDB 2017). Recent data suggests that telecommunications coverage is also slowly improving. A growing number of Haitians are subscribing to mobile phone plans: almost 69 percent of the population subscribed in 2012 compared to 0.6 percent in 2000. Internet coverage remained low with only 12.2 percent of the population using the internet in 2012.⁷

RECENT EMERGENCIES AND MARKET RESPONSE: Haiti is currently recovering from a three-year drought, which, coupled with the 2015-2016 El Niño phenomenon, has been particularly devastating for departments in Haiti where households have experienced chronic food insecurity (CNSA and WFP Haiti 2017a). The rainfall deficit in the country's main agricultural areas is one of the primary contributors to Haiti's food insecurity as agricultural production is insufficient to meet the population's food needs. The area of cultivated land in 2016 was expected to be 20-30 percent below normal due to lower incomes and higher-than-usual seed prices. The scope of crop losses has dramatically decreased farmer income and increased dependence on market food purchases. Medium- and longer-term downstream household impacts from the sustained reductions in income include, decreased savings, fewer agricultural labor opportunities, reduced school attendance, and higher malnutrition (CNSA and WFP Haiti 2017a).

Along with the ongoing drought, on October 4, 2016, Haiti was struck by Hurricane Matthew. The hurricane has had a particularly serious impact on the infrastructure and the livelihoods of communities in Haiti's agricultural areas, affecting more than 60 percent of households in Grand Anse, South, Nippes, Southeast, Northwest, La Gonâve, and Artibonite departments (WFP Haiti 2017a). The hurricane disrupted trade, agricultural- and livestock-based livelihoods, destroyed homes, further propelled migration, and increased internally displaced populations.

The combination of damages from Hurricane Matthew and the continued drought have made for two years of poor harvests and above-average prices for domestic crops (FEWS NET and CNSA 2016). Poor households are highly susceptible to these kinds of impacts. Between June and September 2017, most departments in Haiti were categorized as Phase 2 (stressed) or Phase 3 (crisis) per the Integrated Food Security Phase Classification (IPC) (CNSA and WFP Haiti 2017b). As noted above, modest agricultural

⁵ Most recent data available is from 2012.

⁶ Public credit registry coverage is expressed as the percentage of individual adults and firms "listed in a public credit registry with current information on repayment history, unpaid debts, or credit outstanding" (World Bank 2017a).

⁷ The most recent available information for Haiti at the national-level is from 2012.

cereal production also led to a significant increase in commercial food and food aid imports for cereals in 2016, as compared to Haiti's five-year average (from 2012/13-2016/17) (FAO 2017a). Commercial maize and rice imports are expected to remain above average during the 2016-2017 marketing year, while commercial wheat imports will likely remain unchanged from the previous year (FAO 2017a).

Rice is a particularly important cereal for Haiti, and multiple actors are working to improve domestic production. Rice accounts for about one-quarter of total caloric consumption, and it is a significant crop related to Haiti-U.S. relations. Haiti imports rice from the United States, which accounts for 10 percent of all U.S.-rice exports (IDB 2017). With efforts by the Government of Haiti and international development actors, domestic rice (paddy) production appears to be recovering from the past years' shocks. In 2016, 172,000 tons were produced, which is an improvement over the previous five-year average of 155,000 tons. The forecast for 2017 shows even greater gains (FAO 2017a). Despite these gains, it is expected that above-average imports for 2017-2018 will be needed to ensure availability and accessibility. The average retail price for imported rice over the study period (2010-2016) was \$1.01/kg⁸ in Port-au-Prince and \$1.16/kg in other major markets (Hinche, Jacmel, and Jérémie). This is lower than the average price of \$1.93/kg for domestic rice purchased in Port-au-Prince during the same time period, and significantly lower than in other major markets, approximately \$2.56/kg (FAO 2017b).

Table 2 shows the average, minimum, and maximum prices for the staple foods of beans, rice, and maize in Port-au-Prince. Black beans, a critical protein for poor households, increased a full dollar per kilogram, registering its maximum price (\$2.27) in October 2012. Local maize has been the least volatile among these staple foods purchased in the capital, fluctuating from \$0.46/kg to \$0.86/kg during the study period. Rice prices, both imported and local, dropped to their lowest prices toward the end of 2016.

Table 2: Retail price of staple foods in Port-au-Prince from 2010-2016

\$/Kg	Avg Price	Std dev.	Min Price	Min Date	Max Price	Max Date
Beans (black)	1.64	0.29	1.26	10-Jul	2.27	12-Oct
Beans (red)	2.08	0.17	1.68	13-Jul	2.54	15-Dec
Maize meal (imported)	1.09	0.14	0.84	16-Aug	1.39	12-Sep
Maize meal (local)	0.62	0.09	0.46	14-Nov	0.86	13-Mar
Rice (imported)	1.01	0.14	0.73	16-Aug	1.41	10-Jan
Rice (local)	1.93	0.26	1.37	16-Nov	2.29	11-Mar

Source: FAO. 2017. GIEWS Food Price Monitoring and Analysis (FPMA) Tool.

The market system of Haiti relies on a range of actors to distribute staple foods to urban and rural locales across the country. Notably, there are distinct supply chains for imported versus local goods. For both of these, small itinerant vendors (the "*Madame Sara*"), play an important role redistributing goods from wholesalers and retailers to consumers and other traders (WFP Haiti 2016a). WFP's market analysis in December 2015 found that most traders, who play a critical role in trade flows across the country, do not have access to credit (83 percent of *Madame Sara* and 52 percent of open-air retailers surveyed), and many do not use the banking system for their business. The *Madame Sara* and smaller traders who deal mostly in local production have experienced significant challenges due to lack of supply because of drought- and shock-related production decreases. Supply constraints are also caused by costly transportation and poor infrastructure and road conditions. The FEWS NET Haiti livelihoods profile (FEWS NET 2015) characterizes market conditions in the four main livelihood zones as the following:

⁸ Currency is in United States dollars unless otherwise noted.

- 1) **Dry Coastal Zone (maize and charcoal) of Artibonite and Northwest Departments:** Households purchase most supplies and staples from local markets and occasionally from Port-au-Prince. Drought has severely affected local crop production. The few local crops that are sellable, are sold at local markets, where they are purchased by crop collectors or middlemen and shipped to Port-au-Prince and Gonaïves. Trade between those large consumer centers and crop-producing areas is extremely limited by road conditions, however, there is a growing number of motorbike taxis carrying passengers and goods.
- 2) **North Tubers and Horticulture of North/Northeast Departments:** Households purchase most staples (mainly imports) from local markets, which also serve as outlets for agricultural commodities (e.g., bananas, yams, sugar cane, citrus fruits, fish, other seafood). Markets are also filled with commodities from border areas of the Dominican Republic, causing strong competition between imported and locally-grown products. Due to poor roads, there is a designated collection site for larger outlets to pick up local crops for transport.
- 3) **Central Plateau Area (maize and tubers):** The rugged terrain and lack of paved roads limit access of crop-producers and local households to major markets. There are just four trade routes through the area. Middle and better-off households own donkeys and horses to help them transport goods to municipal and district markets. Commerce with the Dominican Republic is very important for villages near the border. Many Haitians seek unskilled farm and nonfarm labor (construction or domestic work) and other services across the border.
- 4) **Rice Plains of the Artibonite:** This region is small, with high population density and multiple urban centers. Rice trade moves from production areas to municipal section markets to the large department markets and then on to consumer markets. The main rice sales season is from November to January. Local rice competes with imported and less-expensive rice from the Dominican Republic and East Asia. Potatoes, market garden vegetables, and bananas follow the same trade route as rice, but are also sold locally. The region's production draws in seasonal farm labor from other areas.

2. HISTORICAL NARRATIVE OF FFP MARKET-BASED FOOD ASSISTANCE

The United States government has been the largest donor to Haiti for many years. It has provided emergency and development funding in Haiti for approximately 50 years to help address disasters and political instability and to promote economic growth and security (USAID 2017b). At the time of the field study (June/July 2017),⁹ the Haiti Humanitarian Response Plan 2017 requested \$291.3 million and was funded at 19.2 percent (\$55.9m) (OCHAa 2017). The United States Government contributed \$21.1 million, followed by the European Commission's Humanitarian Aid and Civil Protection Department (ECHO) (\$12 million), Canada (\$4.3 million), United Kingdom (\$2.9 million), and Japan (\$2.6 million), among others. The main recipients of the funding are agencies of the United Nations and international non-governmental organizations (NGOs). The sectors with the largest humanitarian financial needs included: 1) food security, 2) shelter/non-food items, 3) cholera, 4) other health needs, and 5) early recovery and livelihoods, the latter, which was lacking any funds at that time (July 2017). The United States surpassed any other foreign government in relief funding to Haiti for the 2010 earthquake response. According to funding totals calculated by the United Nations Office of the Special Envoy for Haiti, multilateral and bilateral donors allocated approximately \$13.3 billion to relief and recovery efforts in Haiti for 2010-2020; of this, an estimated 48 percent (\$6.4 billion) had been

⁹ Please see Annex I: Approach for additional information on the review team's field work and time frame.

disbursed by 2012 (UN Office for the Special Envoy for Haiti, n.d.). For perspective in scale to Government of Haiti resources, the revenue of the Government of Haiti from 2010 to 2012 totaled \$3.2 billion.

The United States was also the largest contributor to the flash appeal for Hurricane Matthew in 2016 (OCHAb 2017), with more than \$101 million provided by USAID FFP, USAID Office of U.S. Foreign Disaster Assistance (OFDA), USAID Haiti, and the United States Department of Defense combined (USAIDa 2017). Due to the sheer devastation, and given the lack of functioning markets, food commodities were provided immediately in response to the hurricane by WFP, followed by MBEP, including unconditional cash transfers, and agricultural vouchers to supplement food assistance (USAIDa 2017). Primary data from key informants indicated that good planning allowed families to relocate to evacuation centers where they received hot meals even before the Hurricane Matthew struck due to the versatility of 202(e)-enhanced funds. This was possible thanks to funding sources from multiple USAID offices which allowed for a combination of assistance aimed at improving immediate nutrition and food security, but also activities geared at hygiene and sanitation, recovery operations, agriculture, livelihoods, and shelter (USAID Haiti 2017). The complementarity, and flexibility, across offices targeting different activities was suitable to help the Haitian population address immediate needs and is expected to help them transition towards improved wellbeing outcomes.

FFP ROLE IN HAITI

During the review period (2010-2016), the bulk of emergency food assistance from USAID FFP was provided through EFSP and a smaller amount was provided through Title II 202(e) and 202(e)-enhanced funds.¹⁰ From FY2010 to 2016, FFP-funded programs provided cash transfers; vouchers; locally and regionally purchased food (LRP); and complementary services.^{11,12} Immediately following the 2010 earthquake, EFSP funding reached nearly \$48 million, and most of the assistance was provided as cash transfers (Figure 1). In 2013, EFSP funding was used to respond to multiple emergencies—Hurricane Sandy, drought, and Tropical Storm Isaac—primarily through cash transfers and vouchers. In FY2016, prior to Hurricane Matthew, EFSP funding had reached \$20 million, most of which was for cash transfers. While FFP funding for Hurricane Matthew was recorded under fiscal year 2017¹³ (just outside of the review period of FY2010-2016), recent data indicates that FFP’s response to Hurricane Mathew has provided assistance to over one million people across the country (USAID 2017). Primary data collected by the review team from key informants suggests that 202(e)-enhanced funds distributed in calendar year 2016 played a critical role in the emergency response.

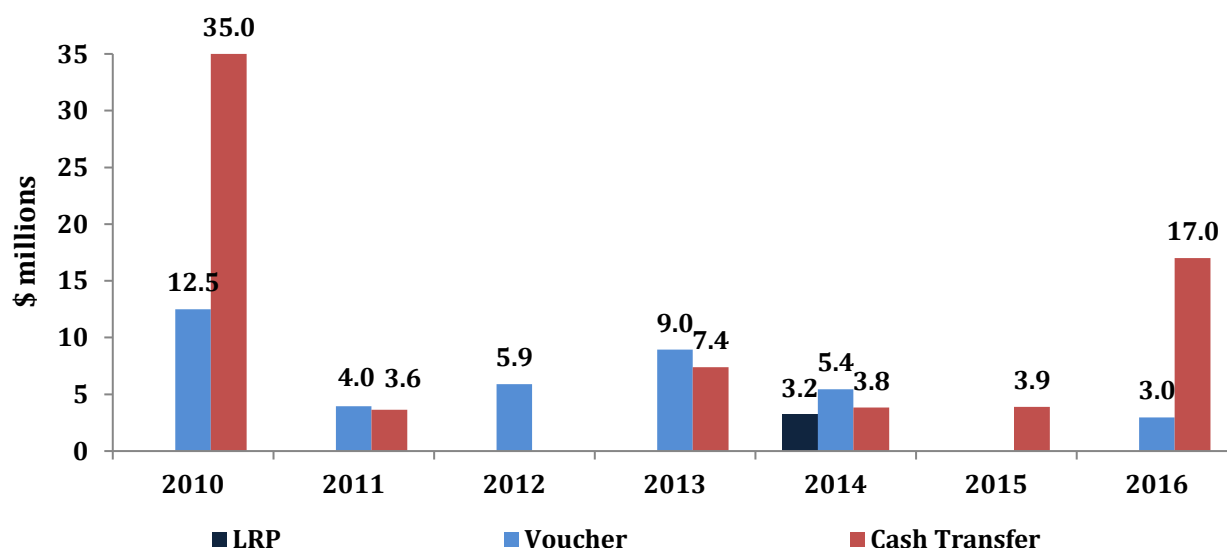
¹⁰ Title II 202(e)-enhanced funding is also referred to by FFP, as “impact funds” or Enhanced Section 202(e). This report will refer to funds from this funding source as “202(e)-enhanced.”

¹¹ Complementary services, as described in the FY2015 Annual Program Statement are activities that support the primary food assistance interventions and can include activities focused on improving agriculture and food security (e.g., inputs such as seeds and tools), livelihoods, and nutrition.

¹² FFP and key informants report that 202(e)-enhanced funds were provided following Hurricane Matthew in 2016, funding that was used to provide for hot meals in evacuation centers.

