Review of Irish Aid's Emergency Response to the Haiti Earthquake in 2010

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INTRODUCTION

1. This assessment is a review of support provided by Irish Aid to Haiti over the period 2010-2012 in response to the earthquake of January 12th 2010. It assesses the Irish Aid contribution of €13,193,163 to the Government's pledge in development assistance. Expenditure incurred by other Departments is outlined briefly but not considered in detail. The report considers the *rationale* and *efficiency* of Irish Aid's response, including the Irish Aid policies and processes underpinning the response.

CONCLUSION

2. The assessment finds that the decision by Irish Aid to respond to the disaster in Haiti was in line with agreed policies. The response was prompt and appropriate and made use of a number of innovative mechanisms that enhanced overall efficiency and timeliness. Lessons learned from the response to the 2004 Indian Ocean Tsunami were taken into account. Irish Aid's implementing partners were assessed against clear appraisal criteria and complied with the reporting requirements set down. Opportunities to further enhance the efficiency of Irish Aid's response to future sudden onset crises are identified in Chapter 3.

RATIONALE

3. There was a clear basis in the Statement of Strategy of the Department of Foreign Affairs and Trade and in its *Humanitarian Relief Policy* for the decision to respond to the crisis in Haiti. The manner of the response was based on the *Humanitarian Relief Policy* and informed by experience. It was implemented through a mix of partners, in line with the *Principles and Practices of Good Humanitarian Donorship*, which is endorsed by major donors, including Ireland. A Technical Team was sent to Haiti a week after the quake and its recommendations gave strategic focus to the response. Programmes supported were in line with the UN humanitarian appeal framework and took full account of the capacities of partners to deliver.

EFFICIENCY

4. Irish Aid's response was timely and efficient, facilitated by a pre-positioning of funding, stockpiling of emergency supplies and maintenance of a Rapid Response Corps to provide surge capacity to partners on the ground. Irish Aid and its partners and peers have made important innovations in the mechanisms they use to respond to emergencies. These help address shortcomings observed in previous responses to sudden onset emergencies.

5. The UN Central Emergency Response Fund (CERF) was the largest single source of funding for the relief effort in the week following the earthquake and Irish Aid's own Emergency Response Funding Scheme (ERFS) and Rapid Response Initiative (RRI) also provided catalytic funding for NGOs as well as humanitarian supplies during the immediate relief phase of the

response. Strategic planning combined with the development of detailed guidance for sectors for funding facilitated efficient allocation of resources and overall programming coherence. This also ensured Irish Aid did not cede to pressure to make funding decisions that were not aligned with its response priorities.

6. Targeted and timely funding to specialist organisations that were experienced in responding to humanitarian emergencies helped ensure an efficient implementation of Irish Aid's response and a balance of implementing partners was selected. As part of its immediate response, funding was provided to the Red Cross and to specialist UN agencies with a central, coordinating role in the overall response. Following the visit of the technical team, this funding was complemented by support for NGOs and a further cohort of UN agencies with mandates in priority areas, giving both coverage and scale to the response.

7. At the appraisal stage, consideration was given to whether partners had been resident in Haiti prior to the emergency. Notwithstanding this focus on local partners, divisions emerged between the internationally-led and Haitian-led recovery efforts, which resulted in an unmet demand for greater local ownership of programmes and for the delivery of longer-term solutions. This was as much an issue for the wider humanitarian community as for Irish Aid.

8. In the absence of clear information on the full scale of the emergency in the period immediately after the earthquake, Irish Aid took a pragmatic approach to determining the level of funding it would provide. This was in line with commitments under the *Principles and Practices of Good Humanitarian Donorship* to provide humanitarian funding in proportion to humanitarian need and balancing the emergency needs in Haiti with the need in other emergencies. An interim funding commitment of €2 million was subsequently increased to €13 million over three years as soon as a more systematic assessment of humanitarian needs became available.

9. While Irish Aid support to Haiti was largely timely and efficient, there is scope to enhance the efficiency of future responses to sudden onset emergencies. Areas identified are:

   - **Appraisal and approval processes for grant applications could be shorter**. The assessment makes a number of recommendations in this respect. This is particularly important in the context of emergency response.

   - **Partner accountability mechanisms could be strengthened**. Greater emphasis could be placed on external evaluations of partner programmes or including a greater focus on qualitative indicators of programme impact in monitoring frameworks.

   - **A strategic review of Irish Aid's approach should be undertaken on a regular basis** to ensure that it continues to respond to emergent changes in the local context.

ALNAP	Active Learning Network for Accountability and Performance in Humanitarian Action
CERF	Central Emergency Response Fund
CSDEU	Civil Society and Development Education Unit
DFAT	Department of Foreign Affairs and Trade
DPER	Department of Public Expenditure and Reform
EC	European Commission
ECHO	European Community Humanitarian Office
ERFS	Emergency Response Funding Scheme
ERRF	Emergency Response and Relief Fund
FAO	Food and Agriculture Organisation of the United Nations
FPA	Focused Policy Assessment
FTS	Financial Tracking Service
GHD	Good Humanitarian Donorship Initiative
HU	Humanitarian Unit
ICRC	International Committee of the Red Cross
IFRC	International Federation of the Red Cross and Red Crescent Societies
IMF	International Monetary Fund
MDTF	Multi-Donor Trust Fund
NGO	Non-Governmental Organisation
ODA	Official Development Assistance
OECD	Organisation for Economic Cooperation and Development
RRI	Rapid Response Initiative
UN	United Nations
UNHCR	Office of the United Nations High Commissioner for Refugees
UNDP	United Nations Development Programme
UNFAO	Food and Agriculture Organisation of the United Nations
UNFPA	United Nations Population Fund
UNHRD	United Nations Humanitarian Response Depot
UNICEF	United Nations Children's Fund
UNOCHA	United Nations Office of Coordination of Humanitarian Affairs
WASH	Water, Sanitation and Hygiene
WFP	World Food Programme
WHO	World Health Organisation

IRELAND'S OVERSEAS DEVELOPMENT ASSISTANCE PROGRAMME

10. Irish Aid is the Development Cooperation Division of the Department of Foreign Affairs and Trade (DFAT) and leads the implementation of Ireland's Official Development Assistance (ODA) commitments. It accounts for approximately 80% of Ireland's total ODA expenditure, with the remainder disbursed by other Government Departments. In 2012 Ireland's total ODA expenditure was €628.9 million[1].

11. Emergency humanitarian assistance is a key component of the Irish Aid programme, representing, at the time, 15% of total ODA expenditure. Between 2007 and 2012, the average annual budget for humanitarian relief and recovery assistance was approximately €110 million[2] (see Figure 1), placing Ireland among the top twenty humanitarian donors by amount of financial assistance provided[3].

12. The majority of this funding is provided through three budget lines:

- The **Emergency Humanitarian Assistance Fund** (EHAF) supports the response to acute humanitarian need arising from both protracted and sudden onset crises;

- The **Emergency Preparedness and Post-Recovery Fund** (EPPR) provides funding to activities which focus on preparedness and recovery;

- The **Rapid Response Initiative** (RRI) provides funding for stocks, personnel and transport in the acute phase of Irish Aid's emergency response.
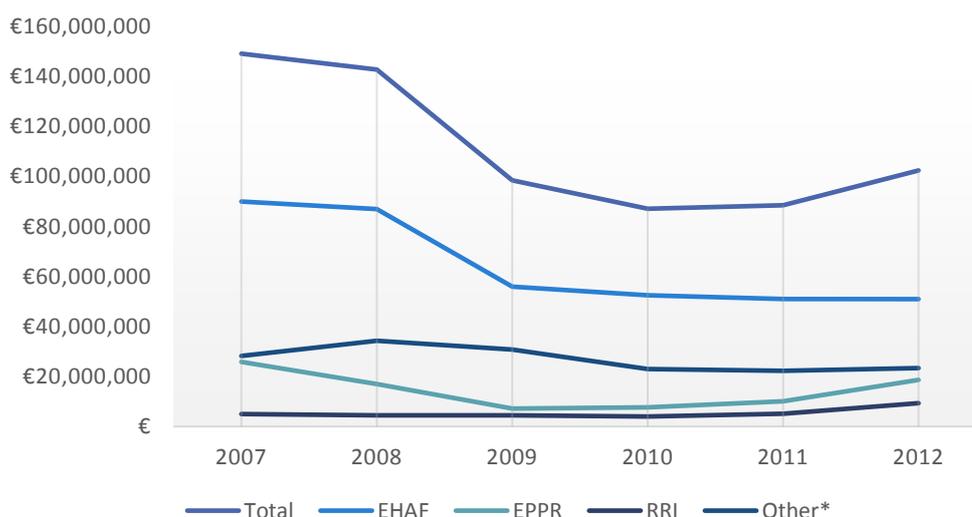

Figure 1: *Budget of Humanitarian Unit of Irish Aid (2007-2012)* [4]

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[1] Source: Irish Aid.
[2] Source: Irish Aid.
[3] Source: Development Initiatives based on OECD DAC and UNOCHA FTS data cited in '*Global Humanitarian Assistance Report 2013*', p. 21.
[4] Source: Irish Aid. Other budget lines include 'Palestine' and 'Sierra Leone/Liberia'.