¹³ Please note Table I below provides information received from FFP’s funding trackers for fiscal year 2010-fiscal year 2016 and does not include FFP’s response to Hurricane Matthew.

Figure 1: FFP emergency funding (EFSP and 202(e)-enhanced per modality in Haiti, FY2010-2016



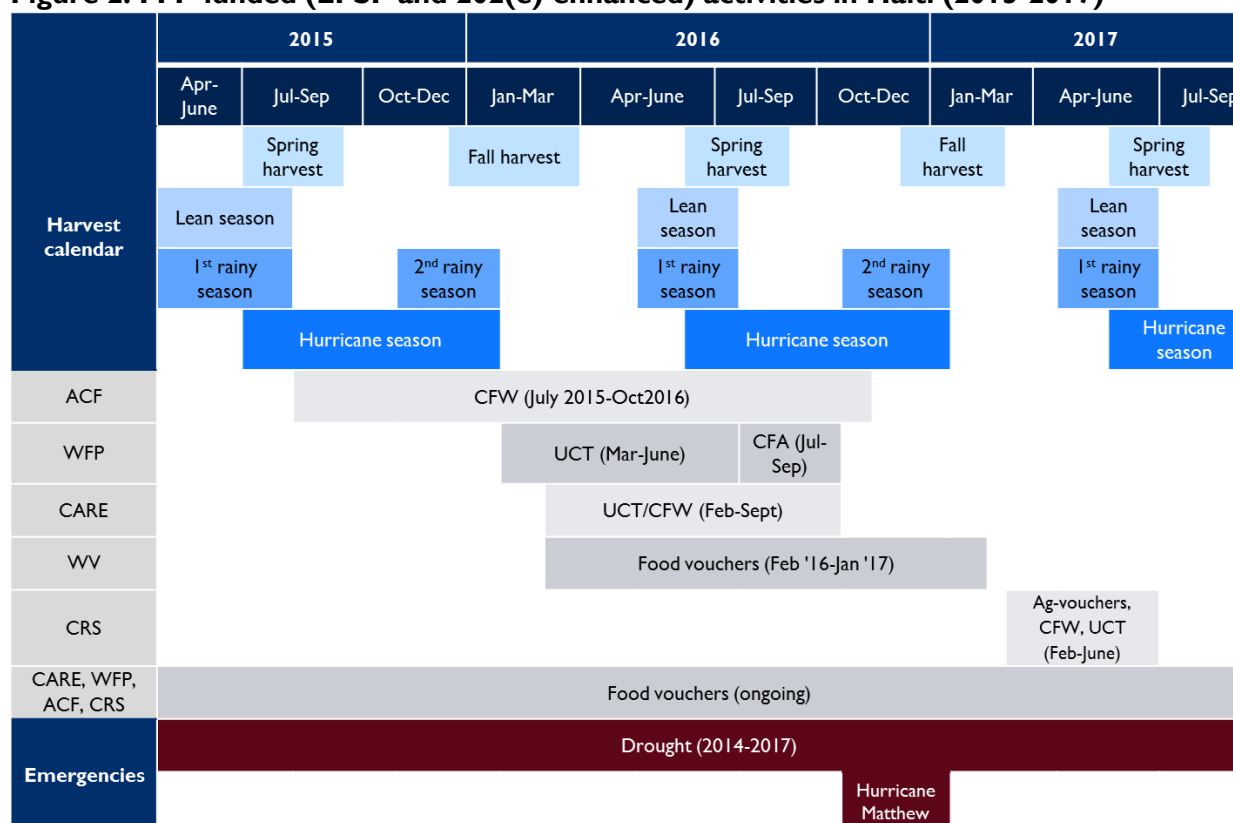
Source: FFP funding trackers.

IPs implemented a variety of food assistance modalities, summarized below in Figure 2. Action Contre La Faim (ACF) most recently provided Cash for Work (CFW) and agricultural vouchers to promote agricultural recovery. World Vision provided food vouchers in response to the extended drought while Catholic Relief Services (CRS) provided cash transfers (unconditional and CFW), and agricultural vouchers as a response to Hurricane Matthew. Both WFP and CARE recently provided unconditional cash transfers and Cash for Assets (CFA) in households affected by the ongoing drought. Outside of emergency funding, CARE, WFP, ACF and CRS continue to provide food vouchers through the Kore Lavi¹⁴ Title II program, which serves as a model for the national social protection program. A full list of EFSP and Title II development programming in Haiti (2010-2016) can be found in Annex 5: Summary of FFP funding in Haiti. A number of IPs have taken steps to ensure that interventions enhance nutritional and food security outcomes. These include ensuring that emergency programming complements Title II development programming (i.e., Kore Lavi). IPs have also strategically scheduled distributions during the lean season (typically April to early June) to minimize disruptions of the agricultural season (e.g., cash distributions by CRS and vouchers by ACF).

¹⁴ Kore Lavi is a social safety net program that is implemented by a consortium made up of CARE, ACF, WFP, and World Vision.

TIMELINE

Figure 2: FFP-funded (EFSP and 202(e)-enhanced) activities in Haiti (2015-2017)



Source: IP project documentation.

3. PROGRAM DESIGN AND IMPLEMENTATION

DESIGN DECISIONS: MODALITY CHOICE AND CHANGES, TARGETING STRATEGY

ANALYSES FOR MODALITY CHOICE: The complex nature of Haiti's recurrent disasters presents a challenge for designing and implementing effective emergency strategies. Key stakeholders from IPs interviewed during the fieldwork noted that the type of disaster, the timing of assistance, and the complementarity with ongoing humanitarian and development strategies were taken into consideration when designing market-based interventions. Interviews with key stakeholders in the USAID FFP office in Port-au-Prince¹⁵ also highlighted that different modalities are needed based on the emergency and on the needs of the population.

In general, individual IPs and IPs participating in consortium-driven programming make their choices based on local needs. However, most project documents did not explicitly describe the reasoning behind selection of modality. With some exceptions, project documents lack a clear analysis of modality choice or comparison across modalities, particularly between vouchers and cash. Interviews with key stakeholders from IPs during the field work suggest that individual IPs have established preferences for a variety of reasons, although comparisons across modalities were not mentioned in the literature. The review finds that, while IPs lacked a clear documented analysis of modality choice, reliance on their

¹⁵ For a complete list of key stakeholders interviewed, please see Annex 4.

knowledge of the local context and their experience implementing specific modalities was adequate. All IPs had already been working in their respective departments which allowed them to understand local characteristics, including with vendors and beneficiaries, before operationalizing market-based programming.

Design decisions on modality selection: recent drought and Hurricane Matthew (2014-2016)

Justification for locally-procured in-kind food, as opposed to imported commodities, was usually evident in both project documents and interviews, as IPs tend to highlight that encouraging the use of local foods benefits Haitian markets which in turn help to improve resilience trajectories (please see Section 5. Development impacts below for more on impacts to markets). The use of different types of cash, whether it's a direct or indirect **cash transfer** (CFW or CFA), is also detailed in IP project documents and in interviews as a choice that is typically based on the type of beneficiary being targeted – those who can work are usually provided CFW/CFA and those who may not be able to work (e.g., children) are provided direct unconditional cash transfers. Interviews with key informants suggest that paper vouchers are being replaced by electronic vouchers since vendor networks and partnerships with a local communications company (DIGICEL) have now been established.

The CARE-led Kore Lavi program provides food **vouchers** to beneficiaries to target the consumption of specific commodities and to promote the availability of healthy foods in local markets. Key informants from CARE highlighted that vouchers were an appropriate choice to target food security outcomes through specific fresh and dry food commodities. Vouchers were also preferred in Kore Lavi programming as they have positive impacts on fostering growth in local markets (for more information please see Linking Emergency and Development Programming).

A review of the project documents indicated that two of the seven IPs under this review¹⁶ (WV and ACF) selected a specific modality for their EFSP activities based on their experience with that modality in past programming. World Vision's experience through the Kore Lavi Consortium¹⁷ and ACF's past experience with cash transfers, were deciding factors in selecting those modalities. World Vision's Award Letter, (USAID Haiti/World Vision Haiti 2016) for instance, suggested that the IP's use of food vouchers under the Emergency Food Assistance to La Gonâve would complement its own food voucher programming being implemented under Kore Lavi. Primary data suggests that for World Vision, vouchers were a less risky option compared to other choices and that vouchers, which are provided by local actors, are easier to organize given transportation and logistics issues in the island of La Gonâve, the project site area.

CRS recently adopted agricultural input and seed vouchers as well as cash transfers (UCT) in its programming. These modalities were selected following an internal gap analysis after Hurricane Matthew and a CRS-led seed system security assessments (SSSA) that demonstrated that household seed stocks had been depleted. The SSSA also indicated that quality seeds in local markets were available and that vouchers would not cause market or price distortions. In this program, vouchers were complementary to the cash transfers, the latter of which were intended to help address immediate food insecurity. CRS also used FFP's Modality Decision Matrix to determine that a combination of agricultural vouchers and UCTs needed to support agricultural livelihoods would best improve short- and medium-term food

¹⁶ The IPs included in this review include ACDI, ACF, CARE, CRS, Mercy Corps, WFP, and World Vision; please see Annex 5

¹⁷ Kore Lavi programming is implemented by a CARE-led Consortium that serves as a model for the Government of Haiti social protection program.

security. The unconditional cash transfer was provided to help support households purchase basic needs – female beneficiaries from one FGD informed the review team that the cash allowed them to not have to consume all the crops they harvested. CRS used USAID’s Emergency Market Mapping and Analyses (EMMA) in their programming areas (South and Grand Anse Departments) to base their decision. Primary data from CRS indicated that agricultural vouchers were selected to help ensure that households in target areas would be able to invest in their farms to address beneficiaries’ food security and livelihoods outcomes. This approach, which was funded by both FFP and OFDA, allowed CRS to effectively provide households in the Grand Anse and South Departments assistance as a response to the Hurricane Matthew as well as assistance aimed at longer-term agriculture, livelihoods, and recovery (see more under Donor Coordination).

In the Northwest Department, ACF’s experience and past success implementing cash programs, specifically CFW, was one of the reasons for its selection of this modality. Project documents indicated that cash was appropriate because food was available in the market and cash programming would improve purchasing power to beneficiaries, empower local vendors, and boost the local economy. Key informants indicated that cash was seen as a good choice since cash was needed in that area and since cash provides a large coverage area for beneficiary support.

In some cases, IPs selected a modality based on complementarity with Kore Lavi activities. Cash used in CARE’s programming in response to the recent drought was selected to help support Kore Lavi beneficiaries. The program provided the extremely vulnerable Kore Lavi beneficiaries an additional \$50/month through unconditional cash transfers and CFW to help prevent them from falling further into poverty. The project’s technical proposal also noted that, based on a comparison analysis between cash, general vouchers, vouchers linked to locally-produced food, in-kind food, and Food for Work (FFW), “untied cash-based transfers provide the right income flexibility and enhanced choice for drought-affected populations to meet their varied basic needs (food and water, in particular).” (CARE Haiti 2016, 4). CARE’s use of unconditional cash transfers was aimed at the most vulnerable households such as labor-poor households and households supporting migrant populations. The latter are a key target population in Haiti’s Central department, which borders the Dominican Republic. The program provided CFW given its alignment with department-level priorities in the Southeast department, which aimed at investing in public assets and supporting community-level resilience. Interviews with CARE key informants suggest that cash was an appropriate choice for large-scale needs because it can be quickly distributed to beneficiaries.

WFP’s modality choice for its recent drought response under its Emergency Operation 200949 program was based on market assessments and on beneficiary and vendor preferences for cash. Interviews with WFP key stakeholders indicated that the flexibility afforded by cash was also one of the reasons for this choice. While WFP had some experience with cash programming in Haiti, its cash response in Haiti really grew in recent years through its emergency programming addressing the recent drought and Hurricane Matthew in the Southern Peninsula (for more information on WFP’s operation, see Mixed, Sequenced, and Layered Modalities section below). Interviews with WFP suggest that beneficiaries and vendors appreciated receiving cash, and that cash transfers made it possible to provide rapid scale-up.

Interviews with key informants from IPs suggests that cash is a valuable modality as it can be used to help beneficiaries purchase food and essential nonfood items such as roofing and housing material, medical care, school fees, seeds and agricultural goods, livestock, and other investments in livelihoods. Despite concerns over corruption and the potential misuse of cash, the review team heard no accounts of cash being stolen, and stakeholders reported that beneficiaries spent cash on items needed for

survival and for their own livelihood development.¹⁸ For example, CRS' Post Distribution Monitoring (PDM) found that beneficiaries spent over 60 percent of their cash transfer on food.¹⁹ Across both CARE and CRS sites, five of the nine beneficiary focus group discussions (FGDs) reported purchasing food immediately after receiving assistance, including rice, beans, and cooking oil. Male beneficiaries in one FGD reported using both cash and vouchers to improve their home gardens. Female beneficiaries also mentioned that cash allowed them to pay off family expenses and small debts. Stakeholders from IPs interviewed during the field work highlighted that the need for cash preparedness was a deciding factor in understanding if the local context could respond to an influx of cash, and if an adequate food supply and the necessary infrastructure to allow beneficiaries to purchase food if the commodity was accessible.

Design decisions on modality selection for past programming (2010-2013)

IP responses and modality choice to previous disasters, such as the 2010 earthquake, Hurricane Tomas, Hurricane Sandy, and Tropical Storm Isaac, varied, with some IPs clearly linking specific assessments to their rationale. According to project documents, ACDI/VOCA selected CFW to respond to Hurricane Sandy and Tropical Storm Isaac in 2013 based on an EFSP field assessment that indicated that while local and imported food was available in local markets, the most vulnerable households lacked cash or access to the food. A review of the project literature of the IPs' responses to the 2010 earthquake focused on in-kind food from locally-sourced suppliers according to an ACDI/VOCA MYAP on crop production and market price monitoring assessments in the Southeast Department and an EMMA (Meissner et al. 2010) in which ACDI/VOCA staff participated. A WFP EFSA (2010) and FEWSNET reports also contributed to ACDI/VOCA's assessments. The technical narrative also indicated that household-level purchasing power significantly decreased since livelihoods had been greatly impacted from the earthquake. The literature suggests that working with local suppliers was aimed at fostering economic growth.

Food vouchers were also used by the CARE-led Kore L'Avni Nou program to ensure beneficiaries' ability to purchase food to improve food security. This allowed beneficiaries the flexibility to invest their own limited supply of cash for other vital expenses including minimizing debts, paying for basic health care services, and funding education. In this case, vouchers were also designed to allow beneficiaries to purchase food in larger quantities. As a result of the success of the first phase of the program, CARE engaged with ACF and expanded its programming in the Northwest and Upper Artibonite areas for the second phase of the program, a decision that was based on ACF's expertise in the Northwest Department. Through the expansion, Kore L'Avni Nou II was able to provide fresh food vouchers to promote diet diversity.

Project documents from ACF's 2010 earthquake response justify the use for CFW based on the need to support temporary work opportunities and incomes. Other reasons included benefits to community infrastructure and the ability to directly inject cash. The ACF literature highlights that cash supports local markets while also giving beneficiaries the flexibility to spend on a variety of basic needs, such as hygienic products, school fees, paying off existing debt, and agricultural inputs.

Documents from CRS' 2012 program on agricultural recovery state that food vouchers were provided to encourage the purchase of local goods during voucher fairs, which included both physical voucher and mobile money fairs. The literature highlights that among the lessons learned are that physical vouchers

¹⁸ Given the limited number of observations, findings on this issue cannot be generalized.

¹⁹ CRS PDM data on cash distribution was based on second cash distribution; (CRS 2017)

may be more appropriate in rural areas lacking electricity while electronic vouchers are easily adaptable to urban areas.

A review of Mercy Corps' 2010 earthquake response of the use of food vouchers was based on internal surveys and IP-led interviews, which informed the IP that while local food was available and markets were accessible, the earthquake disrupted incomes and subsequently decreased beneficiary food access. The information was collected from beneficiary groups, namely internally displaced persons (IDPs) and households hosting IDPs. While Mercy Corps selected food vouchers, WFP's response to the earthquake used cash transfers. WFP provided these in exchange for community work and FFW through its emergency program.

Design decisions for geographic and beneficiary selection

A review of project documents indicated that IPs also drew from a variety of assessments to help determine geographic and beneficiary selection. These included market, early warning, and agricultural security assessments, with IPs often using a combination of different types of data to inform them on the food security and vulnerability situation. Three of the seven IPs used their own data and conducted their own internal studies. In addition to the EMMA, CRS for instance, conducted a SSSA to gather information on the quantity and variety of locally-available seeds and on the local vendor size and type.²⁰ World Vision relied on internal data sources for its socioeconomic assessments in the remote island of La Gonâve. WFP conducted its own Post-Disaster Needs Assessments and used data from Emergency Food Security Assessments (EFSAs) to determine food security prior to implementing its EMOPs and to select multiple modalities (see Mixed, Sequenced, and Layered Modalities below for more on WFP's modality choices). IPs involved in the implementation of the CARE-led Kore Lavi program also relied on assessments from its implementation to identify beneficiaries, namely through the use of vulnerability assessments established by WFP (please see the Targeting section below).

In addition to IP-led assessments, IPs also relied on donor guidance, assessments from multilateral agencies and data from the Government of Haiti to inform programming choices. Besides the data produced by WFP, IPs used information from other United Nations organizations, including data from UNICEF. WFP also used UNDP's post-disaster needs assessments on food insecurity. Government of Haiti data used by IPs included information on national food basket prices, which is published every three months. WFP collaborated with the Government of Haiti's National Coordination for Food Security (*Coordination Nationale de la Sécurité Alimentaire – CNSA*) to produce Emergency Food Security Assessments. IPs used the EFSAs to inform beneficiary selection. Mercy Corps' use of vouchers for the 2010 earthquake response was shaped by USAID's FY2010 Annual Program Statement, which touted the benefits of locally-procured food assistance during emergency situations.²¹ IPs reported in their project documents that they also used urban market assessments from FEWS NET (including the following IPs: ACDI/VOCA, CARE, CRS, Mercy Corps, WFP, World Vision) and regional IPC classifications (including the following IPs: ACF, CARE, WFP, and World Vision) as sources for food security and price monitoring information and food security assessments. In addition, IPs relied on information from meetings: project documents from ACF note the use of information gathered at the Technical Group for Food Security and Nutrition (GTSAN) held at CNSA to triangulate IPC information.

²⁰ CRS' SSSA conducted between October 29-December 4, 2016 in the Grand Anse and South Departments.

²¹ The Annual Program Statement contains the information applicants need to apply for USAID FFP emergency food assistance awards using Title II and/or Emergency Food Security Program (EFSP) resources.

While FFP-funded in-kind food distribution has only been provided by WFP and ACDI/VOCA since 2010, all IPs have experience in commodity distribution through other donors and mechanisms. Primary data suggests that stakeholders from IPs interviewed during fieldwork agree that in-kind food distribution is an appropriate choice in cases where markets are non-existent, where seeds and productive areas have been decimated, and in areas that are difficult to reach, such as immediately after a high-impact hurricane. However, during the study period, most IPs employed MBEP, such as cash transfers and vouchers, as described below. CRS noted that when beneficiaries received blanket food distribution, they were able to spend some of their own cash on construction materials to rebuild.

MIXED, SEQUENCED, AND LAYERED MODALITIES: In part due to the multiple hazards and the presence of numerous IPs, which require flexible design and implementation, FFP has experience with a sophisticated mix of modalities in Haiti. FFP-funded programs have used a combination of modalities simultaneously and have planned to implement different modalities over time as needs change (i.e., “sequenced” activities). This approach has lent itself to the sequencing, layering, and integrating of modalities with other emergency funding or with development investments as well as other USAID Mission programs or programs funded by other donors. The review team finds that such a flexible approach is valuable in equipping the Haitian beneficiaries with different types of assistance as their needs change. An excellent example of this is the sequencing of food assistance with different types of assistance: dry food commodities provided by WFP and hot meals provided by CARE were followed by cash for shelters and hygiene kits from OFDA-funded programs in the Southern Peninsula following Hurricane Matthew. In the same area, CRS also provided agricultural vouchers to help beneficiaries invest in livelihoods. Unconditional cash transfers were provided in a sequenced manner from October 2016 to March 2017. WFP, CARE, and sub-grantees²² provided assistance in the first three months under a field agreement, followed by unconditional cash transfers from CRS from May to July 2017. Unconditional cash transfers aimed at addressing immediate food security needs helped to support farming households during the lean season. This is an example of layered modalities to improve medium- to long-term beneficiaries’ needs. Cash for public works (CFW) was also planned to help rebuild public works, including road clearing and canal rebuilding, to help both individual households as well as the wider community recover from the destruction of Hurricane Matthew.

As another example of sequenced activities, WFP prioritized cash transfers from March to June (2016) in the programming areas in Haiti where food was accessible and where local markets were functioning (Northeast, North, West, Nippes, South, and Southeast departments). From July to December, CFA was provided in areas where asset creation would help prepare beneficiaries for the winter harvest (Northeast, Artibonite, North, Central Plateau, West, South, and Southeast departments; see Table 3). Although WFP originally planned to provide cash transfers followed by in-kind food in Artibonite and Central Plateau, WFP provided only cash in those areas because an updated market analysis by WFP, the Government of Haiti, and program donors, indicated that cash was more appropriate.

Table 3: WFP’s blended modalities, Emergency Operation 200949

Areas targeted	Population targeted	Activities*
Nord-Est	120,000	Cash and CFA
Artibonite	190,000	Cash/Food and CFA
Nord	100,000	Cash and CFA

²² Sub-grantees included Mercy Corps, and a committee of local representatives assisting in coordination.

Areas targeted	Population targeted	Activities*
Centre	180,000	Cash/Food, CFA, and nutrition
Ouest	180,000	Cash, CFA, and nutrition
Nippes	60,000	Cash
Sud	130,000	Cash and CFA
Sud Est	40,000	Cash and CFA
Total	1,000,000	

Source: (WFP Haiti 2016)

LINKING EMERGENCY AND DEVELOPMENT PROGRAMMING: In addition to EFSP programming, Haiti also currently provides assistance under Title II Development Funding. Haiti is an excellent example of FFP linking emergency and development funding through the Kore Lavi program that serves as a model for the national social protection program which operates under the Ministry of Social Affairs and Labor (*Ministère des Affaires Sociales et du Travail*, MAST). Kore Lavi is funded through FFP Title II development funding²³ and operates through a consortium led by CARE, which includes ACF, WFP, and World Vision operating in coordination with MAST, to provide electronic food vouchers. Initially, the program was developed as an emergency voucher program as a response to drought and Hurricane Tomas (2010). The emergency programming then led to development programming, and currently, operates as an expanded emergency program through a social safety net. Currently, vouchers are exchanged for staple dry foods (rice, flour, maize, beans, vegetable oil, and millet) and fresh food (meat, chicken, fish, and eggs). Under the Kore Lavi program, the use of vouchers emphasizes consumption of local foods. Despite some issues, such as perhaps cost and the initial difficulties in having domestic goods, such as rice,²⁴ available in certain areas (such as in La Gonâve), the program is able to target the development of local markets. Targeted nutritional assistance to pregnant and lactating women and children under two years of age is also provided to promote maternal and child health. In addition, Kore Lavi provides training to registered vendors who participate in the program, which has had positive effects on local vendors and markets. Vouchers are currently provided to allow the Consortium members to guide beneficiaries to purchase food from pre-selected categories to improve food security and nutrition objectives.

The review team finds that the program is well-positioned to be the link between emergency operations and long-term development. The flexibility to evolve from an emergency program to a program aimed at improving the government's social safety net is an important feature that enables Kore Lavi to bridge the efforts from response to recovery. The direct partnership with the Government of Haiti's MAST is an important contribution that is expected to build the capacity of national stakeholders to take ownership of the program. An interview with field-based CARE staff suggests that the Consortium is taking concrete steps towards this goal, such as working with local authorities to decrease operational and staffing costs to help government counterparts to absorb costs to ensure the feasibility and sustainability of future efforts once the Consortium is no longer actively involved.

The combined expertise of multiple IPs, each with a strong presence and existing experience in Haiti, reinforces a consortium-driven approach that provides coverage to beneficiaries in five of Haiti's

²³ Additional Kore Lavi activities are funded outside of EFSP/Title II development funding.

²⁴ Vendors participating in Kore Lavi who supply fresh food and staple food (including rice) to beneficiaries agree to "charge a stable and fair price" (Absolute Options, 2016 19).

departments. Primary data gathered from interviews during the field work suggests that there are other benefits that have arisen from Kore Lavi. Key stakeholders reported to the review team that contractual infrastructure already in place through Kore Lavi facilitated the start-up of assistance after Hurricane Matthew and allowed IPs to respond quickly to the emergency. Multiple IPs, including World Vision and ACF, indicated during primary data collection that the layering of Kore Lavi programming and EFSP programming may have had positive effects on the local economy. Kore Lavi vendor networks in remote areas allow for improved emergency assistance and better targeted awareness messages (e.g., nutritional practices). Following Hurricane Matthew, Kore Lavi activities expanded to include additional activities for both existing beneficiaries and for others who were less vulnerable but would still benefit from assistance. As such, Kore Lavi serves as an example of good resilience programming that helps people prepare for and recover more quickly from shocks.²⁵

TARGETING: While food is generally provided to all community members after a major shock, targeting of cash or vouchers are based on vulnerability lists. WFP, CARE, and MAST created vulnerability lists targeting the most vulnerable for Kore Lavi through the creation of the Haitian Deprivation and Vulnerability Index. The mid-term evaluation for Kore Lavi noted that the Haitian Deprivation and Vulnerability Index algorithm did not lead to erroneous exclusion as a sufficient number of “mid-deprived” households received benefits in addition to households classified as “most-deprived” (Absolute Options, n.d.). However, some controversy remains about the appropriateness of chronic vulnerability targeting for emergency food assistance.

As the Kore Lavi vulnerability list only covered certain departments in Haiti (Grand Anse, Artibonite, La Gonâve, Northwest, Central Plateau, and Southeast) where Kore Lavi operates, WFP led an additional assessment following Hurricane Matthew. This approach focused on community-based targeting using a vulnerability scorecard questionnaire based on existing Household Economy Approach assessments. This additional assessment received support from the Department of Civil Protection (DPC), the International Organization for Migration and local mayors.²⁶ The community and household level targeting exercise allowed WFP to continue to provide for households affected by drought, per its original purpose, as well as to provide assistance to those affected by Hurricane Matthew in its programming areas. WFP’s simplified methodology was chosen to give locals a greater role in identifying beneficiary lists while allowing for a quick vetting against established vulnerability criteria.

Discrepancies between national targeting and local realities, however, posed a challenge. To mitigate this, beneficiary lists are often verified by IPs at the local level, both with local government authorities and with members of local community groups (e.g., ASECs, or *Assemblées de la Section Communale*; CASECs, or *Conseils d’Administration de la Section Communale*; and the DPC). ACF, for instance, provides targeting criteria in beneficiary selection and trains local authorities to monitor any issues. CRS also uses local authorities, including mayors and committees of local leaders, to verify vulnerability lists. This approach empowers local leaders to better respond in future emergencies and has reduced tensions in the community between beneficiaries and non-beneficiaries by increasing community-led targeting exercises. However, interviews with beneficiaries during the primary data collection indicates that in communities where not all beneficiaries received assistance, most beneficiaries expressed concern and confusion around IP targeting criteria. Male and female beneficiaries and vendors interviewed during the

²⁵ Resilience, as defined by USAID, is “the ability of people, households, communities, countries, and systems to mitigate, adapt to, and recover from shocks and stresses in a manner that reduces chronic vulnerability and facilitates inclusive growth;”(USAID 2012)

²⁶ The post-hurricane Matthew assessment was funded by the USAID Haiti Mission.

field work indicated that there were issues around targeting, namely that not all vulnerable households received assistance and that some households which did not participate in agricultural livelihoods before Hurricane Matthew received agricultural/seed vouchers. Vendors interviewed in the FGDs also mentioned that it was unclear to them why certain vendors were selected to provide vouchers. Community leaders involved in verifying targeting at the local level informed the review team during primary data collection that the verification process involves a committee of local authorities and a subsequent verification from IP agents on beneficiary lists. The community leaders interviewed noted, however, that since not all households can be selected in targeted programming, they acknowledged that there was dissatisfaction amongst households not chosen to receive benefits. Key informants from IPs also commented that, in contrast to blanket food distribution, selecting beneficiaries for cash or vouchers leaves some of the excluded community members feeling left behind. Although this is an issue that may not be easily resolved, the review team finds that while local authorities are involved in verifying targeting criteria, beneficiaries and vendors could receive additional training on IP selection processes which could improve clarification around criteria.