13. The 2008-2011 DFAT *Statement of Strategy* mandated the Department to: '*Deliver on the commitments in the White Paper on Irish Aid through reducing poverty, supporting sustainable development and promoting development cooperation as an integral part of Ireland's foreign policy.*' It identified five key objectives towards achieving this goal. The third of these relates specifically to humanitarian emergencies and commits the Department '*in line with best international practice,* [to] *work to prevent and respond effectively to humanitarian emergencies*'.

14. Ireland's humanitarian response was further guided by Irish Aid's *Humanitarian Relief Policy* (2009)[5] which affirms a commitment to the core humanitarian principles of humanity, impartiality, neutrality and independence. The overarching goal of that Policy was '*to save and protect lives, alleviate suffering and maintain human dignity during and in the aftermath of humanitarian crises*'. It commits Ireland to providing emergency assistance <u>solely on the basis of need</u> as a vital and distinct part of the poverty reduction process.

15. This Policy is in line with the internationally accepted *Principles and Practices for Good Humanitarian Donorship* and *Principles for Good International Engagement in Fragile States* to which Ireland is committed. These contain undertakings to:

    - making funding proportionate to need;
    - using emergency funding to promote local capacity and recovery efforts;
    - supporting the central role of the UN in providing leadership and coordination in response to emergencies.

16. Irish Aid also promotes the implementation by its partners of internationally agreed minimum standards for humanitarian response, known as the Sphere Standards.

PURPOSE AND SCOPE OF THIS ASSESSMENT REPORT[6]

17. As part of the Irish Aid programme, €13,193,163 was provided over the period 2010-2012 in response to the earthquake in Haiti. The purpose of this Assessment is to make an evidence-based assessment of the *rationale* and *efficiency* of Irish Aid's response to the sudden onset emergency, including the policies and processes underpinning the response[7].

18. The Assessment is also intended to serve as a case study, providing learning on the internal processes and systems used by Irish Aid in responding to humanitarian emergencies. It

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[5] Ireland's updated Humanitarian Asssitance Policy was launched in 2015 to reflect the changing global humanitarian context.
[6] Focused Policy Assessments (FPAs) are carried out to answer a narrow set of specific questions on the design and delivery of a programme.

[7] The overall purpose of this Assessment was to provide an evidence-based assessment of the rationale, relevance, efficiency and effectiveness of Irish Aid's response to the 2010 earthquake in Haiti over the period 2010-2012. In addition to helping provide accountability to the Irish public in general, the assessment served to inform decisions in relation to future expenditures in response to humanitarian disaster expenditures and improved value-for-money for the allocation of public monies.

follows on from the Value for Money Review of the *Support by the Irish Government to Tsunami Affected Countries*[8] and findings from this assessment will be used to inform decision making and planning when responding to future humanitarian emergencies.

19. As outlined in the Terms of Reference (see Appendix 1), the scope of the exercise was to:

   - Set out the **rationale** to Irish Aid's response to the humanitarian emergency in Haiti and review the objectives for this humanitarian intervention;
   - **Review the processes, systems and criteria** used to appraise and provide support and comment on the efficiency and timeliness of these;
   - Detail the level and focus of **inputs, activities and outputs** funded by Irish Aid and implemented by partner organisations;
   - Comment on the **quality and appropriateness of requirements** placed by Irish Aid's Humanitarian Unit on partner reporting and financial accountability arrangements;
   - **Outline lessons and recommendations** to improve the efficiency of Irish Aid's future responses, based on the Haiti experience, in line with international best practice.

20. The Irish Government provided total funding of €14,498,163 in fulfilling its pledge of €13 million for relief, recovery and long-term development programmes in Haiti over the period 2010-2012. This Assessment is limited to the Irish Aid contribution of €13,193,163. As indicated in Table 1, contributions were also made by other Government Departments, including by the Department of Agriculture, Fisheries and Food to the UN Food and Agriculture Organisation (FAO) and by the Department of Finance as a contribution to the cancellation of Haiti's debt to the World Bank's International Development Association[9].

Government Department	Amount (€)	%
Department of Foreign Affairs and Trade	13,193,163	91
Department of Agriculture, Fisheries and Food (FAO)	305,000	2
Department of Finance (Debt relief)	1,000,000	7
Total	14,498,163	100

Figure 2: Irish Government Funding to Haiti, 2010-2012 (€)[10] Source: Irish Aid

METHODOLOGY

21. This Assessment was carried out by the Evaluation and Audit Unit in DFAT, an independent unit reporting directly to the Secretary General. It was informed by the *Public Spending Code* (2012) and *Value for Money and Policy Review Initiative Guidance Manual* (2007) of the Department of Public Expenditure and Reform and was initially intended to be published in

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[8] INTRAC, 2007.

[9] http://web.dfa.ie/home/index.aspx?id=83442

[10] For purposes of comparison, a table of Irish Aid funding to similar exercises is set out below:

Emergency	Year	Funding Period	Irish Government Assistance
Haiti	2010	2 years	€14.5 m
Asian Tsunami	2004		€19.8 m
Afghanistan	2000	4 years	€19.2 m

part fulfilment of DFAT obligations under section C3 of the Code – see further details in para 22.   It was undertaken in 5 phases:

a)   Scoping - identification of information sources and approval of Terms of Reference (ToR) by the Department of Public Expenditure and Reform (DPER);

b)   Documentation review - review of Irish Aid documents on emergency response, material provided by partner organisations funded during the response (including programme reports and audit and evaluation reports) and evaluations of other agencies' humanitarian responses[11];

c)   *Collection of qualitative data* - through a limited number of consultations with officials from Irish Aid involved in the response and a questionnaire sent to the representatives of partner organisations involved in the emergency response[12];

d)   *Data analysis and report writing* – the basic intervention logic (Programme Logic Model) behind Irish Aid's response in Haiti was derived. This logic is set out in Figure 2 below. The Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) Guide for *Evaluating Humanitarian Action* informed analysis of *relevance* and *efficiency*;

e)   *Review* - internal DFAT review.

Inputs	Supported Actions	Immediate Outcomes	Intermediate Outcomes	Strategic Objectives
Funding of organisations providing humanitarian assistance ******************** Provision of materials and technical support (Rapid Response Initiative)	Provision of humanitarian supplies	*Immediate* needs of victims are addressed	Humanitarian needs of earthquake survivors are met & sustained	In line with Irish Aid's Humanitarian Relief Policy objective, lives are saved & protected, suffering is alleviated & human dignity maintained in the aftermath of the earthquake crisis
	Addressing water, sanitation and hygiene needs	People supplied with water		
		Sanitation and hygiene are improved		
	Provision of shelter (including transitional shelter)	*Immediate* housing needs are met		
	Social protection (including psychosocial support)	Vulnerable groups (especially children) are protected and supported		
	Civil works	Rubble removed and streets cleared	Earthquake survivors are enabled to begin to rebuild their livelihoods	
	Provision of agricultural inputs	Households are better able to meet basic needs		
	Cash transfers provided for early recovery			

[11] A full list of the documents reviewed is provided in Appendix 2

[12] The people interviewed and the organisations consulted are detailed in Appendix 3

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Figure 3: *Programme Logic Model for Irish Aid's Response to Haiti Earthquake Emergency*

LIMITATIONS AND CHALLENGES IN METHODOLOGY

22. Particular challenges are presented when evaluating humanitarian interventions, specifically in considering questions of efficiency, which typically require comparison with alternative approaches to achieving outputs. It can be difficult to assess much beyond measuring basic inputs and outputs (tonnes of food delivered, numbers of latrines installed, for example). The causal links between outputs and outcomes (beneficiaries' wellbeing) are not readily established in a fluid and chaotic post-disaster environment, which is inevitably characterised by critical and quickly changing circumstances and an absence of baseline data. The following should be borne in mind when considering this report. The assessment:

- did not include a field visit to examine the relevance of programmes to beneficiaries or to assemble a broader evidence base to inform assessment of efficiency;

- did not compare organisations in terms of efficiency (and effectiveness) due to the inherent differences between activities planned and implemented by different partners as well as their differing contexts;

- could not compare the unit cost or quality of the items or services delivered by partners for similar reasons.

  Some time was spent attempting to address these challenges and in endeavouring to meet the particular requirements of the Public Spending Code, which does not lend itself easily to evaluative work in development and humanitarian contexts. In view of these methodological constraints the report is submitted as an overall assessment rather than a formal Value-for-Money / Focued Policy Assessment under the Public Spending Code.

23. Findings are made in respect of Irish Aid systems, processes and decision-making structures as they existed from 2010 - 2012. In line with best practice in evaluation, these are shared at the time of learning and there has been considerable evolution in systems since.

REPORT STRUCTURE

24. Findings are set out in the following chapters. Chapter two considers the nature of support provided by Irish Aid to Haiti over the period 2010-2012 and sets out findings regarding the rationale and, to the fullest extent possible, the efficiency of that response. Chapter three contains the conclusions and recommendations of the Assessment.