In addition, some IPs collected their own data for targeting purposes. An interview with key informants from World Vision informed the review team that the IP relied on targeting exercises, which it led under Kore Lavi, as well as supplementary targeting exercises outside of Kore Lavi using community leaders. The supplementary exercise targeted the households that World Vision deemed to be facing worsening conditions.

Currently, the lack of a central database creates variability in terms of beneficiary targeting and continues to be an issue in terms of stakeholder coordination. While secondary data reviewed and primary data from IP stakeholders suggests that IPs responded to an information gap in response to Hurricane Matthew, the review team finds that a common national registry would help to improve targeting, especially to ensure immediate needs are met. A registry would also ensure vulnerability criteria used to select beneficiaries are consistent across various program activities and would strengthen complementarity across programming. Male and female beneficiaries interviewed during field work indicated that discrepancies around beneficiary selection were an issue, namely confusion surrounding the correct spelling of beneficiary names. Questions about who would manage such a registry have yet to be addressed. IPs would have to continue to validate the national registry at the local level through existing groups to confirm accuracy, which could continue to happen with ASECs, CASECs, and the government's DPC.

“Targeting is a problem. No registry of beneficiaries is a big gap. After all this time, there is no national and common registry.” ~KI interview

A centralized database would help organizations identify target audiences across the board while also allowing flexibility to modify beneficiary lists in cases where households' vulnerability status changes over time. These endeavors would help define categories of beneficiaries, from the most vulnerable populations to more financially stable households. Participation by the better-off households in village savings and loan association (VSLA) programming would have positive effects on the poorest households, for instance. This would also help ensure that Kore Lavi is indeed used as a social safety net rather than as a default response to emergencies. A national registry would also help address concerns of locals who are unhappy that they have not received emergency assistance.

CHANGES MADE DURING PROGRAM IMPLEMENTATION: The review team finds that IPs made appropriate decisions to adapt to changing circumstances. As Hurricane Matthew made landfall in Haiti,

key informant interviews suggest that WFP was able to shift its cash assistance from the ongoing drought to the more immediate needs following the hurricane. Field trip reports from USAID indicate that flexible funding allowed for additional funds to be allocated to WFP and CARE to provide food assistance (dry commodities and hot meals in evacuation centers) to quickly respond to immediate needs. This is an excellent example of the ability of FFP-supported programs to transition from one disaster to another as needed. This was done in the same departments in which CRS targeted farming households with seed and agricultural vouchers and unconditional cash transfers in an effort to layer activities in the same areas which had been devastated by the hurricane.

As another example of program modification, primary data from FGDs highlights that CRS modified the targeting strategy in its agricultural recovery program based on beneficiary complaints that a disproportionate number of men were receiving assistance. It responded by adjusting targeting to focus on widows and on people with disabilities. Female beneficiaries of cash transfers also mentioned that CRS took steps to avoid long distribution lines for elderly beneficiaries after CRS received complaints of pushing and long wait times in the sun. CRS responded by creating lines specifically for the elderly in future distribution points.

Primary data indicated that while WFP's drought response initially used the MonCash agency of DIGICEL, a local mobile phone service, to distribute cash transfers, the distribution mechanism was replaced by a more efficient mode where DIGICEL provided a mass distribution of SIM cards to beneficiaries, who would later receive information on the time and location of distribution points. The latter option prevented MonCash agencies from risking difficulties with liquidity and potential security risks.

One of the key lessons that IPs participating in Kore Lavi highlighted in interviews was the importance of prepositioned food in order to plan ahead. Prepositioning food from within the region was viewed as critical. Some stakeholders noted that such planning requires research and assessments prior to the delivery of food assistance. This is essential in Haiti where certain shocks, such as the yearly hurricane season, can be anticipated. With adequate prepositioning and preparedness, food can be provided first and then a needs assessment can be conducted once immediate hunger has been addressed.

IMPLEMENTATION CONSIDERATIONS/ISSUES: CHALLENGES AND SUCCESSES

GOVERNMENT POLICY: Primary data from the field indicated that the lack of a disaster preparedness law in Haiti is a significant obstacle to food assistance programming because there are no designated national legal authorities or clear beneficiary entitlements. Interviews with key informants indicated that Haiti's president recently remarked that establishing a disaster law is a priority, which suggests a willingness to acknowledge this as a challenge. A 2015 report from the Haiti Red Cross and the International Red Cross indicates that the government is taking steps towards establishing improved institutional and legal frameworks to address this challenge (Haiti Red Cross Society and IFRC 2015).

ACCESS/SECURITY: Information gathered from FGDs indicated that participants in two FGDs recalled two instances of missing or stolen food commodities, raising the issue of security of in-kind food distributions. No incidents of missing cash or vouchers were reported during fieldwork. PDM surveys from CRS's agricultural voucher program indicate that nearly all beneficiaries felt safe during distribution. Recent USAID field reports to areas affected by Hurricane Matthew highlight that IPs are working with OCHA and with the United Nations Stabilization Mission in Haiti (MINUSTAH) to provide secure escorts for convoys of food. However, as MINUSTAH is scheduled to cease operations beginning in October 2017, it is unclear to what extent security may pose a risk to current and future operations.

RECIPIENT PREFERENCE: The review team found that beneficiary preference for each modality varied according to their needs. The review team finds that while there is no single modality choice that best serves all beneficiaries, IPs seem to take recipient preferences into account when selecting the most appropriate choice. Key informants from World Vision indicated that the transition from in-kind food distribution to food vouchers was difficult as the beneficiaries at the time were accustomed to receiving baskets of food. The key informant from the same IP mentioned that while it took time for World Vision to communicate the changes in assistance, good communication with local leaders helped the IP to bridge the gap in awareness-raising to ensure that beneficiaries were satisfied.

Data from beneficiaries interviewed during field work on particular preference is mixed; including from male and female beneficiaries receiving emergency and Title II programming. Beneficiaries reported satisfaction with cash for its flexibility, satisfaction with agricultural vouchers for the opportunity to invest in income-generating opportunities, and appreciation for food vouchers to allow them to spend their own cash on non-food items. Among beneficiaries receiving both agriculture vouchers and cash transfers or participating in CFW, most women in FGDs conducted during the primary data collection preferred cash while men preferred agriculture vouchers. Both male and female beneficiaries indicated to the review team that although they valued the agricultural vouchers and seeds they received since their agricultural products had been destroyed, seed quality was mixed and suggested that additional testing on seed type would have helped to ensure the right seed types had been provided to beneficiaries. Those preferring cash noted that while cash may not last long, it allows them the flexibility to choose how they spend their money. Those participating in CFW activities felt like they had contributed to their community infrastructure and appreciated seeing their community cleaned. Participants of FGDs preferring agriculture vouchers reported that vouchers allowed them to rebuild gardens, purchase seeds that were not locally available, and eventually sell some of their goods. Those preferring agriculture vouchers mentioned that immediately after Hurricane Matthew, they preferred in-kind food. Women FGD participants who stated a preference for cash would have preferred agriculture vouchers if the seeds they received had been better quality. In programming areas where beneficiaries received food vouchers and cash transfers, FGD participants liked food vouchers and cash equally.

CULTURAL IMPLICATIONS: There is a strong culture of sharing in Haiti, through local VSLAs but also informally among families. Both IP and beneficiary interviews highlighted that when beneficiaries receive any type of assistance, they tend to share. Participants from beneficiary FGDs and VSLA FGDs in five FGDs noted the importance of sharing of the assistance they receive, with one person indicating that they would share more of their benefits if they had received more. Sharing was reported to the review team as an important strategy to ease tensions with members of the community who had not been selected to receive assistance. Both IP stakeholders and beneficiaries noted that in their experience, it is easier to share food rather than cash. Beneficiaries from two CARE programs—Kore Lavi and the EFSP-funded drought response program (DESAH)—and from CRS’ agricultural voucher program mentioned that they share the assistance they receive (food, cash, and seeds). Beneficiaries reported that they share with neighbors and relatives who are program beneficiaries and with non-beneficiaries. IPs interviewed were all aware of the importance of the cultural context of sharing when considering modality distributions.

MONITORING, EVALUATION, AND DATA USE: IP-led post-distribution monitoring and surveys allowed organizations to track beneficiary satisfaction, cash transfers, and food security outcomes, although each IP decides how to monitor this information. USAID requires performance monitoring reports on program activities. IPs monitored indicators measuring the number of men and women beneficiaries participating, food security indicators (including Food Consumption Score and Household

Dietary Diversity Score), amount of cash disbursed, number of community groups benefitting from programming (e.g., VSLAs), number of community works, amount of labor in days (for CFW programming), and tons of food distributed. IP monitoring strategies integrated quantitative and qualitative methods. Monitoring activities included baseline studies, quarterly and post-distribution monitoring, and endline studies.

FFP also conducts ongoing monitoring of USAID-funded programming, which are published in quarterly field trip reports. These visits include fieldwork to distribution sites, interviews with beneficiaries, visits with vendors, and interviews with local IP staff to determine progress to-date and provide ongoing recommendations. These monitoring reports provide IPs ongoing real-time data to help improve their interventions.

Monitoring of food basket prices allowed IPs to select and adjust the amount of assistance provided. In 2010, Mercy Corps used SPHERE guidance to determine food basket composition, which found a 12 percent increase in prices from baseline to endline, which was most likely due to macroeconomic factors. Kore Lavi recipients received 25 percent of the amount needed to purchase a full food basket. More recently, WFP initially provided 65 percent of the basic food basket due to funding constraints while providing the full basket price (\$75) in the last stage of program implementation. The technical proposal for CARE's DESAH program provided beneficiaries \$50/month, which was calculated as 50 percent of the food basket value (October 2015).

CRS conducted price monitoring in areas where CNSA data was absent in order to assess the effects of cash distributions on the market for imported rice, imported and local ground maize, local dry black beans, and vegetable oil. CRS saw that prices were relatively stable, likely due to the high capacity of local vendors to respond to increases in demand of those products. Conversely, OFDA and CRS worked on cash preparedness following Hurricane Matthew based on food basket prices but saw that the project was not as successful as anticipated due to the lack of service provider capacity.

In general, the review team finds that IPs use data to continuously monitor changes to better inform programming. Interviews with key stakeholders from IPs suggest that ongoing monitoring has helped to detect and monitor issues related to supply chain problems and breaks. One IP noted that breaks in voucher distribution were an initial challenge, yet after 5 months, monitoring of the supply chain noticed a much smoother distribution. Post-disaster assessments are cited in various project documents and were listed by key informants as a useful source of information, especially after Hurricane Matthew.

Primary data also indicated that IPs have stressed the importance of pre-disaster assessments to allow IPs the ability to respond quickly after a disaster. Post-disaster assessments have been shown to be helpful to determine post-distribution satisfaction and gather information about beneficiary preferences regarding modalities. IPs noted that assessments need to be integrated into budget allocations. For instance, while the national cash working group explored the possibility of using multi-purpose vouchers, limited funding was available to do a complete assessment. The variability in markets and beneficiary needs in Haiti's different departments indicates that local assessments are also needed to complement national-level data.

Some data challenges exist, however. For instance, IPs relying on information from CNSA and from FEWS NET have noted that their data differs, making it difficult for IPs to approach disasters in the same way. FEWS NET also recently published data that some stakeholders thought was overly optimistic, making it difficult for programs to receive funding. The report was published without consensus between FEWS NET and the IPC working group, indicating discrepancies in data use. It should also be noted that

IPs did not monitor efficiency measures of assistance. Another IP mentioned that while organizations share data, specific variations in each department make it difficult to analyse information that is applicable in the entire country.

LOGISTICS: The review team found that WFP's historical expertise in delivering food assistance and ability to provide assistance at a large scale has enabled it to be a key player in reaching remote areas in Haiti, which is valuable in a country that experiences both large disasters and more localized difficulties such as flooding. However, elsewhere in Haiti, some challenges with logistics presented themselves. One major gap in response during Hurricane Mathew was due to the lack of efficient use of local implementing partners that were outside of FFP traditional emergency response mechanisms. IP stakeholders also mentioned complications with initial start-up and logistics, as IPs shift from one modality to another, as challenges in distribution by World Vision. In La Gonâve, setting up a quality warehouse was a challenge in early stages of its program implementation. World Vision now uses an internal stand-alone technology called Last Mile Mobile Solutions to assist in distribution planning with the tracking of supplies and inventory, to monitor the use of food and cash, and to simplify beneficiary registration and data use.

URBAN AND RURAL DIFFERENCES: The relevance and appropriateness of assistance modalities varies by urban and rural contexts. The review found that IPs operating in both an urban and rural context had a good understanding of key factors that influenced distribution, preference, and overall success. Interviews with key stakeholders from IPs suggest that urban environments tend to have better developed market systems and telecommunications infrastructure, allowing easier use of MBEP. Conditional cash transfers for community infrastructure projects, however, were a challenge in an urban setting. According to IPs, CFW activities worked better in rural areas where communities easily congregate and contribute on community activities even prior to CFW activities. Urban projects, aside from debris removal, also required higher degrees of technical sophistication and engineering expertise.

GENDER: The review of project documents suggests that, overall, the IPs tend to focus on ensuring a minimum percentage of women are involved either as targeted beneficiaries, committee-members, or work leaders in associated groups (including in ACF, CARE, CRS, and WFP). These IPs noted that women make up a particularly vulnerable segment of the Haitian population, especially pregnant and lactating mothers and women who are at risk of gender-based violence. IPs also included trainings to raise awareness of the importance of the inclusion of women (ACDI/VOCA); gender equality, awareness of gender-based violence, and women's empowerment (under Kore Lavi programming); women's role monitoring gender-based violence (CARE). Other IPs established gender safeguards through a set of code of conduct guidelines to raise awareness of the risk of gender-based violence with respect to food distributions (WFP) while another IP established a zero-tolerance policy for sexual exploitation (World Vision). IP project documents also indicated that IPs (WFP and World Vision) took steps to ensure a degree of gender balance was achieved by citing that a number of female employees would be integrated into program implementation. However, overall, the review team finds that very little focus has been given to monitoring the impact of MBEP on women's overall wellbeing. While primary data from the field collected from IP stakeholders and from FGDs did not reveal any instances of gender-based violence,²⁷ the current mid-term reviews and final evaluations of programs under this

²⁷ It should be noted that the primary data collection asked participants of FGDs to discuss any mention of changes in gender-based violence in relation to MBEP or other assistance as well as household decision-making, yet the review team finds that a more detailed study dedicated to exploring these themes is necessary to determine the impact on women's wellbeing.

review suggests that a greater focus is needed to ensure that gender considerations are expanded to include tracking of women's wellbeing. Primary data collected from sex-disaggregated male and female beneficiaries during FGDs suggests that both men and women make decisions around how to spend cash and vouchers. The review team finds that this is a topic that merits further study given the precarious circumstances of women in Haiti and the possible ramifications of assistance that may influence power structures within households as well as at community levels.

TIMING: This review found that IPs were highly attuned to considerations around the timing of assistance. IPs stressed during interviews that food distributions and CFW, for instance, should coincide with the local planting season and not disrupt ongoing agricultural activities. IPs understood that providing cash or agricultural vouchers prior to the planting season was intentionally geared at helping beneficiaries restock depleted seed reserves and invest in productive activities to improve both livelihoods and food security outcomes. IPs adopted this approach to foster dietary diversity in communities experiencing food shortages, particularly in remote areas with poor transportation infrastructure. Stakeholders noted that a benefit of EFSP funding was the ability to pivot modalities, for example when cash transfers planned for drought response were shifted to the Hurricane Matthew response.

ACCOUNTABILITY TO BENEFICIARIES: Primary data from IPs and from beneficiaries indicated that complaint mechanisms for FFP-funded programs were effective and that IPs have demonstrated that they include beneficiary feedback mechanisms. Measures have been taken by IPs to ensure that these mechanisms function well. For instance, IPs provide beneficiaries with a free telephone number to call to report cases of fraud, loss, or abuse. Organizations reported taking steps to ensure that beneficiaries understand that the telephone line is free and have begun providing the number on a printed card to ensure that beneficiaries can easily file complaints. For instance, CRS provides their printed hotline number during distributions to ensure that beneficiaries receive the information. Mercy Corps provided these cards in French and Creole and through verbal communication for illiterate beneficiaries. The CARE-led consortium also holds meetings to discuss complaints, and if an issue arises, the implementing partner submits a report for internal review with CARE acting as a liaison.

Other measures are taken to ensure beneficiary satisfaction. ACF, for instance, ensures vendors participating in their programs are following established practices and charging prices that are visible to buyers, which helps protect consumers. World Vision ensures that the team providing programming is different than the one managing the accountability mechanism. Beneficiaries in Grand Anse receiving seeds commented that while they were grateful to receive seeds after the hurricane had destroyed their stocks, they suggested that seed quality should be tested in future interventions.

PARTNERSHIPS AND COORDINATION

The review team finds that IPs belong to interagency committee sector clusters and working groups, including with government bodies, United Nations agencies, and multiple donors, and the Cash Learning Partnership (CaLP); however, improvements in coordination could be made. Following Hurricane Matthew, CaLP coordination meetings did not occur for more than a week after the impact of the hurricane, causing delays in start-up. However, in 2017, a national cash working group was created in Haiti after Hurricane Matthew to expedite responsiveness and to ensure coordination of national and department-level stakeholders participating in cash transfers. Additional working groups or national-level partnerships for other modalities or for higher-level interventions were not reported to the review team.

Assessments, such as market assessments and assessments linked to specific disasters, are often produced in partnerships. A post-Hurricane Matthew assessment that was widely cited across IPs, for instance, was produced in collaboration between WFP, CARE, FEWS NET, and the CNSA, demonstrating the importance of collaboration between government entities, multi-lateral bodies, and IPs.

COORDINATION AMONG IPS: A review of secondary literature indicated that the massive damages incurred by the 2010 earthquake had a profound effect on the programming context and ushered in a large number of humanitarian resources and actors to Haiti (Glaeser, Horjus, and Strother 2011). A post-earthquake study estimated 10,000 non-governmental organizations in Haiti. Currently, the review team finds that in Haiti, under FFP, IPs effectively collaborate, especially through consortiums between IPs to deliver market-based emergency assistance and social protection activities. The CARE-led Consortium, which coordinates assistance for Kore Lavi, has been used to provide assistance since 2013. The influence of Kore Lavi in accompanying the government's efforts towards improving social protection is also notable. IPs within the Consortium reported finding numerous benefits to belonging to the Kore Lavi Consortium. However, while coordination meetings take place on a regular basis, key informants report that the meetings may not take place soon enough after disasters.

PRIVATE SECTOR: The review team observed that partnerships with private enterprises are also an important factor in the success of FFP programming in Haiti. Through the Kore Lavi consortium, DIGICEL has been a key player in delivering assistance to beneficiaries in Haiti. Primary data indicated that following the 2010 earthquake, which left Haiti's banking system in a fragile state and where many Haitians lacked identification cards, CARE and DIGICEL partnered to establish a mobile platform where beneficiaries could receive mobile payments quickly and easily. DIGICEL has now registered beneficiaries in their system as part of the electronic voucher modality, thus promoting mobile connectivity and investing in digital distribution mechanisms that will likely have positive outcomes in improving connectivity to telecommunications. Interviews with key informants suggest that DIGICEL is currently undergoing improvements: in order to cut costs, DIGICEL is now printing electronic voucher identification cards in-house. Primary data collected from both IPs who partner with DIGICEL and with key informants in DIGICEL suggest that the company has also garnered benefits: it has increased personnel, increased broad mechanisms, and it is preparing to establish additional partnerships outside of the consortium members of Kore Lavi, WFP, and CRS.²⁸

GOVERNMENT OF HAITI: FFP ensures that IPs coordinate with government ministries including MAST; the Ministry of Interior and Territorial Communities (MICT); MARNDR; and the Ministry of Public Health and Population (MSPP). FFP primarily provides training and technical assistance to government bodies to build national capacity and ensure that coordination takes the government stakeholders into account as part of a long-term strategy to empower government-led strategies. Through government partnerships, coordination among donors and multilateral organizations also take place, including with OFDA, the United Nations Food and Agriculture Organisation (FAO), and the United Nations Development Programme (UNDP).

After Hurricane Matthew, WFP collaborated with MAST and DPC (managed by MICT) and CNSA (managed by MARNDR) along with FAO through the working groups for Logistics and Food Security to coordinate large-scale response efforts. Currently, funding primarily goes to the government through IPs, although a small pilot program is being tested to allow the government to manage some funds. WFP

²⁸ DIGICEL partners with WFP and CRS outside of the Kore Lavi consortium.

also offers training to MARNDR and DPC while CRS and World Vision offer capacity building and training to local community-based organizations and local mayors to better respond to disasters. World Vision, which relied on local authorities after Hurricane Matthew noted that strong local leadership aided coordination efforts. ACF also partners with MSPP and with MARNDR through technical groups.

Through Kore Lavi, IPs coordinate with MAST to strengthen national vulnerability targeting (see Design decisions: Modality choice and changes, targeting strategy). Funding has been extended until 2019 to allow for a graduation strategy for the Government of Haiti to be able to take over the management and implementation of Kore Lavi. Steps are being taken to make the transition possible, such as a gradual reduction of personnel, which will allow MAST to entirely take over social protection activities. In addition, through the network of vendors, Kore Lavi serves as the basis for the national voucher program for school feeding. Positive spillover effects include the adoption of fuel-efficient stove practices by vendors outside of the existing network of vendors. Outside of Kore Lavi, WFP offers technical assistance to MARNDR and to DPC.

Some considerations, however, pose challenges to government coordination, such as the parallel coordination strategies being adopted by other donors and policy-influencers. Although FFP supports MAST to maintain household registries and to conduct humanitarian response, not all stakeholders agree that this is the best approach. While DPC's disaster response has improved, their lack of legal authority and lack of budget (outside of donor involvement) makes it difficult to ensure capacity investments will translate into policy outcomes. The lack of a local presence from certain ministries makes it challenging for IPs to see results at the local level. In addition, not all stakeholders agreed with the direction some government bodies are adopting with respect to practices on sustainability and program orientation. Another important factor is the risk of patronage/clientelism related to the management of national social protection programs. When benefits are provided during election seasons, there is a risk of programming being used as political favors benefitting one candidate or another.

COMMUNITY BASED AND LOCAL ORGANIZATIONS:

USAID staff noted that local organizations were particularly important for reaching hard-to-access populations in remote parts of Haiti. They brought up an issue that has been raised by others in Haiti about the underutilization of local implementing partners in humanitarian work (Tulane DRLA, 2012). The use of local actors greatly increased the timeliness of distributions in some cases where access caused delays in distribution, particularly in remote areas. Currently, FFP and OFDA are working on developing innovative solutions to identify local institutions that could channel assistance directly. The continued use of already established local organizations, whether faith-based or local community groups, will continue to be a source of local specialized knowledge (e.g., in WASH, shelter, and food) and local solutions if arrangements with these groups can be formalized and established prior to disasters. More effective use of local implementing partners is a key strategy for market-based emergency food assistance programming.

Primary data suggests that a number of IPs have ongoing collaborations with local organizations both through FFP-funded MBEP and through other programming. Primary data collected from key informants indicated that IPs, including World Vision and CRS, commonly partner with local faith-based community organizations to facilitate distributions. Partnerships between IPs and local community organizations, Haitian faith-based leaders, and traditional leaders help IPs reach people because faith-based organizations act as local change agents. Faith-based community organizations possess local knowledge and represent existing social structures. Although IPs identify and select the faith-based organizations

they partner with, the review team notes that these groups help programs reach those most impacted after a disaster and can help make emergency programming more responsive. The recent response to Hurricane Matthew benefited from committees of local authorities, leaders, and faith-based organizations to assist in targeting of vulnerable communities.

Under Kore Lavi, IPs have demonstrated ongoing coordination through VLSAs, referred to by locals as *tipa tipa*, which play an important role in people's lives. VLSAs can help sustain longer-term impacts and ensure continuity once emergency programming ends. Data from FGDs indicated that there was a high degree of satisfaction from beneficiaries who belong to a VSLA. Beneficiaries who belong to VSLAs reported many benefits, including the ability to receive loans and "solidarity funds" that are used in case of illness or death of a relative or when purchasing goods, such as computers, thereby encouraging solidarity among members. However, the review team finds that the potential for IPs to collaborate with local partners in emergency response could receive additional attention from FFP, especially in Haiti where community-based organizations play an integral role in many day-to-day interactions.

DONOR COORDINATION: Donor fatigue and declining resources along with spotty coordination among the many stakeholders who have had a long presence in the country have made Haiti a difficult place to fund emergency and development programming. However, the review team notes that some positive innovations have taken place. Recently, FFP effectively partnered with OFDA to support multiple and blended modalities and to sequence and layer modalities through, CRS's agricultural voucher and cash transfer program in the Grand Anse and South departments. In a culture where donor coordination is increasing at the institutional level, the review team found that this joint venture in Haiti did not have a joint review process, which may be an additional consideration to take into account. Interviews with CRS highlighted that a high degree of engagement from teams in both FFP and OFDA was evident and that the IP found it beneficial to have donor perspectives focusing on both agriculture and food security outcomes.

FOOD SECURITY OUTCOMES

MBEP programs contributions to positive short-term food security outcomes and long-term impacts in Haiti are not yet clear. Short-term effects were reported by multiple IPs as seen in IP project documents shortly after the end of their programming. Yet given the short-term nature of FFP MBEP, longer term trends among beneficiaries are not tracked except where FFP has on-going programs. While food security outcomes were measured in most IP programs; gaps in program documents and evaluations from IP and FFP and a lack of standardized reporting of outcome indicators by IPs makes a comparative analysis between IPs challenging. Additionally, in the fragile Haitian context where debt, unstable food prices, and ongoing crises threaten to destabilize food security gains, comparisons of food outcomes over time (and different shocks) were challenging as well. In general, the review team found that IPs saw short and medium-term food security improvements, but determined that a stronger emphasis on measuring long-term impacts is needed. Examples to support this general finding from various programs are below:

- Beneficiaries in World Vision's voucher program, for instance, had increased Household Dietary Diversity Scores (HDDS) (adequate and moderate dietary diversity) and a decrease in household hunger of targeted households compared to baseline scores (World Vision Haiti 2017). Primary data indicated that World Vision was proactive in ensuring locally-appropriate means to reach improved food security outcomes: the IP promoted the use of local recipes to aim for culturally-appropriate nutritious meals.

- WFP reports that food security outcome for its emergency drought response showed that over 50 percent of households participating in food for asset projects had improvement Food Consumption Score (FCS) by end of 2016. This was supported by WFP key informants, who highlighted the positive effects of cash-based programming on dietary diversity in projects lasting more than three months.
- Interviews with key informants in CRS also indicated that cash distributions helped beneficiaries improve both the quality and variety of food consumed, perhaps in part due to the hiring of nutritionists by CRS who provided food guidance to beneficiaries at distribution points.
- While long-term results in food security were not documented in ACF's project documents, the final evaluation for ACF's agricultural recovery program, Emergency and Support to Agricultural Recovery Program (PRUSRA), had "a very positive short-term effect on relief to vulnerable households" (Vanderstichele 2016) and found an increase in the food consumption score and improved living conditions. In the same program, cash transfers were seen as having had a positive influence on coping strategies when comparing baseline and endline figures.