THE HAITI EARTHQUAKE EMERGENCY

25. On Thursday 12th January 2010 at 21:53 GMT, an earthquake of magnitude 7.2 struck Haiti. It was the worst natural disaster to strike the country in more than 200 years and resulted in one of the most serious humanitarian crises in recent history. The death toll was in excess of 215,000 people[13] (2% of the population). A further 300,000 were injured and more than 2.1 million people left homeless or displaced. The high numbers of deaths and displacement were in part due to the fact that the epicentre of the quake was very close to the capital, Port-au-Prince, a densely populated urban area (See Figure 3 below).
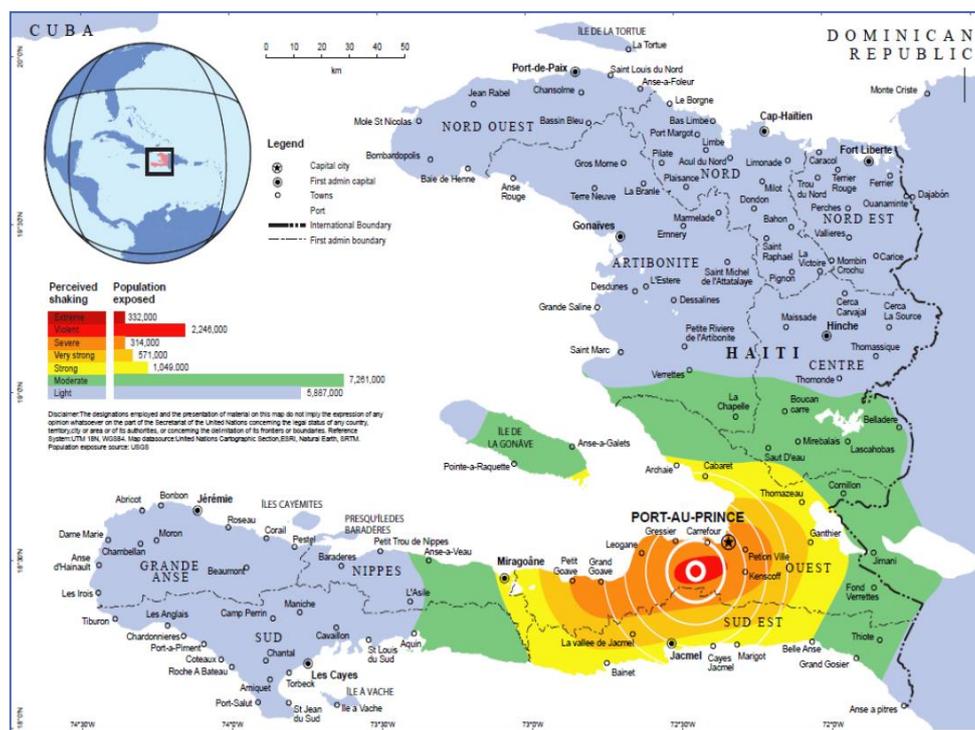
Figure 4: *Map of the Haiti Earthquake and Population Exposure   Source: UN OCHA*

INITIAL INTERNATIONAL RESPONSE

26. The initial local emergency response was hampered by the fact that many of the Government officials and international aid agency staff that might have been expected to lead were killed or injured. 13 of 15 Government ministries were destroyed and 102 UN staff killed. By January 15th, within three days of the earthquake, the UN had issued its first appeal for assistance based on its initial assessment of humanitarian needs. This appeal was later revised as more information on the scope, scale and locus of the disaster emerged.

27. There was a considerable outpouring of international support for the relief and recovery efforts in Haiti, reflected in the contributions of Governments and private citizens. At a

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[13] UNOCHA estimates the death toll at 217,300 people: Haitian Government estimates are higher, at approximately 316,000.

conference of international donors held in New York in March 2010, a total of US$ 9.9 billion was pledged[14]. This included debt relief (US$ 1bn), in-kind assistance (US$ 3.5bn) and support for specific projects (US$ 5.4bn) under the Haitian Government's *Action Plan for National Recovery and Development of Haiti*. Irish Aid's response to the crisis was situated in the context of this overall international response[15].

28. Relief and recovery efforts were hampered by the scale and locus of the earthquake, by poor infrastructure in country[16] and by the weak coordination[17] and leadership[18] of the overall response. Following the earthquake, a major outbreak of cholera occurred in October 2010, which continued to recur.[19] This was followed by tropical storm Tomas which struck Haiti in November of the same year, and then by hurricanes Isaac and Sandy in 2012.

29. By June 2016, the cholera outbreak had killed almost 10,000 people and affected more than 500,000. This became the second most deadly disaster on record in Haiti, after the earthquake. The cumulative effect of disasters suffered by Haiti since 2010 has complicated the transition from relief activities to recovery and longer-term development interventions.

IRISH AID'S INITIAL RESPONSE TO THE HAITI EARTHQUAKE EMERGENCY

30. In the hours immediately following the earthquake, an informal working group of relevant Unit Directors and the Director General of Irish Aid was formed to guide Ireland's response. Later that same day (Jan 13th), the Minister of Foreign Affairs gave approval for the dispatch of humanitarian supplies that had been pre-positioned by Ireland at the UN logistics hub in Dubai. A first consignment of 80 tonnes was dispatched on January 18th, followed later that month by a second consignment of Irish Aid stocks from Ghana. At the same time, approval was given to GOAL and Concern, two of Irish Aid's emergency humanitarian partners, to use pre-positioned Irish Aid funds that had been provided for emergencies such as this.

31. On January 14th it was announced that a technical team comprising three Irish Aid officials and a logistics specialist from the Department of Defence would travel to Haiti to undertake a rapid assessment of priority needs in relation to immediate relief and longer term recovery. The team was in Haiti from January 20th to 24th and produced a report to guide the Irish Aid response. It made 13 specific recommendations based on:

- an analysis of the context and profile of need;
- Irish Aid's corporate priorities; and
- relevant best practice principles for humanitarian relief.

These are summarised in Figure 4 below.

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[14] United Nations (2010).
[15] Irish Aid funding is estimated to have constituted 0.3% of the overall bilateral donor response to the crisis in Haiti.
[16] Haiti was ranked 145 of 169 countries by the UN Human Development Report of 2010 (United Nations Development Programme, 2010).
[17] Bhattacharjee, A. and Lossio, R. (2011), pp. 23-33.
[18] Ibid, pp. 48-61.
[19] As of 31 October 2015 a resurgence in cholera cases has been reported (UNOCHA October 2015 bulletin).

1.	Consider a further dispatch of relief stocks.
2.	Include a strong emphasis on <u>recovery</u> in further disbursements to Haiti.
3.	Plan support over a 3-year timeframe.
4.	Fund a <u>limited number of partners</u>.
5.	Fund partners with demonstrated capacity in the sector they propose to work in, with priority given to partners with programmes in Haiti prior to the earthquake.
6.	Fund partners that actively engage with Haitian national and local capacity.
7.	Prioritise partners that participate in established coordination structures, have accountability mechanisms in place and conflict sensitivity within their programme design.
8.	Focus aid spending on a limited number of key areas, giving priority to water, sanitation and hygiene, shelter, early recovery, and protection.
9.	Support cash-based methods for recovery.
10.	Do not engage in permanent reconstruction – previous lessons learned have shown that the humanitarian sector is not best placed to implement programmes of such scale.
11.	Encourage the operationalisation of the Good Humanitarian Donorship (GHD) principles with donors in the field in Haiti, in Irish Aid's capacity of co-chair of the GHD initiative.
12.	Maintain Irish Aid's commitment to pre-positioned funding (such as the CERF) as an effective tool for addressing future crises elsewhere.
13.	Undertake a follow up technical monitoring visit or real-time evaluation within 2-3 months, and a full review after 12 months with a view to keeping Irish Aid's approach to the situation under ongoing review.

Figure 5: Summary of Recommendations by the Government Technical Team sent to Haiti
Source: Haiti Earthquake Government of Ireland Technical Team Analysis for Irish Aid Response (2010)

32. In the first week after the earthquake, in advance of the report of the technical team, grant funding totalling €900,000 was provided to a number key responding agencies. On January 14th €300,000 was released in response to a special appeal issued to the International Federation of the Red Cross and Red Crescent Societies (IFRC). Irish Aid also responded to a UN special appeal on January 20th with grants of €300,000 to the World Food Programme and the UN Office for the Coordination of Humanitarian Affairs (UNOCHA).

33. The first formal pledge of emergency humanitarian funding to Haiti was made by the Minister of State for Overseas Development at an emergency meeting of EU Development Ministers on January 18th, at which Ireland committed to providing €2 million for the immediate relief phase[20]. This was later increased to €13 million (US$ 15.6 million) at the international donor pledging conference, *Towards a New Future for Haiti*, held in New York at the end of March. A further commitment of €1 million (US$ 1.3 million) towards the relief of Haiti's World Bank debt was also made.

34. Between June 27th and July 7th 2010 Irish Aid, then co-chair of the Good Humanitarian Donorship (GHD) Initiative, participated in a joint monitoring mission to Haiti. The aims of this mission were to examine the extent to which donors and their implementing partners had

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[20] Department of Foreign Affairs (2010b).

adhered to the relevant GHD principles in their response. Two experienced Irish Aid officials were accompanied by an independent consultant, contracted by Irish Aid. Monitoring of programmes being implemented by Irish Aid's NGO partners was also undertaken. In parallel, between July 4th and July 6th, the Minister of State for Overseas Development, three officials from the Department of Foreign Affairs and Trade and five Irish journalists visited Haiti to see at first hand Irish Aid supported programmes. The visit, combined with Irish Aid's sizeable funding pledge and commitment to continuous review of the implementation of its response, demonstrates that the Haiti response was an important corporate priority for Irish Aid.

35. From February 27th to March 2nd 2012 an official from Irish Aid participated in a 15-member donor delegation to monitor International Organisation for Migration programmes in Haiti. As part of this mission, Irish Aid held bilateral consultations with 4 NGO partners operating in Haiti. The resulting report recommended that Irish Aid continue to support humanitarian programmes in Haiti in 2013, beyond its initial commitment for 2010-2012.

IRISH AID'S HUMANITARIAN PROGRAMME

36. Irish Aid does not implement humanitarian programmes but maintains a number of key strategic partnerships, through which assistance is delivered. Partners include UN agencies, the Red Cross and NGOs. A roster of humanitarian personnel who can be deployed to provide surge capacity to partner agencies is also maintained. Usually, depending on the specificities of the context, a mix of partners and funding modalities is chosen when responding to a particular emergency .

SUPPORT TO MULTILATERAL AGENCIES

37. Irish Aid's *Humanitarian Relief Policy* recognises the central and unique role of the UN in providing leadership and coordination of international humanitarian action. It also commits Ireland to an ongoing strategic partnership with the International Federation of Red Cross and Red Crescent Societies (IFRC) and the International Committee of the Red Cross (ICRC). Funding is provided under the granting and monitoring arrangements set by each agency and can include:

    a. Response to appeals[21]: A 'flash' or 'consolidated' appeal[22], can be issued by the UN Office for the Coordination of Humanitarian Affairs (UNOCHA). Each appeal details, by sector (or 'cluster'[23]), the priorities for the response which are presented for funding. Funding is provided on the basis of an appeal document. The Red Cross also issues its own appeals.

    b. Humanitarian pooled funds[24]: Pooled funds enable delivery of the most urgently needed assistance in emergency settings and are a critical mechanism in

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[21] UN OCHA (2012b).
[22] 'Consolidated' appeals are developed on an annual basis in countries with ongoing humanitarian needs; 'flash' appeals are developed in response to sudden onset emergencies.
[23] Clusters are mechanisms for coordination in each of the main sectors of humanitarian action; e.g. water, health and logistics.
[24] UN OCHA (2014a).

facilitating a rapid response to sudden onset disasters or deteriorations in protracted emergency settings. The prior transfer of funds by donors facilitates immediate draw down. Activities to be supported are specified in a formal planning document. The Central Emergency Response Fund (CERF) of the UN, one such pooled fund[25], is supported annually by Irish Aid. Ireland is consistently one of the top ten donors to the CERF on an annual basis.

c. Rehabilitation and reconstruction trust funds[26]: Multi-Donor Trust Funds (MDTFs) are sometimes established to support specific country strategic plans for rehabilitation and recovery. The objective of these funds is to address a country's needs as defined by the National Government in consultation with UN Country Teams, and other stakeholders.

d. Core funding for humanitarian agencies: Ireland provides predictable, annual core funding to the World Food Programme, UNOCHA, IFRC and ICRC. This is delivered through coordination at an operational level of the cluster system; the facilitation of joint financing and planning frameworks; high-level advocacy; policy work and information management, including situational reporting, needs analysis and knowledge management.

SUPPORT TO NGOS

38. In addition to the finance provided to multilateral agencies (and complementary to it), Irish Aid also funds NGOs with a proven track record in responding to humanitarian emergencies. Irish Aid has developed specific systems and processes to manage this funding:

a. Response to grant applications[27]: Irish Aid makes funding available to NGOs to respond to sudden onset and protracted emergencies. Applicants are required to make a formal grant submission detailing the proposed programmatic response and associated financial requirements.

b. Ongoing programming in protracted or predictable emergencies: Since 2009, Irish Aid has invited key partner NGOs to prepare an annual Humanitarian Programme Plan (HPP). The HPP provides partners with predictable funding for their response to ongoing humanitarian crises across the world and provides Irish Aid with an entry point for policy discussions around the broader recovery and disaster preparedness agenda.

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[25] Other pooled funds include the IFRC's Disaster Response Emergency Fund and the Country Based Pooled Funds managed by the UN:
1. Common Humanitarian Funds (CHFs) are country-based pooled funds that provide early and predictable funding to NGOs and UN agencies for their response to critical humanitarian needs in countries with large, on-going, humanitarian operations.
2. Emergency Response Funds (ERFs) are country-based pooled funds that provide NGOs and UN agencies with rapid and flexible funding to address critical gaps in humanitarian emergencies. ERFs tend to be relatively smaller than the CERF or CHFs and predominantly provide grants to support local NGO capacity-building.

[26] UNDP (2014).

[27] Since 2013, Irish Aid issues a *Call for Proposals* to NGO partners via the Dóchas Humanitarian Aid Working Group in the aftermath of a major sudden onset crisis or spike in an existing emergency

c. Pre-positioned funds: Since 2007, Irish Aid has also been providing pre-positioned funding to a number of qualifying NGOs under its Emergency Response Funding Scheme (ERFS). This funding is intended to serve a catalytic function, allowing NGOs to begin their immediate response to emergencies or to plan a longer-term intervention. The ERFS is also used to support small-scale, often localised, emergencies for which funding is not available through the other channels.

RAPID RESPONSE INITIATIVE

39. The Rapid Response Initiative was launched by Irish Aid in 2006 to facilitate a rapid and timely response to humanitarian emergencies. The initiative involves the stockpiling, pre-positioning and deployment of humanitarian relief supplies from UN depots and the preparation and deployment of personnel as surge capacity in emergency and crisis situations. Support is concentrated in the following areas:

    a. Stockpiling, pre-positioning and deployment of humanitarian relief supplies: Irish Aid maintains stockpiles of non-food relief items at a number of hubs across the UNHRD Network. Items from these stockpiles are dispatched by air, sea or road for final distribution to crisis-affected communities by partners.

    b. Deployment of humanitarian professionals: Irish Aid also maintains a roster of highly-skilled and experienced humanitarian professionals for deployment overseas at short notice to work as surge capacity with Ireland's humanitarian stand-by partners as part of their emergency or crisis response efforts. Partners identify specific surge needs and circulate role profiles which Irish Aid then matches against its rapid response roster.

IRISH AID ORGANISATIONAL STRUCTURE FOR EMERGENCY RESPONSE

40. Irish Aid maintains a dedicated Humanitarian Unit[28] with responsibility for responding to humanitarian emergencies. The unit also promotes improved policy and best practice in humanitarian response among the international donor community and supports partners to enhance their implementation capacity. The core work of the unit is focused on responding to chronic, protracted and predictable emergencies.

41. During the period under review the Unit was making an average of 160 grants per annum to its partners for the implementation of emergency programmes. The nature of emergency response means that during periods of crisis work demands in the Humanitarian Unit can suddenly intensify.

42. At the time of this Assessment, a Director of Unit was responsible for providing overall strategic direction to the unit while three senior officials led on policy matters, geographic

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[28] An internal restructuring of business units within Irish Aid took place in July 2014, until this point, what is now referred to as the Humanitarian Unit of Irish Aid had been called the Emergency and Recovery Section. For purposes of consistency this unit is referred to as the Humanitarian Unit throughout this report.

oversight and the appraisal of partner funding applications. Three desk officers gathered and synthesised information on ongoing crises and reviewed partner reporting on the implementation of response programmes. Five officials supported the implementation of the Rapid Response Initiative with lead responsibility for responding to sudden onset emergencies while a further two officers provided administrative support.

ASSESSING NEED

43. Irish Aid's *Humanitarian Relief Policy* and the *Principles of Good Humanitarian Donorship* commit it to responding to humanitarian emergencies solely on the basis of need, yet there is no internationally agreed mechanism to compare the scale of humanitarian need across different crises. For this reason the Humanitarian Unitdeveloped a country <u>categorisation of need matrix</u> which identifies contexts where the levels of humanitarian need are greatest, including forgotten emergencies. It does this by synthesising assessment information from a number of international sources, including early warning systems. The categorisation of need matrix tabulates the degree to which a given emergency is funded, the capacity to respond and the level of vulnerability of affected peoples. It is updated over the course of the year as the global humanitarian situation changes. The matrix serves as a guide to funding decisions with respect to specific emergencies and protracted crises.

44. High quality, impartial assessment information is not always available but the scale of humanitarian need may still be great. A major sudden onset emergency like the earthquake in Haiti is one such example. In such cases, urgent, life and death funding decisions are required in the absence of an objective categorisation of need. Major public interest and media attention in a crisis can also add significantly to pressure for Irish Aid to 'do more' and to 'do it sooner'. In deciding how to respond, Irish Aid relies on the information network of partners and Humanitarian Unit staff to develop a picture of humanitarian need. Typically, the quality of assessment information improves as a crisis evolves.

45. A recommendation is made by the Humanitarian Unit, on the basis of the categorisation of need assessment, as to whether additional <u>pooled funding</u>, NGO funding or funding to a UN or Red Cross appeal should be made available for a particular crisis, in addition to that which is made available through the CERF. The decision to intervene in a particular emergency is ultimately taken by the Minister(s).

46. On January 13th 2010 US$ 10 million was allocated from the CERF to Haiti. On January 15th a further US$ 15 million was allocated. This made the CERF the single largest source of funding for the humanitarian response in Haiti in the first five days after the earthquake.

47. Irish Aid's contribution via the CERF to the relief effort in Haiti over the three year period under review is estimated to have been US$ 702,103. This funding is not considered in this assessment as it was not programmed in response to the Haiti emergency per se but as part of Irish Aid's overall programme of funding to the CERF.