While MBEP programs have contributed to positive short-term food security outcomes, long-term impacts are not yet clear. Short-term effects were reported by multiple IPs shortly after the end of programming; yet given the short-term nature of FFP MBEP, longer -term trends among beneficiaries are not tracked except where FFP has on-going programs. In the fragile Haitian context where debt, unstable food prices, and ongoing crises threaten to destabilize food security gains, the review team determined that a stronger emphasis on long-term impacts is needed.

4. COST-EFFICIENCY TRENDS

APS requirements for IPs to provide a cost efficiency analysis were not included until 2017, consequently IPs under this review did not generally include detailed cost analysis given that projects began prior to the APS requirement. A review of IP project documents and award letters shared with the review team reveals that some IPs will include a general descriptions or narratives on cost efficiency and cost effectiveness issues. Below are some example from various IPs in Haiti:

- CRS's technical narrative highlights that cash and voucher programming is less costly than other modalities based on decreased costs in logistics, which makes it feasible to target a larger number of beneficiaries. World Vision's use of its LMMS system to register beneficiaries was described in the project's Award Letter as a tool to help improve efficiency by generating plastic identification cards with unique numbers for each beneficiary. WFP's monitoring documents include descriptions of the IP's costs per beneficiary as well as a description of overall budget allocated to different activities (food transfer, cash/voucher).
- Kore L'Avni Nou project documents note that programming geared towards local food "avoids the delays, costs and inefficiencies of Title II in-kind food distributions"(USAID and CARE Haiti 2011, 32) by avoiding costs associated with shipping, transportation, and food spoilage which are associated with importing food.
- In terms of operational efficiency, the midterm review for Kore Lavi recommended a Consortium-wide use of indicators to ensure efficiency could be monitored, although the document focuses primarily on the program's efficiency in targeting. The midterm review determined that the program's targeting strategy for beneficiaries was efficient through the use of proxy means testing, Weighted Sum Deprivation, and HDVI ranking tools which allowed for a transparent raking of vulnerable households.

- ACIDI/VOCA's response to the 2010 earthquake included a cost-comparison where it determined that in-kind food purchases of locally-procured products would save about \$10,000 in ocean freight costs compared to using imported food. The final evaluation of Mercy Corps food voucher assistance to the 2010 earthquake provided a cost efficiency analysis that determined that the program reached its objectives within its budget. The evaluation also provided insight on the possible benefits that "traders (importers, wholesalers, and maybe local vendors) may have benefited from the surplus generated by the increase in cost efficiency." (Lafortune 2011).
- Primary data from interviews with key stakeholders indicates that stakeholders providing cash or vouchers saw lags in the supply chain during initial stages, but that these modalities are more cost- and time-efficient compared to in-kind food. Key informants, noted, however, that the question of efficiency was less urgent in the immediate aftermath of a high-impact disaster when in-kind food was essential to saving lives. Primary data suggests that strides have been made to promote more efficient voucher supply chains, notably through the use of electronic vouchers.
- Following the 2010 earthquake, inefficiencies and insecurity of cash transfer interventions led to an increased focus in voucher programming. This gave way to investments in mobile transfer programs for electronic voucher programs (Kauffmann 2012). Key stakeholders interviewed during the field work indicated that recent improvements in DIGICEL's platform and improvements in their support have translated to improvements in voucher distribution. However, cash transfers continue to be an appropriate choice in certain scenarios. WFP based its decisions to continue use of cash transfer programming on findings from its Omega Value tool. The Omega analysis compared cash, vouchers, and food and found that cash was more efficient (less costly) and more effective (higher nutritional value score) compared to both vouchers and food distribution (WFP 2016).
- Key informants from IPs highlighted the need for establishing networks of vendors to improve cash and voucher efficiency. The review finds that continuing to work on established networks also enables rapid scale-up in case of future emergencies. Long-term costs for cash or vouchers should still be lower than food distribution, which requires a considerably larger set of costs including transportation, shipping, handling, and storage.

5. DEVELOPMENT IMPACTS

LOCAL MARKETS AND VENDORS: The review team found that, in general, the Haiti MBEP had a positive effect on market functioning, though the magnitude of effects varied locally. Key informants from all six IPs interviewed during the review team's field work (ACF, CARE, CRS, Mercy Corps, WFP, and World Vision)²⁹ noted that FFP programming has created positive benefits including the stimulation of local economies where MBEP programs operate.

For instance, both cash transfer programs and vouchers helped promote the exchange of goods from one region in Haiti to another from local vendors. Interviews with ACF and with World Vision suggest that cash and vouchers provided by each IP, respectively, created an increase in market activity in the programming areas as vendors brought goods to communities receiving MBEP assistance.

²⁹ The review team was informed by the FFP Office in Haiti that ACIDI/VOCA no longer has an active presence in Haiti.

Cash transfers encouraged local vendors to search for foods in neighboring areas that had not been severely affected by drought or by hurricanes to sell in areas where beneficiaries had an influx of cash, indicating the responsiveness of non-beneficiary groups to respond to injections of cash or vouchers. Besides vendors, beneficiaries during FGDs noted that they are able to identify areas where food is available following a disaster, demonstrating that markets in Haiti are elastic as people respond to cash flows. The review team also found that food vouchers also contribute to local markets by encouraging beneficiaries to purchase locally-procured food. Key informants from World Vision, for instance, reported seeing improvements in existing businesses as well as new businesses opening following the implementation of vouchers, events that they report stimulated the local economy in La Gonâve. Through Kore Lavi, fresh food such as beans, maize, millet, meat, chicken, fish, and eggs are made available to beneficiaries through local vendors who form part of Kore Lavi. These vendors registered with the program receive training on purchasing local fresh food. IPs report that food safety issues, especially with fresh food, are monitored to ensure requirements are met. Vendors in FGDs at CRS and CARE sites interviewed during FGDs also indicated that their businesses had improved as a result of their participation in MBEP interventions. One beneficiary indicated that he was able to restart an old business. While vendors from one FGD noted that they did not have any new business activities, vendors in two separate FGDs stated that they saw an increase in new clients as a result of their participation in MBEP, even after the end of the scheduled distribution.

Kore Lavi's practice of registering vendors has promoted a network of established vendors who may benefit the community in the case of future interventions. Vendor key informants and participants of FGDs attested to the importance of interventions for their business success. Vendors' satisfaction with the program has had a positive effect on attracting additional vendors. Female vendors in FGDs highlighted that they have had such success participating in Kore Lavi that they are able to expand their business activities.

“Today, because of Kore Lavi we have a cascade effect: we inform vendors and vendors conduct promotion of other local vendors and that empowers them. Now we see larger vendors and also more vendors coming to talk to us” ~ IP Staff

“There is a certain level of pride in being a woman vendor, they have the right to speak, their husbands listen to them, they can go to the market and make decisions; they have self-confidence” ~ IP Staff

One of the issues reported to the review team during field work was that of price gouging, the practice of vendors raising prices beyond what is reasonable in a way that does not reflect actual prices, suggesting the need for continued surveillance. Beneficiaries from two of the seven beneficiary FGDs commented that they noticed that participating vendors would sometimes charge different prices. Community leaders interviewed in two of the seven FGDs conducted during the field work also indicated that price gouging was an issue, although both primary and secondary data suggests that IPs have taken steps to address these issues.

Six of the seven IPs whose projects are under review reported monitoring prices. A review of project documents indicated that IPs reported monitoring the price of key staples before, during, and after cash transfers (WFP), as well as the price of major commodities in voucher programs (WFP). Besides the price, IPs also collected information on quantity of food purchased to understand vendors' response to prices (ACF). Stakeholders interviewed from ACF also reported taking steps to ensure that vendors

who engaged in price gouging were replaced. ACF monitors prices at the boutique level and ensures prices are easily visible for beneficiaries to see to ensure transparency and fair prices. When vendors engaged in gouging, IPs took action to engage vendors with trainings, with this action helping to reduce seed prices to normal in the agricultural voucher program (CRS). CRS key informants mentioned during an interview that when CRS received calls from beneficiaries with concerns of prices manipulation, staff visited vendors and addressed the concerns directly. In other cases, CRS key informant indicated that additional vendors were added to the network to increase competition. Project documents indicate that only one IP (CRS) reported expelling a vendor who did not comply and who continued to inflate prices in project documents, while another IP (World Vision) reported adjusting vendor networks when vendors did not adhere to program requirements. Both IP project documents and vendors interviewed during the field work indicated that one of the reasons they raise prices is to serve the surge in demand on their goods.

OTHER IMPACTS

FINANCIAL INCLUSION: The review finds that emerging results indicate positive trends in linking beneficiaries to finance products. Through the Kore Lavi consortium, CARE was able to negotiate contracts with financial institutions (Levellier, Francjose and Unitransfer, Asokop) which are used by the other members of the consortium. The review finds that FFP programming has had positive effects on improving beneficiary access to financial services and local finance institutions. Representatives from Asokop, the local microfinance institution in Hinche, who were interviewed reported seeing beneficiaries from CARE DESAH and Kore Lavi programs seeking membership in Asokop outside of the arrangement with CARE, which would allow them access to credit and savings outside of FFP programs. ACF key informants commented that ACF has also worked closely with local microfinance institutions and contributed to developing local capacity. This has allowed for a decentralized approach that empowers local finance institutions based outside the capital, which may have long-term impacts on improving rural access to finance products.

SUSTAINABILITY: As with the likelihood of food security outcomes, the review team finds that gaps exist in ensuring long-term sustainable solutions, although IPs have tracked positive outcomes in the short-term. For instance, WFP key informants mentioned having a positive experience implementing CFA, noting benefits from both short- and medium-term assistance. WFP noted that short-term CFA beneficiaries have been able to pay off debts and spend on health needs, and beneficiaries who received assistance for longer periods increased their diet diversity, made investments, and were able to put money in savings. Long-term impacts of CFW/CFA on food production and food security, however, are not guaranteed (Vanderstichele 2016). Interviews with IP stakeholders indicates that one way to encourage sustainable impacts after MBEP programs is to continue to promote links between VSLAs and beneficiary groups to ensure continuity.

Sustainability may be limited by several factors. In rural settings, paper cash can make a difference short term, but debt poses a serious challenge for many families where food prices are high. Repairs to roads and other infrastructure or community-wide improvements made during CFW programs may not last if additional disasters strike. While beneficiaries in FGDs remarked that cash helps them address immediate expenses after a shock, some IPs acknowledged that emergency assistance is typically spent within the first few days after a distribution, and beneficiaries report that the assistance does not last long enough to cover their needs. Most beneficiaries in CRS's agricultural voucher program indicated in project monitoring documents that they planned on using their cash within one to three days after

distribution. This is further evidence to the need to link and coordinate emergency response and development activities to enable sustainable solutions. Primary data collected from FGDs also indicates that beneficiaries were reluctant when it came time to expect long-term changes: both men and women participating in FGDs noted that they will likely revert to known livelihood strategies once benefits end. Male beneficiaries responded that besides working in agriculture, once they no longer receive agricultural input vouchers, they will likely take up some of the activities they do in between planting seasons including breaking up rocks and selling sand. The beneficiaries, who live in a coastal community, mentioned that they will not be able to continue fishing, as Hurricane Matthew destroyed their fishing equipment. Although the men in the same beneficiary group mentioned that the support provided was important to them, their expectations for their own future livelihood options suggests that they expect that they will require longer-term support.

PSYCHOSOCIAL BENEFITS/CONFIDENCE: Haitians are repeatedly affected by natural hazards, and the severity of these shocks has had effects on the psychological well-being of its residents (Tulane DRLA 2012). The nature of assistance provided to those affected can have important psychological effects as well (Tulane DRLA 2012). The FFP blended approach to emergency food assistance generally addresses these realities. The higher reliance on MBEP has allowed IPs to provide cash and voucher assistance, which is generally preferred by beneficiaries to in-kind food. In the majority of FGDs conducted during data collection, participants mentioned multiple positive outcomes to their overall wellbeing. Beneficiaries participating in FGDs noted that the agricultural input vouchers helped men feel empowered to work in their community, which helped them feel proud. Male and female beneficiaries in both emergency (CRS and CARE programming) and in Title II programming (through Kore Lavi) in a total of six of the nine FGDs with beneficiaries conducted during field work described feeling increased hope for their future with beneficiaries noting improved hope within households as well as over the wider community. In two of the nine FGDs with beneficiaries and in one of the seven FGDs with vendors, participants commented that they perceived less stress in the community as a result of the MBEP programming – participants felt less anxiety, less tension in the community, and reported improved relationships with neighbors. Reports of feelings of increased hope and less stress are important to note in the Haitian context where the drought, and, particularly Hurricane Matthew, had devastating consequences – participants in three of the nine beneficiary FGDs and participants in four of the seven vendor FGDs (two of which included VSLA members) noted that they had lost everything from the recent disasters.

“The interventions created hope in the community... There is less anxiety and tension between members of the community” ~ Female beneficiary

“Before [Hurricane Matthew] we were the food basket of other communes...The seed voucher allowed us to cultivate our own plantations which were destroyed; this helped the community get back up after having lost everything” ~ Male beneficiary

LIFE HISTORIES

Three life histories are included in Annex 3: which demonstrate the positive impacts of FFP market-based emergency food assistance and Kore Lavi programming on the lives of beneficiaries and vendors.

6. PRIORITIZED RECOMMENDATIONS

APPROACHES AND STRATEGIES THAT SHOULD CONTINUE

- Continue to invest in enhancing humanitarian and development funded programming, such as Kore Lavi, to ensure long-term solutions, by improving coordination mechanisms (including systematization of monitoring and evaluation across IPs in partnerships).
- IPs should continue to invest in preparedness, especially in a fragile context where natural disasters are expected to continue. Although advancements have been made in establishing supply chains in Haiti, a continued investment in having prepositioned assistance and supply chains for multiple food assistance modalities can help ensure timely response mechanisms.
- Encourage IPs to continue to select modalities that address the needs of the population at the community-level following different types of disasters, based on the local context – including conducting studies on modality options based on the Haitian context.
- Encourage IPs to continue to layer and sequence development and emergency interventions following the onset of a disaster so they meet the changing needs of the population over time. This is particularly needed in Haiti where coherence between various programming needs to continue to invest in improving the resilience trajectories of the population so that people are not worse off after each disaster.
- Continue to partner with government stakeholders to ensure graduation strategies are effectively rolled out, particularly for social protection schemes, including ensuring that donor-government collaboration is consistent among the numerous stakeholders involved in both the humanitarian and development response in Haiti.
- Continue to ensure that emergency transfers are planned to respond to local planting seasons so that assistance is provided during the lean season, for instance (April to early June). This would help farmers to plan around their seasonal calendars to be able to pay for expenses.
- Continue to encourage IPs to work with local community groups (including CBOs and faith-based groups) to ensure programming is community-driven, responsive, accountable to the most vulnerable, and continues to promote long-term partnerships with local groups with programming that reflects the idiosyncrasies of the Haitian socio-political environment and culture.
- Continue to invest in engaging beneficiaries and local community groups and leaders to ensure accountability and prevent fraud, waste, and loss.
- Continue to invest in the capacity of a network of vendors and suppliers to support local markets' ability to respond to emergencies, especially since local market-based actors are often responsive immediately after disasters in Haiti.