	2009 ($)	2010 ($)	2011 ($)	2012 ($)	2013 ($)
CERF Funding allocated to Haiti	4,995,766	36,564,849	10,371,212	11,897,489	7,480,100
Ireland's contribution to the CERF (% of total CERF funding)	6.94%	1.19%	1.18%	1.22%	2.71%
Ireland's estimated contribution to Haiti via the CERF	346,626	434,988	121,871	145,245	202,711

Figure 6: CERF Funding to Haiti, 2009-2013 (USD $) *Source: UN OCHA*

48. The overall humanitarian funding available to respond to any given emergency is not typically decided at the outset, but is reviewed over time as the relief, recovery and longer-term development needs are clarified. The total funding is approved by the Ministers, based on the recommendation of the Director of the Humanitarian Unit. As with all funding recommendations, this is guided by the need assessments, the funding remaining in the Unit budget for the year, ongoing multiannual commitments and political factors.

49. The specific mix of funding partnerships and instruments to be used in responding to a particular emergency are decided on the basis of context. Irish Aid chooses partners that operate in the location concerned; provide timely planning frameworks; have demonstrated expertise in the sector or phase of the response targeted; and can access the affected populations.

APPRAISING FUNDING

50. Responsiveness is central to protecting and sustaining lives in emergency settings. This makes it critical for the systems and processes used for deciding and distributing emergency funding to be as timely and efficient as possible, while also ensuring accountability to the Irish taxpayer and beneficiaries. The Humanitarian Unit requires the appraisal and approval of an adequate results framework detailing how the funds will be spent before grant funding for emergency programmes can be released (funds pre-positioned with established partners for an initial response also require a detailed planning framework within two weeks of an application to allow for release of funds).

51. As set out above, funds programmed through multilateral agencies are provided on the basis of special appeal documents. Irish Aid may choose to fund a specific agency or programme as part of an appeal or it may fund the overall appeal. The basis on which a decision is reached is recorded on the funding approval signed by the Minister.

52. NGO grant funding is provided under a number of schemes:

   a) Invited NGOs are permitted to draw down <u>pre-positioned funds</u> from the Emergency Response Funding Scheme (ERFS). Upon approval of the draw down by Irish Aid on receipt of a brief proposal, the NGO is given 2 weeks to provide a

detailed budget and results framework which is then appraised as described directly below[29].

    b)   All NGO funding is provided in <u>response to grant applications</u> (including Humanitarian Programme Plan funding)[30]. Each application includes:

- an analysis of the humanitarian context and needs;
- the capacity and added value of the NGO to respond;
- a summary of the programme and its financial requirements, beneficiary targeting, accountability, risk identification and mitigation;
- consideration of how cross-cutting issues including gender, will be addressed;
- how the programme will link relief, rehabilitation and development.

    c)   The degree to which a given proposal is anticipated to strengthen local capacities is also an important factor against which NGOs are assessed, given the importance of the national ownership of programmes for sustainability reasons. Grant applications are subject to formal appraisal by a team of appraisers using an appraisal tool that ranks each application in the foregoing areas and is in line with the tool used by the Civil Society and Development Education Unit to appraise longer term development programmes. On the basis of this appraisal, a recommendation is made as to whether a given proposal should be funded or not, and the amount of funding that is recommended.

    d)   In some cases a proposal may be returned to the applicant to allow it to address key technical issues or budgetary concerns and resubmit.

53. In addition to the NGO grants administered by the Humanitarian Unit of Irish Aid for humanitarian emergencies, the Civil Society and Development Education Unit of Irish Aid also administers an NGO grant programme for longer-term development programmes. It is often the case that both Units will support programmes in the same country. Irish Aid has processes in place that focus on improving the coordination and coherence of these funding streams. The key differentiator between the emergency humanitarian and long-term development funding streams is the timeliness required in emergency response. Long-term development funding, while providing some limited flexibility, is not designed to be responsive to sudden changes in the humanitarian situation. This leads to a different series of granting procedures for these two Units of Irish Aid.

54. Humanitarian assistance provided through the Rapid Response Initiative takes the form of finance for the supply of goods, transport and surge personnel. This funding is more transactional than the other funding instruments for emergency response, which tend to be programmatic in character.

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[29] These procedures were reviewed and updated in late 2013 and early 2014.
[30] Today a formal call for proposals is issued to invite partners to apply for funding but this was not the practice in 2010.

55. The UN Humanitarian Response Depot network situated in and managed by the World Food Programme (WFP) is used by 86 partners (including bilateral donor agencies, UN, Red Cross agenciesand NGOs)[31] to procure, store and transport pre-positioned non-food relief items into crises and to emergency situations. Irish Aid determines the exact type and quantity of supplies to dispatch based on the humanitarian needs identified by partner agencies and the cost and capacity of the available transport options. Highly skilled and experienced personnel from the rapid response roster are also deployed to work as surge capacity with Ireland's UN Stand-by humanitarian partners as part of their emergency or crisis response efforts where skill profiles match those requested.

MONITORING, REPORTING AND FINANCIAL ACCOUNTABILITY ARRANGEMENTS

56. The release of funding to implementing partners is contingent on the signature of a binding contractual agreement, making partners accountable for the implementation of the agreed programme and for providing financial and narrative reports on progress. In funding multilateral agencies, Irish Aid accepts the reporting and financial accountability arrangements of these agencies, with whom it has long-standing and ongoing relationships, given their central role in emergency responses. It is standard practice for each partner to publish annual financial and narrative reports pertaining to each of the emergency appeals and programmes that Irish Aid funds. Such programmes are also typically independently evaluated upon conclusion[32]. Additional assurance is provided by partners' internal audit arrangements and independently audited annual accounts. Irish Aid also participates in the Multilateral Organisation Performance Assessment Network (MOPAN) to carry out joint assessments of overall agency performance.

57. NGO grant funding of 12 months or more is subject to interim reporting every 6 months and final reporting not later than 3 months after the end of the contract period. Reports must be accompanied by a financial statement. Audited annual accounts are also provided by each NGO. Humanitarian Programme Plan (HPP) funding is typically provided in one year tranches, with approval of subsequent programming dependent on the satisfactory submission of the requisite reports. While Irish Aid encourages NGOs to conduct independent evaluations of high value programmes, the decision to do so is at the discretion of the partner.

58. Larger NGOs also typically have their own internal planning, monitoring and evaluation frameworks and arrangements for internal audit which are reviewed from time to time by the Evaluation and Audit Unit of DFAT. The Civil Society and Development Education Unit of Irish Aid carries out an annual review of its major partners, many of whom are also supported by Humanitarian Unit. This review involves an assessment of partners' financial sustainability, governance arrangements and examination of independent audited accounts.

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[31] http://unhrd.org/page/partners

[32] For example, the IFRC independently evaluates all programmes over CHF 1,000,000, complemented by an Mid-Term Evaluation for projects over 24 months in duration and a Real Time Evaluation within first 3 months of an emergency response. All UN OCHA evaluations independent. These may be OCHA-specific or inter-agency evaluations.

59. Under the Rapid Response Initiative, humanitarian supplies are procured according to a competitive tendering process which is governed by the procurement rules of the World Food Programme (WFP)[33]. Transportation of supplies is also secured through a competitive tendering process under the same rules. In both cases, the signature by Irish Aid of a pro-forma invoice indicating the estimated cost of the service is required to advance dispatch and to replenish the supplies via WFP procurement. The provision of these services is subject to the internal control and reviews implemented by WFP. The deployment of individuals on the Rapid Response Roster to UN Stand-by partner agencies is administered by Irish Aid. Rapid responders usually receive a daily stipend during their deployment. Public servants who are also Roster members, may, subject to employer's approval, be deployed on assignment from the Roster and retain their salary and benefits in place of a daily stipend. Irish Aid also covers basic costs including travel, food and accommodation, visas, vaccinations and insurance. Rapid Responders receive training and medical check-ups prior to departure and are provided with advice and assistance in case of illness or emergency while in the field. A detailed debrief is conducted with each roster member upon return to Ireland post-deployment.

SUPPORT PROVIDED: LEVEL AND FOCUS OF SUPPORT TO THE HAITI EMERGENCY

60. Total funding of €13,193,163 was provided to 20 partner agencies over the period 2010-2012. As shown in Table 3, 72% of this funding (or €9,521,042) was administered by the Humanitarian Unit (HU) of Irish Aid and 28% (or €3,672,121) was administered by the Civil Society and Development Education Unit (CSDEU). The funding provided by CSDEU was largely to support the pre-existing long-term development programmes of NGO partners active in Haiti before, during and after the earthquake.

Partner Type	Agency	Number of Partners	Granted by HU (€)	Granted by CSDEU(€)	Total (€)	% of Total
Multilateral Agencies	Total	8	2,950,000	-	2,950,000	22.36%
	UN Agencies	6	1,700,000	-	1,700,000	12.89%
	Red Cross	1	250,000	-	250,000	1.89%
	World Bank	1	1,000,000	-	1,000,000	7.58%
NGOs	Total	10	4,705,945	3,672,121	8,378,066	63.51%
	Large Irish NGO	6	3,902,425	3,538,170	7,440,595	56.40%
	Small Irish NGO	2	750,004	133,951	883,955	6.70%
	Other NGO	2	53,516	-	53,516	0.41%
Rapid Response Initiative (RRI)	RRI	2	1,865,097	-	1,865,097	14.14%
Total		20	9,521,042	3,672,121	13,193,163	100%

Figure 7: Irish Aid Programmes in Haiti by Agency Type   *Source: Irish Aid*

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[33] http://unhrd.org/page/services

61. The majority of the funding provided by Irish Aid was disbursed through NGOs, with six Large Irish NGOs receiving more than 56% of the total. Multilateral agencies were also important partners, receiving more than 22% of the total assistance provided. The remaining expenditure, constituting some 15% of the overall response, was incurred by the Rapid Response Initiative. Figure 4 illustrates the breakdown of funding per partner. A total of 41 grants were issued. The average grant amount was €321,784.

Concern	€772,000 €3,145,254
Goal	€1,752,931
Rapid Response Stocks	€1,361,812
Plan Ireland	€1,049,994
World Bank	€1,000,000
The Haven Partnership	€550,004 €133,951
Rapid Response Personnel	€503,285
UNICEF	€500,000
UNOCHA	€400,000
Misean Cara	€392,916
UN WFP	€300,000
IFRC	€250,000
World Vision Ireland	€200,000
Soul of Haiti	€200,000
UN-Habitat	€200,000
UNFAO	€200,000
Christian Aid	€127,500
UN Environment Programme	€100,000
Group URD	€50,000
Nos Petits Freres et Soeurs	€3,516

■ Granted by HU   ■ Granted by CSDEU

Figure 8 Irish Aid funding to Partner Programmes in Haiti, 2010-2012 – by Partner   *Source: Irish Aid*

62. The disbursement of emergency support to Haiti is concentrated in the immediate relief phase with smaller disbursements occurring at intervals over the following 3 years (see below). Within 2 months of the earthquake, 45% (€4,318,189) of the emergency support provided by the Humanitarian Unit had been approved for release. Funding peaks were observed in October and November of 2010 following the outbreak of cholera in the country
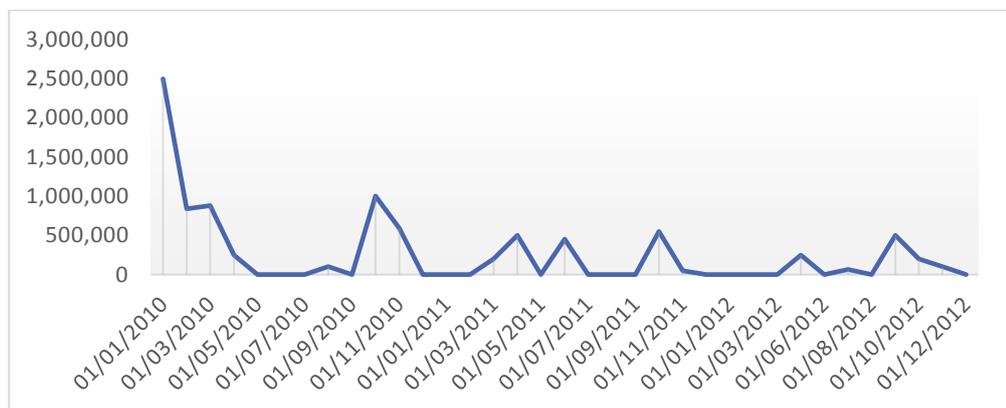
THE SUPPORT TO MULTILATERAL AGENCIES

63. Support to UN agencies and the Red Cross over the period 2010-2012 constituted some €2,950,000. This was provided in nine grants, six of which were made within two months of the earthquake in response to the respective appeals of the UN and the IFRC. The remaining grants were made to UNICEF and to multilateral financing instruments for relief and recovery (the Haiti Reconstruction Trust Fund and the UNOCHA-administered Emergency Response and Relief Fund[34], ERRF).

Partner	Sector	Objectives	Amount (€)	% of Total
UN OCHA	Coordination	Humanitarian coordination and advocacy in Haiti	300,000	3.03%
		Reduce human suffering and coordinate response (Emergency Relief Response Fund)	100,000	
UN WFP	Food Security	Food assistance to earthquake-affected populations	300,000	2.27%
UN FAO	Agriculture	Restoration of food production capacity	200,000	1.52%
UN Habitat	Shelter	Estimate, coordinate, respond and monitor shelter needs	200,000	1.52%
UNEP	Environment	Sound environmental management of relief and recovery	100,000	0.76%
UNICEF	Protection	Protection of children and provision of psycho-social support	500,000	3.79%
IFRC	Multi-Sector	Provision of immediate lifesaving assistance	250,000	1.89%
World Bank Haiti Reconstruction Trust Fund	Multi-Sector	Funding to deliver Government of Haiti Recovery Plan	1,000,000	7.58%
Total			2,950,000	22.36%

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[34] The Emergency Relief Response Fund is a country-specific pooled funding mechanism or Emergency Response Fund (ERF, see footnote 22) established in Haiti in 2008.

THE SUPPORT TO NGOS

64. Funding of €4,705,945 was provided in 20 separate grants to ten NGO partners by the Humanitarian Unit of Irish Aid. Table 5 provides a breakdown of this funding per NGO. In the first two months of the response eight grants – to Concern (two grants), World Vision, The Haven Partnership, Christian Aid, Plan Ireland, Goal, Nos Petits Freres et Soeurs – were provided for immediate relief activities. In November 2010, two further grants were provided to Goal and Plan Ireland in response to the outbreak of cholera. In 2011 and 2012, 4 grants totalling €1,250,000 and 6 grants totalling €1,168,516 were made.

65. The Civil Society and Development Education Unit (CSDEU) of Irish Aid also provided €3,672,121 in funding. Concern received grants in 2010, 2011 and 2012 totalling €3,145,254 under the multiannual Programme Grant scheme (and its predecessor). Misean Cara also received grants in 2010, 2011 and 2012. These grants totalled €392,916. The Haven Partnership received €133,951 in 2011 from the CSDEU-administered Civil Society Fund[35].

Partner	Sector	Objectives	Granted by HU (€)	Granted by CSDEU (€)	Total Amount (€)	% of Total
Christian Aid	Food Security	Provision of cash transfers to vulnerable and affected families for food purchase	127,500		127,500	0.97%
Concern	Multi-Sector	Rural development programming		1,299,229	3,917,254	29.69%
		Rural development programming		1,064,250		
		Rural development programming		781,775		
	WASH	Provide safe water, sanitation, and hygiene promotion	170,000			
		Provide safe water, sanitation, and hygiene promotion	537,000			
		Prevent the spread of cholera	65,000			

[35] The Civil Society Fund is intended to support smaller projects of one to two years in duration. Project proposals are invited from pre-approved partners and appraised annually.

Partner	Sector	Objectives	Granted by HU (€)	Granted by CSDEU (€)	Total Amount (€)	% of Total
Goal	Early Recovery	Provide affected communities with access to essential non food items, cash for work programme.	500,000		1,752,931	13.29%
	WASH	Prevent the spread of cholera and other communicable diseases	202,931			
		Prevent the spread of cholera and other communicable diseases	550,000			
		Prevent the spread and mitigate the impact of cholera	500,000			
Misean Cara	Multi-Sector	Provide onward micro-grants for various projects		392,916	392,916	2.98%
Plan Ireland	Education	Use schools as a focal point to provide support to meet the basic needs of children	249,944		1,049,994	7.96%
	WASH	Reduce the risk of cholera as a result of hurricane Tomas in target areas	250,000			
		Improve school access and attendance through provision of WASH facilities	450,000			
	Humanitarian Supplies	Distribute relief packages to families impacted by hurricane Sandy in target areas	100,000			
World Vision Ireland	Protection	Provide child friendly spaces, psychosocial support, clean drinking water and hygiene kits.	200,000		200,000	1.52%
Soul of Haiti	WASH	Improve sanitation conditions in relevant communities	200,000		200,000	1.52%

Partner	Sector	Objectives	Granted by HU (€)	Granted by CSDEU (€)	Total Amount (€)	% of Total
The Haven Partnership	WASH	Emergency latrine and sanitation provision	100,004		683,955	5.18%
		Provide safe water, sanitation, and hygiene promotion	200,000			
		Provide safe water, sanitation, and hygiene promotion	250,000			
	Multi-sector	Provide income generating opportunities, adult literacy training and healthcare for sustainable livelihoods		133,951		
Group URD	Other (Evaluation Capacity)	Promote evidence-driven changes in practice based on improved evaluation capacity	50,000		50,000	0.38%
Nos Petits Freres et Soeurs	Other (Micro-Finance)	Project micro-grant	3,516		3,516	0.03%
Total			4,705,945	3,672,121	8,378,066	63.51%

Figure 11 Irish Aid funding to NGOs in Haiti, 2010-2012 – by Sector and Objectives *Source: Irish Aid*

THE SUPPORT THROUGH THE RAPID RESPONSE INITIATIVE

66. Over the period 2010 - 2012, €1,865,097 in humanitarian assistance was programmed through the Rapid Response Initiative for activities in Haiti[36]. Three consignments of emergency humanitarian supplies were dispatched to Haiti in 2010, comprising a total of 178 metric tonnes of relief items. The first airlift of 85 metric tonnes was made in January 2010 at a cost of €638,205, including the value of the stocks, airfreight and other related charges. A further airlift to the value of €587,593 followed in February 2010 in keeping with the recommendation of Irish Aid's Technical Team and comprised 49 metric tonnes of supplies. A third consignment via air, valued at €136,014, was made in November 2010 in response to Tropical Storm Tomas and comprised 44 metric tonnes of supplies. Each of these

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[36] Previous Irish Aid reports of the cost of providing consignments of humanitarian supplies in Haiti through the Rapid Response Initiative used estimated costs. This report uses the final costs set out in debit notes issued by the UN Humanitarian Response Depot. These debit notes were issued in US Dollars and converted to the Euro equivalent amounts using the exchange rate that was prevailing at the time of the respective consignments.

consignments included tents, tarpaulins and other non-food items like water tanks, jerry cans, blankets, mosquito nets and soap bars.