- Continue to invest in improving digital distribution mechanisms through partnerships with the private sector (i.e., mobile service providers) while investing in digital literacy and mobile coverage, particularly in rural areas.
- Continue to promote local food production in program design. In cases where local goods are not available, the use of imported goods to supplement and eventually complement local foods should continue. This approach would continue to take into consideration local food preferences and crop potential.
- Continue to invest in the cash supply chain through continued cash preparedness training of IP staff and ensuring that cash transfer companies and vendors are equipped to handle cash transfers.
- Continue to conduct market assessments prior to emergencies, including at sub-national levels, to prevent delays in implementation immediately after a disaster.

APPROACHES AND STRATEGIES TO MODIFY

- Encourage multi-donor efforts between USAID and other donors providing emergency assistance in Haiti to strengthen national-level management of programs. This is key in Haiti where numerous donors, each financing numerous humanitarian (and development) programs, should encourage complementarity in programming. Additional efforts are needed to improve consistency between donor and IP partnerships with Government of Haiti stakeholders, a key point in enabling government counterparts the ability to lead programs. This would also help improve multi-sectoral cash programming, strengthen the linking of emergency and development programming, strengthen layered/sequenced/mixed modalities, and strengthen vulnerability targeting. It would also promote improved preparedness as well as consistent monitoring and evaluation of programs to ensure optimal results.
- Request that IPs specify modality selection (i.e., in the FFP Award Letter) as part of the project justification to better document modality options based on disaster, timing, and other factors.
- Improve the monitoring of impact on various outcomes, including on food security outcomes, from MBEP by improving monitoring and evaluation standardization across IPs receiving FFP-funding. Currently, IPs report on various food security trends, yet additional resources to track wellbeing trajectories are needed to strengthen future humanitarian work and link it to development programming.
- Ensure coordination with government counterparts is coherent between government bodies so that efforts are not unnecessarily duplicated and so role clarity of relevant partners is consistent and clear. This would allow donor-driven responses to create the most impact over the long-term as efforts continue to be absorbed by government counterparts, such as with the Kore Lavi and social protection mechanism.
- Where possible, contribute to the development of a national registry for vulnerable households to improve current targeting mechanisms, strengthen links between humanitarian relief and development activities, and improve coordination between government agencies, implementing

partners, and donors. Typically, such initiatives require multi-donor efforts. FFP should coordinate with other actors supporting these programs. In addition to developing a national registry, additional efforts on improving guidance on how IPs verify vulnerability lists through local authorities and local community leaders would ensure beneficiary satisfaction. This would also include encouraging IPs to strengthen communication efforts with beneficiaries around selection criteria. Improved transparency would strengthen IP engagement with beneficiaries and help limit confusion on targeting criteria. A registry would also ideally be flexible enough to accommodate to changing circumstances as households' vulnerability status changes over time.

- Consider requiring a section in the Annual Program Statement for Haiti that encourages IPs to link relief activities with development to build resilience.
- Consider investing in studies specifically aimed at whether IPs are tracking, monitoring, and evaluating how programs are influencing beneficiaries' wellbeing, including both psychosocial considerations, gender considerations, and considerations for the particularly vulnerable groups in Haiti. This is particularly important in Haiti given that the Haitian population has been receiving assistance for decades and that the mixing/sequencing/layering of modalities may play a role in determining whether long-term beneficiaries are being empowered to graduate from humanitarian/development work over time.

ANNEXES

ANNEX I: APPROACH

The Haiti case study included a multi-layered approach with a document review, field visits to beneficiary communities, and interviews with donors, implementing partners, and beneficiaries. The desk review of metadata included reports of technical papers, assessments, bulletins, and monitoring data from USAID, WFP and other United Nations agencies, FEWS NET, documents from the Government of Haiti and documents from other IPs (including program proposals, award documents, Quarterly Reports, and Annual Results Reports).

Field work took place June 5-July 27, 2017 and included 43 KI interviews (including representatives from USAID, IPs, and community leaders), 3 in-depth beneficiary interviews, and 19 FDGs (including women and men beneficiaries, vendors, and members of the community). Participants of both EFSP and Title II development funding were interviewed during the field work.

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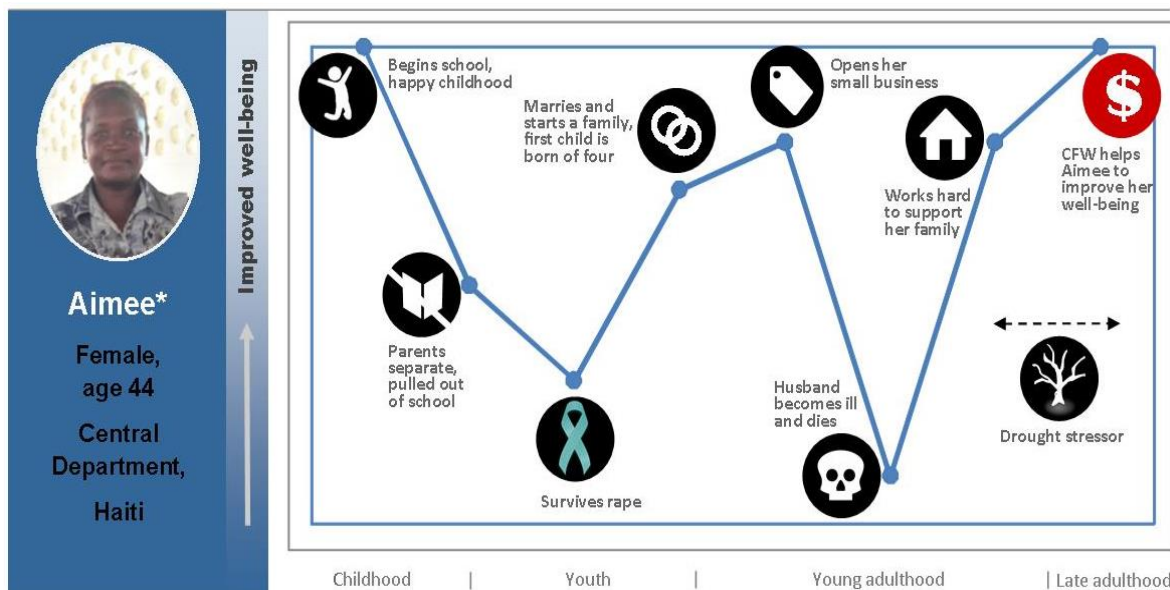
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ANNEX 3: LIFE HISTORIES

The following beneficiary life histories come from in-depth qualitative life histories conducted by the review team using guidance adapted from ODI (Scott and Diwakar, 2016).

Life History I: Aimee

Cash for work help vulnerable household improve overall well-being



*Name has been changed.

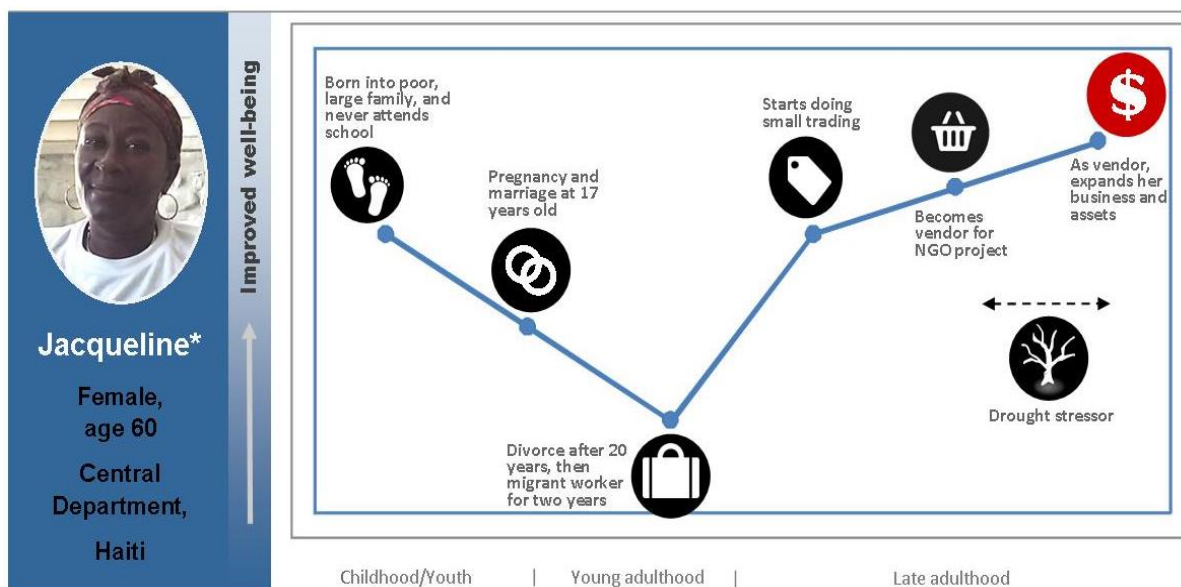
Aimee was born in 1973 in the Central Department of Haiti. Her childhood was the happiest time of her life, and she especially enjoyed going to school. But the separation of her parents when she was 12 years old turned her life upside down. Her mother moved to the capital with her four younger siblings, leaving Aimee with her father in Thomassique in the Central Department. Her father pulled her out of school and told her that she could no longer attend because her mother had left them. Shortly afterwards, Aimee was raped, leaving her feeling humiliated and horribly distressed. Her life improved briefly when she moved to Port-au-Prince to live with her mother, but life was difficult because she blamed her mother for her rape. After six months, she returned to her father's home.

At age 17 she fell in love and married the man who would become the father of her children. They married, and had their first child the same year. Aimee engaged in small commerce to help support the family. At first her husband was caring and compassionate, but after some time, he became verbally abusive. He fell ill and passed away in 2007, leaving Aimee with four children.

As a widow Aimee was supported by her sisters, who helped her develop her small business. She worked hard to support her family and improve their lives. The drought that started in 2014 added strain to her livelihood. As a female-headed household, they were particularly vulnerable to drought-related food insecurity. Her life changed in 2016 when she was selected to participate in Cash for Work activities under CARE's Drought Emergency Social Assistance for Haiti (DESAH) program. This assistance allowed her to invest in and grow her business, purchase a goat (which later had two kids), and repair her home. While she currently lives in her mother's house, she hopes to one day be able to purchase her own home. Aimee attributes her current well-being to the support of this program.

Life History 2: Jacqueline

Participating vendor expands her business activities and livelihood assets



*Name has been changed.

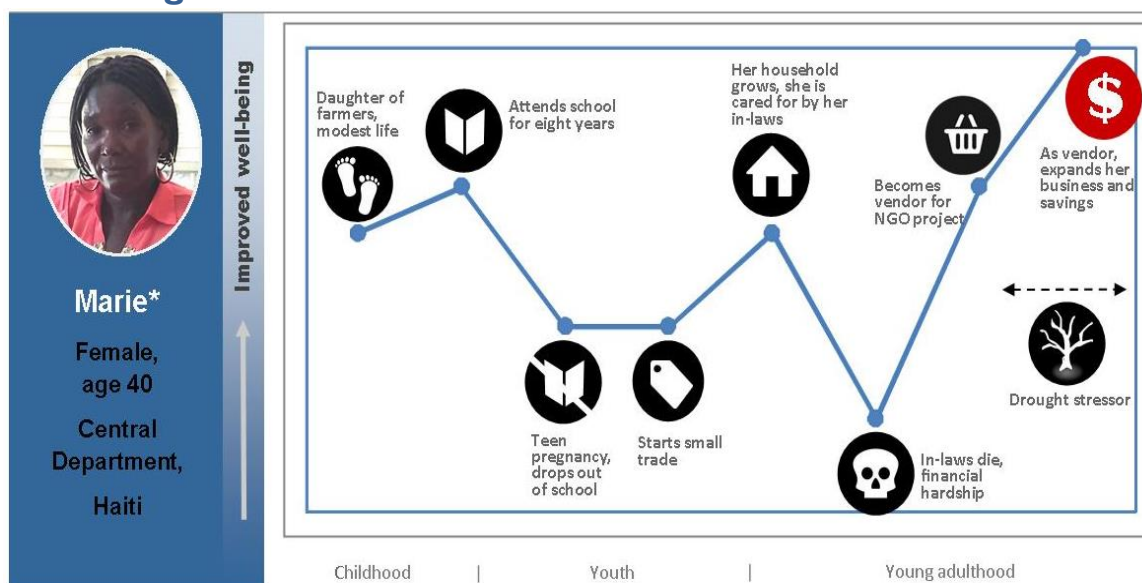
Jacqueline was born in 1957 into a family of very modest means. She had a large family, with 11 siblings and two half-siblings. Jacqueline's childhood home included 17 family members living together in a small space. Her parents could not afford to send many of the children to school, so Jacqueline never attended school.

At age 17, Jacqueline became pregnant and she married the father of her child. Together they had seven children although, her husband also had several children with other women while they were married. After 20 years of marriage and many disputes, they separated. She had always made some income providing a laundry service, and her parent's garden was a source of food. But after the divorce she experienced extremely difficult times. She migrated to the Dominican Republic to work as house help for two years. Since she faced financial hardship while raising her children, she could only afford to send the last four children to school. The eldest three grew up and also migrated to the Dominican Republic to find work.