67. In addition to these consignments of humanitarian relief supplies, 18 individuals from Irish Aid's Rapid Response Roster were deployed to Haiti on assignments of varying duration. The first deployments happened during the first week of the response and the final deployee returned from Haiti in mid-2011. The total cost to Irish Aid of these deployments was €503,285. Table 6 provides an indication of the roles carried out by the individuals deployed and the agencies to which they were deployed.

	Concern	Goal	Irish Aid	WFP	UN OCHA	Grand Total
Electrical Engineer				2		2
Emergency Logistician	1	1				2
Engineer			1	1		2
Global Information Systems				1		1
IT Officer				1		1
Production Manager	2					2
Protection Officer					1	1
Telecommunications Officer				1		1
Transport Manager	1					1
WASH Engineer	3					3
Civil-Military Coordination Officer					2	2
Grand Total	7	1	1	6	3	18

Figure 12 Rapid Response Roster Deployments to Haiti by Role Profile and Host Agency

SUPPORT BY SECTOR AND ASSOCIATED ACHIEVEMENTS

68. The support provided by the Humanitarian Unit of Irish Aid to programmes in Haiti (see below) was primarily focused on the sectors of Water, Sanitation and Hygiene Promotion (WASH, 37%), Shelter and Non-Food Items (17%), Multi-sectoral funding (14%), Protection (10%) and Food Security (5%).
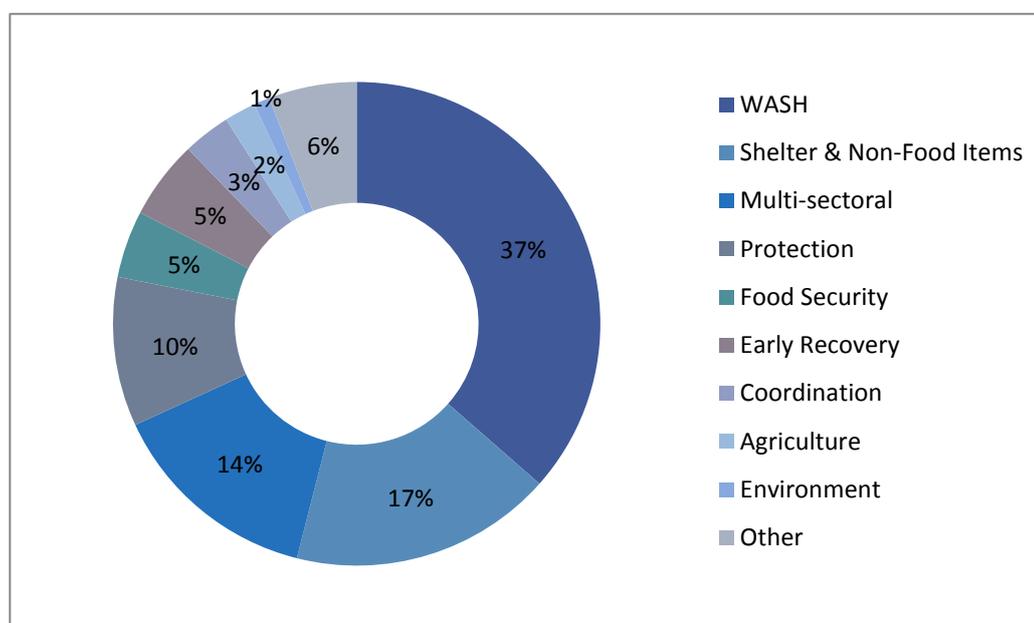

29

WATER, SANITATION AND HYGIENE PROMOTION (WASH)[37]

69. Even before the earthquake, Haiti had the lowest coverage levels for water and sanitation in the Western Hemisphere. It is estimated that around 30% of the population of Port-au-Prince had access to the municipal water supply while 50% had access to toilets[38]. Water was supplied primarily using water trucks and drinking water was expensive, leading many to routinely use unsafe water. In the days immediately after the earthquake, safe drinking water was reported as a bigger problem than food or shelter.

70. According to the UN, by the end of May 2010, 1.1 million people were being provided with at least 5 litres of water per person per day as a result of the relief effort and the phase 1 objective of building 11,000 latrines with coverage of 200 people per toilet had been reached. The outbreak of cholera in October 2010 was a serious setback and brought a renewed focus on the WASH sector. Concerted efforts to tackle the disease succeeded in bringing down the mortality rate from 7% of the infected population in October 2010 to 1.6% by July 2011. The incidence rate was also brought under control. Hygiene promotion activities and the distribution of hygiene kits played an important role in this.

71. In consultation with the National Directorate for Water Supply and Sanitation in the Ministry of Public Works (DINEPA),the WASH cluster in Haiti made a decision to work towards the implementation of Sphere Minimum Standards on a phased basis. The immediate delivery of necessary supplies and infrastructure was impracticable due to the inadequacy of infrastructure prior to the earthquake[39] as well as the volume of people moving into camps in the direct aftermath.[40] The cluster set phase 1 targets of 5 litres of water per person per day and one latrine per 200 people, as opposed to the Sphere guidance of 15 litres per person per day and latrine per 50 people. An Irish Aid monitoring report[41] found that, notwithstanding these reduced minimum standards, needs in the sector were being met from a technical perspective and substantial progress in adhering to quantitative targets was being made. It

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[37] The funding provided by Irish Aid in the aftermath of the earthquake in Haiti was a small part of the overall international response to the emergency (0.3% of the overall bilateral donor response). In this and the following sub-sections, the general trends in the overall international response, which was implemented in cooperation with the relevant agencies of the Government of Haiti are presented. The information pertaining to the general trends in the response is based on the UN appeal documents published at mid-year in 2010, 2011 and 2012 and on other evaluation reports. Appendix 4 summarises, based on partner reports, the achievements of specific Irish Aid programmes in contributing towards these overall trends.

[38] Oxfam (2011).

[39] Prior to the earthquake one report estimated that only 54% of the population had access to clean water and less than a third had access to sanitation facilities. Source: WHO/UNICEF Joint Monitoring Programme Report cited in Irish Aid (2010b), p. 6.

[40] The International Organisation for Migration estimates that 1.5 million people were living in camps at the height of the displacement crisis (International Organisation for Migration, 2014).

[41] Irish Aid (2010b).

did, however, note issues of protection arising from a failure to adequately separate male and female toilets and a lack of safety lighting.

SHELTER & NON-FOOD ITEMS

72. The earthquake destroyed or severely damaged tens of thousands of houses, making 1.3 million persons homeless and precipitating large scale internal migration to less affected areas. Providing emergency shelter and essential non-food items (such as blankets, mattresses, mosquito nets, jerry cans, hygiene kits etc.) was an immediate and urgent need. By the end of May 2010, more than 60,000 tents and 500,000 tarpaulins as well as 2.1 million non-food items had been distributed. Irish Aid made a strategic choice not to support permanent or semi-permanent reconstruction programmes which were hampered by a lack of suitable sites, land tenure problems and weak urban planning capacity.

PROTECTION

73. Ensuring the protection of populations is a core objective of humanitarian action. In addition to material assistance, people need to be assured of their physical safety, psychological wellbeing and dignity. For many years Haiti was plagued by human rights problems and high levels of violent crime. The ineffectiveness of the police also contributed to high levels of insecurity and eroded institutional and social protection mechanisms. The effects of the earthquake further weakened these mechanisms and exacerbated human rights problems including violence against women and girls, inhumane prison conditions and the vulnerability of children. The safety situation in the congested camps following the earthquake was particularly acute, disproportionately affecting women and children.

74. Protection efforts focused initially on the provision of security in camps, the registration of unaccompanied children, the provision of child-friendly spaces and assistance to survivors of Gender-Based Violence. By mid-2011 120,000 children had benefitted from child friendly spaces, increased patrols had been established in camps, lighting had been installed and training conducted around protection issues.

FOOD SECURITY AND NUTRITION

75. In addition to a lack of shelter and sanitation infrastructure, food insecurity posed a significant problem immediately following the earthquake. By late February 2010, food had started to reappear in the markets and shops of Port-au-Prince and the emergency feeding programme was wound down in an effort to avoid market distorting effects on the longer term recovery. From mid-2010, a rationing system was introduced for vulnerable groups including those living in camps, those suffering from malnutrition and school children. Irish Aid contributed €300,000 to the World Food Programme (WFP) for the distribution of more than 250,000 metric tonnes of food to earthquake survivors in the period immediately following the earthquake until the end of March 2010.

COORDINATION

76. While the cluster system for coordination of the response in Haiti was activated three days after the earthquake, it only began to function effectively once suitably experienced coordinators were identified and the required information flows were being generated[42]. This meant there was a gap of around three weeks during the initial period in terms of coordinating incoming relief organisations.

77. Added to this, a large number of the actors present in Haiti during the relief effort had not been there prior to the earthquake or were not normally involved in humanitarian response. This included a number of NGOs, religious groups and private sector service providers that came to Haiti as part of the relief effort, as well as thousands of troops, police and civilian personnel representing the UN Stabilisation Mission in Haiti (MINUSTAH) and military personnel from the US and Canada. These actors all had their own corporate priorities and many had no understanding of the architecture of the humanitarian system. This limited the ability of UN OCHA to fulfil its mandate of coordinating the overall response[43].