She began working in small trade in 2007 at the age of 50 where she sold oil, spices, and bananas. In 2014 she joined the Kore Lavi program as a participating vendor to sell fresh produce to the beneficiaries. This was a time of drought in her community and as a result the small traders and markets were affected, however, her involvement with Kore Lavi was an opportunity that has changed her life. She no longer does the laundry work, but instead she has focused on expanding her small business, adding new products and also carrying larger quantities of products. She has been able to increase the number of chickens and cattle that she owns. In doing so, she supports her elderly parents and continues to support her three youngest children still under her care.

Life History 3: Marie

Participating vendor able to greatly expand her business activities and savings



*Name has been changed.

Marie was born in 1977 in the Central Department of Haiti. Her father and mother were farmers, and their living conditions were modest. She had nine siblings. She began attending school at age seven and continued with her education for eight years. She dropped out in Grade 6 after becoming pregnant; she was 15 years old. She was humiliated by her peers and her parents. She left school and took care of her first child. She sold kerosene, other cooking items and sometimes charcoal.

At age 19, she moved out of her parent's home to live with her boyfriend, who became the father of her six other children. While they did not officially marry, she was taken care of by her in-laws, who had a small farm and owned a bakery. Sadly, in 2008 both her mother-in-law and father-in-law passed away, which led to financial difficulties for Marie and her family. To earn income she began to produce charcoal to sell, and to work the small parcels of land left by her in-laws. She relied on the small business and trading skills she had developed when she was 15 years old.

Her trading picked up in 2014 when she started selling fresh produce to the beneficiaries of the Kore Lavi program as a participating vendor. This was around the time her community and the markets were facing the impacts of drought. The extra income allowed her to join a VSLA, which is when her life really began to improve. With the new opportunities and income, she decided to withdraw her children from public schools and place them in a private school where they would receive a better education. In December 2016, she was even able to access loans to rent and reopen the bakery that was once owned by her in-laws but had been sold when they died.

Now she runs the bakery, owns a small grocery store, and continues to participate in the small trade of fresh produce with the organization. Due to her participation in Kore Lavi, she remarked, she is no longer crying due to the difficult work of selling kerosene. As a savings mechanism, she bought oxen and loans them to people who take care of them. In all, through this program her life has been "revived."

ANNEX 4: RELEVANT ACTORS

Table 4 provides a snapshot of the key stakeholders who are relevant to the MBEP under review in this study. The list of key actors is not exhaustive, but rather provides a snapshot of the primary stakeholders (United States Government, additional donors, multi-lateral agencies, and Government of Haiti) which are linked to the design/implementation of various components of the programs under this review. For a list of relevant IPs under this review, see Annex 5: Summary of FFP funding in Haiti.

Table 4: Key actors

Stakeholders	Role in EFSP and Title II development funding programming
United States government	
USAID Haiti	USAID Mission in Haiti; primary data from the review includes interviews with stakeholders from USAID Haiti's FFP Office.
USAID FFP	Washington D.C. based office of FFP, which manages all emergency food assistance as well as a development assistance program.
USAID OFDA	Responsible for coordinating the United States government's disaster response overseas; primary data from the review includes interviews with stakeholders from USAID OFDA's Office in Haiti.
Additional donors	
The European Commission's Humanitarian Aid and Civil Protection Department (ECHO)	Key donor of emergency and development programming in Haiti; primary data from the review includes interviews with stakeholders from ECHO in Haiti.
Global/multilateral groups	
The Cash Learning Partnership (CaLP)	A global partnership of stakeholders participating in emergency programming whose work contributed to an improved understanding of cash transfer programming.
United Nations Development Programme, UNDP	United Nations agency that focuses on supporting the development objectives of Haiti; primary data from the review includes interviews with stakeholders from UNDP in Haiti.
The United Nations Children's Fund, UNICEF	Collaborates with WFP to identify beneficiary needs for program implementation; source of information for IPs on information relating to nutrition and food security.
Government of Haiti	
Ministère des Affaires Sociales et du Travail, MAST	Primary partner of the Kore Lavi program; partners with IPs to generate vulnerability lists using the HDVI.
Coordination Nationale de la Sécurité Alimentaire – CNSA	Collaborates with WFP, CARE, FEWS NET to produce food security assessments. Housed within the Ministry of Agriculture, Natural Resources, and Development (MARNDR).
DPC, <i>Direction de la Protection Civil</i> (Department of Civil Protection)	Manages risks and disasters in Haiti; ³⁰ provides support for assessments; verifies vulnerability listings at the local level. Housed within the Ministry of the Interior and Territorial Collectives (MICT).

³⁰ See

Stakeholders	Role in EFSP and Title II development funding programming
<i>ASECs, Assemblée de la Section Communale and CASECs, Conseil d'Administration de la Section Communale</i>	Local community groups who verify vulnerability listings at the local level.

Source: primary and secondary data from the review.

Table 5 and Table 6 provide a list of the key stakeholders interviewed and the focus groups conducted during the field work.

Table 5: Stakeholders interviewed during the Haiti field mission and/or via Skype

Organization	Name	Stakeholder type/title
ACF	Mathieu Nabot	IP, Country Director
ACF	Fanette Brandalac	IP, Adjoint Country Director for Programing
ACF	Junior Joseph	IP, Food Security and Livelihoods Officer
CARE	Jean-Michel Vigreux	IP, Country Director
CARE	Afurika Juvenal	IP, Chief of Party; Kore-Lavi Program
CARE	Laura Sewell	IP, Assistant Country Director
CARE	Barbara Jean Claude	IP, Program Officer
CARE	Nelson Jean-François	IP, Knowledge Management Advisor
CARE	Julie Razongles	IP, Project Manager
CARE	Jean Joseph Francouer	IP, Coordinator at the Sub-Office in Hinche (Central Plateau Department)
CRS	Beth Carroll	IP, Emergency Coordinator
CRS	Christopher Bessey	IP, Country Representative
DIGICELL	Roxana Sabalette	Private organization, Business Services Manager
ECHO	Jordi Torres-Miralles	Chef de Bureau, ECHO Haiti
Mercy Corps	Jessica Pearl	IP, Country Director
OFDA	Jonathon Anderson	Regional Advisor
UNDP	Rita Sciarra	Head of Unit, Unité de Réduction de la pauvreté, Haiti
USAID	Janet Schulman	Deputy Office Chief, FDHS
USAID	Florence Cadet	Deputy Office Chief, FDHS
USAID	Emmanuelle Isaac	Field Officer
USAID	Geto Saintsiril	Field Officer
USAID	Carrell Laurent	Regional Advisor
USAID	Veena Reddy	Deputy Mission Director
USAID	Beatrice F. Pierre	Senior Monitoring and Evaluation Specialist, Office of Economic Growth and Agricultural Development, USAID
USAID	Hubert Sylney	Program Office, Program Specialist
USAID	Magdala Beaublanc	Field Program Monitor, FDHS
USAID	Chantale Audate,	Field Program Monitor, FDHS
USAID	Erlic Blot	Program Assistant, FDHS

Organization	Name	Stakeholder type/title
WFP	Cédric Charpentier	IP, Head of Programme
WFP	Emilie Swalens	IP, VAM Officer
WFP	Erica Demuru	IP, Programme Officer - CBT
WFP	Jeancarel Norceide	IP, National VAM Officer
WV	John Hasse	IP, National Director
WV	Lesly Michaud	IP, Operations Director

Table 6: Summary data for focus groups/interviews conducted in Haiti: locations, number, and type of participants

Location	Focus group (FGD) or interview	# of participants	Type of participants
Thomassique, Central Plateau	FGD	3	Female beneficiaries (EFSP programming)
Thomassique, Central Plateau	FGD	12	Female/male VSLA participants and vendors
Thomassique, Central Plateau	FGD	4	Community leaders
Thomassique, Central Plateau	FGD	3	Community members (non-beneficiaries)
Thomassique, Central Plateau	FGD	4	Male/female beneficiaries (Title II Development and EFSP programming))
Thomassique, Central Plateau	FGD	5+	Vendors, participants (Title II Development programming)
Thomassique, Central Plateau	FGD	5+	Female/male VSLA participants and vendors
Thomassique, Central Plateau	FGD	10	Female beneficiaries (Title II Development programming), SO3
Thomassique, Central Plateau	In-depth interview	1	Female beneficiary
Thomassique, Central Plateau	In-depth interview	1	Female vendor
Thomassique, Central Plateau	In-depth interview	1	Female vendor
Abricots, Grand Anse	FGD	10	Female recipients of cash transfers and vouchers (EFSP programming)
Abricots, Grand Anse	FGD	13	Male recipients of cash transfer (EFSP programming)
Abricots, Grand Anse	FGD	4	Community Leaders
Bonbon, Grand Anse	FGD	12	Female recipients of vouchers and cash transfers (EFSP programming)

Location	Focus group (FGD) or interview	# of participants	Type of participants
Bonbon, Grand Anse	FGD	13	Male recipients of vouchers and cash transfers (EFSP programming)
Bonbon, Grand Anse	FGD	2	Male/female vendors
Bonbon, Grand Anse	FGD	2	Male/female vendors
Bonbon, Grand Anse	FGD	6	Community Leaders
Jeremie, Grand Anse	FGD	10	Female recipients of cash transfers (EFSP programming)
Jeremie, Grand Anse	FGD	12	Male recipients of cash transfers (EFSP programming)

ANNEX 5: SUMMARY OF FFP FUNDING IN HAITI

Table 7: Summary of FFP EFSP and Title II funding in Haiti

Partner and Project No.	Project Name	Department	Award Dates	Original Budget	Key Planned Activities	Disaster	Funding
ACDI/VOCA FFP-FY-10-001	Emergency Food Security Program-Haiti	Southeast	05/17/2010-12/31/2010	\$532,646	In-kind food from local markets	2010 earthquake	EFSP
ACDI/VOCA AID-FFP-G-13-00019	Emergency Food Security Program Response for the Southeast Department	Southeast	01/30/2013-09/27/2013 (ext. until 01/31/2014)	\$3.9 million	CFW	Hurricane Sandy, drought, Tropical Storm Isaac	EFSP
ACF ACF_AID-FFP-G-11-00048	CFW intervention for vulnerable population affected by multi-factor crisis in 2010-2011	Upper Artibonite	8/26/2011-12/2012	\$1.5 million	CFW	2010 earthquake	EFSP
ACF AID-FFP-G-15-00081	Emergency and support to agricultural recovery program (PRUSRA)	Northwest	07/15/2015-10/31/2016	\$3.9 million	CFW	Recovery	EFSP
CARE/WFP/ ACF/CRS/WV	Kore Lavi		10/27/2011-Ongoing (ext. until 2019)		Food vouchers (electronic)	Hurricane Tomas (originally); social protection	Title II section 202(e) Development

Partner and Project No.	Project Name	Department	Award Dates	Original Budget	Key Planned Activities	Disaster	Funding
AID-FFP-A-13-00005						mechanism (currently) ³¹	
CARE/ACF AID-FFP-G-12-00002	Kore L'Avni Nou – Support our Future	Grand Anse, Northwest, Upper Artibonite, La Gonâve Southeast, Central Plateau	10/27/2011-08/31/2012 (ext. until 8/31/2013)	\$5.9 million	Food voucher (electronic) for poor households to contribute to increased food security and asset protection	Hurricane Tomas	EFSP
CARE/ACF AID-FFP-G-13-00028	Kore L'Avni Nou II –Support our Future	Upper Artibonite, Northwest	04/08/2013-04/30/2014 (NCE until 04/30/2014)	\$3.9 million	Food voucher (paper and electronic)	Drought/Hurricane Sandy/Tropical Storm Isaac	EFSP
CARE AID-FFP-G-16-00042	Drought Emergency Social Assistance for Haiti (DESAH)	Central Plateau, Southeast	02/01/2016-08/31/2016	\$5.8 million	UCT, CFW	Drought	EFSP
CRS AID-FFP-F-11-00050	Grand Anse Relief and Recovery Program (GRRP)	Grand Anse	01/31/2012-08/2012	\$3.9 million	Food vouchers (paper and electronic)	Recovery	EFSP
CRS AID-FFP-G-17-00028	Seed Voucher and Cash Transfer Program Responding to	Grand Anse, South	01/01/2017-07/31/2017	\$9 million	UCT (electronic); agricultural vouchers (electronic)	Hurricane Matthew	EFSP (FFP/OFDA)

³¹ While Kore Lavi was originally intended to provide emergency assistance to populations affected by Hurricane Tomas, it is currently being implemented as a social safety net.

Partner and Project No.	Project Name	Department	Award Dates	Original Budget	Key Planned Activities	Disaster	Funding
	Hurricane-Affected Communities in Haiti's Southern Peninsula						
Mercy Corps AID-FFP-G-10-00041	Kimbe-la (Hang in There) Program, Giving Choices to Earthquake Survivors outside Port-Au-Prince	Central Plateau, Artibonite	07/15/2010-07/15/2011 (NCE until 09/30/2011)	\$12.4 million	Local regional program through food vouchers (electronic) for rural households hosting IDPs and vulnerable households affected by the earthquake	2010 earthquake	EFSP
WFP AID-FFP-G-10-00039	Food Assistance to Earthquake Affected Populations in Haiti (EMOP 200110)	Artibonite, Southeast	07/02/2010-09/30/2011	\$12.4 million	CFW for vulnerable and food insecure households in rural (receiving IDPs) and urban areas (sending IDPs) with a special focus on women-led households ³²	2010 earthquake	EFSP
WFP AID-FFP-IO-16-00014	Food Assistance to Earthquake Affected Populations in Haiti (EMOP 200949)	Northeast, Central Plateau, West, Nippes, South, Southeast	05/27/2016-08/31/2017	\$11.1 million	UCTs (paper/electronic); unconditional in-kind food; CFA	Drought and ongoing El Nino phenomenon	EFSP

³² EFSP cash was provided for cash transfers to be used in tandem with commodities for CFW/FFW activities.

Partner and Project No.	Project Name	Department	Award Dates	Original Budget	Key Planned Activities	Disaster	Funding
World Vision AID-FFP-G-16-00032	Emergency Food Assistance to La Gonâve	La Gonâve	02/04/2016-09/30/2016 (1 st ext. approved 06/2016; NCE until January 2017)	\$2.1 million	Food voucher (electronic)	Drought	EFSP