78. The emergency appeal launched by UN OCHA on January 15th 2010 was the first comprehensive assessment of the scale of the disaster in Haiti available to the international community. It contained a detailed framework of programmes, disaggregated by sector, to address the humanitarian needs. However, due to the perceived urgency of publishing the appeal for funding, the programmes of many partners were not included in the framework.

79. A more systematic and localised assessment of humanitarian needs was conducted by a UN Disaster Assessment and Coordination team and released at the end of January. In parallel, UN OCHA facilitated a Rapid Initial Needs Assessment to pilot a more coordinated approach than that proposed the prior year by an international humanitarian task force. However, neither of these was used by the UN in revising the appeal it launched on February 18th 2010[44]. The disconnect between the needs assessment and programming processes led to significant gaps in coverage in certain places and sectors. A well-conceived and broadly adopted assessment of need would have facilitated a more coordinated response, and established stronger linkages between the strategic and operational levels of the response[45].

80. Over time coordination improved but gaps in the initial needs assessment process represented a missed opportunity to link the international relief effort more strongly to the recovery and reconstruction effort led by the Government of Haiti. The Government of Haiti reconstruction plan referenced yet another needs assessment.

81. Irish Aid provided €300,000 to UN OCHA in support of areas of its core humanitarian mandate, namely humanitarian coordination and advocacy. It also provided €100,000 in

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[42] Bhattacharjee, A. and Lossio, R. (2011), p. 23.
[43] Ibid., pp. 26/7
[44] There were a number of reasons why this needs assessment work was not used in formulating the UN appeal. Among these reasons were the fact that the needs assessment work was not available on a timely enough basis to feed into the revision of the appeal and that they used methodologies that were not easy to relate to the structure of the UN appeal.
[45] Grünewald et al (2010).

support for the Emergency Relief Response Fund, which was a flexible, locally managed, pooled funding mechanism used by donors to support the UN appeal.[46]

PREPAREDNESS

82. Innovative funding mechanisms introduced by the Humanitarian Unit of Irish Aid in advance of the earthquake in Haiti were important in improving the organisation's emergency preparedness and capacity to respond to the earthquake in Haiti on a timely basis. Irish Aid funding to the UN Central Emergency Response Fund (CERF) contributed towards the mobilisation of the international response in the week immediately following the disaster. The CERF was the largest single source of funds to Haiti in the week following the disaster and allowed UN agencies to begin their initial response.

83. Similarly, funding pre-positioned with NGOs through the Emergency Response Funding Scheme (ERFS) allowed selected NGOs to immediately begin an initial response to the earthquake while preparing larger, longer-term response programmes. Later in the period, the ERFS was used to facilitate a response to sudden changes in the context such as the onset of the cholera epidemic or to the local movement of people within Haiti. In general, funding provided through the ERFS was a considerably more timely mechanism than the other emergency humanitarian funding mechanisms available to NGOs.

84. The stockpiling and pre-positioning of emergency humanitarian relief supplies under the Rapid Response Initiative saved time in the procurement of these items once the earthquake struck and can reasonably be assumed to have entailed a lower procurement cost than an emergency procurement. It is worth noting that the relief consignments sent to Haiti in early 2010 were expensive to send and, while quickly approved by Irish Aid, were slow to arrive (the first consignment was dispatched from Dubai on 18 January) because of a complicated logistics picture within Haiti in the aftermath of the earthquake, compounded by a competitive international marketplace for relief flights. These factors were beyond the control of Irish Aid. In addition, the configuration of Irish Aid supplies at hubs in Africa and the Middle East did not favour rapid deployment to Haiti. In mid-2010, Irish Aid reconfigured its supply hubs to add stocks to depots in Panama and Malaysia, bringing about a more even geographic coverage of areas vulnerable to disasters and sudden onset crises.

85. Highly skilled and experienced personnel from the Rapid Response Roster were deployed to Haiti from the week of the emergency, throughout 2010 and much of 2011 and filled skills gaps created by high staff turnover at partner agencies. Partners were generally happy with the quality and skills of the personnel they received but tended to favour individuals with whom they had prior experience. The availability and retention of skilled humanitarian

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[46] Bhattacharjee, A. and Lossio, R. (2011), p. 35.

personnel was a challenge for almost all of Irish Aid's partners because of the difficult working conditions in Haiti at the time. The Sphere Principles with respect to the working conditions for humanitarian personnel were not universally observed in Haiti and this contributed to many rapid response roster members working short, single deployments. A sample of five of the eighteen deployments to Haiti under the Rapid Response Initiative indicates that deployment could take as little as a week but often took substantially longer where roster members required medical vaccination or specific training prior to departure.

PLANNING

86. The Technical Team visit to Haiti came after the initial UN appeal and associated programmatic framework and made recommendations very much in line with the parameters of the UN appeal. The Technical Team did not duplicate the needs assessment work of other agencies or originate an independent planning framework. Rather, it highlighted those elements of the response plan that might best be supported by Irish Aid. It also conducted a detailed assessment of humanitarian need prior to the visit.

87. As outlined in section 2.7.5 above, the UN needs assessment process following the earthquake in Haiti had serious limitations and did not facilitate donors in fulfilling their commitments under Principles and Good Practice of Humanitarian Donorship to "allocate humanitarian funding in proportion to needs and on the basis of needs assessments". In responding to future emergencies using the evolved humanitarian architecture now in force, it should be possible for Irish Aid to synchronise to a greater extent its strategic funding recommendations and the needs assessment process of the UN without compromising its ability to quickly make an initial life-saving response.

88. It was important that space was created for the Technical Team to assess how best support could be directed and to plan accordingly in light of the scale of support provided by Irish Aid over the period 2010-2012. This space for strategic planning was particularly important given the pressure on decision-makers to be seen to act quickly and decisively in responding to the crisis. Notwithstanding the fact that much of the source information used by the Technical Team was available remotely, there was value in it travelling to Haiti given the space the trip created for strategic planning, Irish Aid's limited prior knowledge of the country and the more immediate access to information in-country. The primary added value of sending the Technical Team to Haiti was in the recommendations it made for the sectors that Irish Aid should prioritise in its response. This facilitated the efficient allocation of subsequent funding, especially during the early response. The importance of having in place a funding strategy at an early stage was a key learning from the Value for Money Review of Irish Aid's support to Tsunami Affected Countries[47] completed in 2007.

89. As a result of a number of weaknesses and inefficiencies that were apparent in the international responses to major disasters in Haiti and Pakistan in 2010, the UN initiated the Transformative Agenda for humanitarian response. The Transformative Agenda is intended

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[47] INTRAC (2007), p. 52.

to improve coordination, leadership and accountability in humanitarian response. For the most serious (Level Three) emergencies, the UN is now committed to issuing an initial strategic plan within five days of the emergency and to launching an appeal for resource mobilisation and planning purposes within ten days. It would be important in responding to future Level Three emergencies within this evolved architecture that Irish Aid maximise the extent to which the programmes it funds are part of the Humanitarian Programme Cycle of the UN as envisaged under the Transformative Agenda.

90. Few of the NGO programmes funded by Irish Aid in Haiti were reflected within the programmatic framework of the UN's initial appeal or the revised appeals that followed over time even if they were aligned with the sector priorities of the relevant clusters[48]. As it did in Haiti, Irish Aid should insist at a very minimum that the programmes it funds are based on UN appeals and in line with the UN's strategic response plan.

DECISION MAKING

91. In the days immediately after the earthquake, Irish Aid decided on an additional bilateral response to the disaster to complement funding to the CERF. Irish Aid provided funding to the appeals of the UN and Red Cross, released pre-positioned NGO funding and arranged for a consignment of humanitarian relief supplies through the Rapid Response Initiative. All of this took place in advance of the Technical Team mission to Haiti.

92. The funding provided to the IFRC, UNOCHA and WFP – Irish Aid's partners of first resort in sudden onset emergencies – in the week immediately succeeding the earthquake was timely and appropriate. These agencies had a central and coordinating role in terms of the overall response. The first Inter-Agency Real-Time Evaluation of the response found these agencies had responded rapidly and effectively to the disaster despite major damage to facilities and staff losses[49].

93. It is evident from reviewing the reports of programmes supported with funding that Irish Aid had pre-positioned with its NGO partners that these programmes were relevant to beneficiaries. Furthermore, these quick-start programmes were important in facilitating recipient NGOs to scale up their response to the emergency and framing multi-donor relief programmes.

94. NGO feedback indicates that the Rapid Response consignments of relief supplies contained items that were welcomed by the agencies that distributed them and the beneficiaries that received them. UN appeal documents make it clear that shelter materials and water bladders were especially relevant to the immediate post-earthquake context.

95. The funding to UN agencies that directly succeeded the Technical Team's report focused on agencies that were underfunded or worked in sectors that were of particular salience in

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[48] This was the result of urgency with which the initial appeal was released so that resources could begin to be mobilised, and the decision taken by UNOCHA not to reflect existing projects within the framework of its revised appeals.
[49] Grünewald et al (2010), pp. 30-32.

responding to the crisis in Haiti[50]. Later funding to UNICEF and the UNOCHA-administered Emergency Relief Response Fund were aligned with Irish Aid's priorities in the Protection and Early Recovery sectors respectively.

96. A major cluster of funding decisions with respect to support to NGOs was taken in February and March of 2010. Overall, more than 95% of the funding provided to NGOs went to the four priority sectors in the Technical Team's report. Irish Aid provided a total of 20 grants for NGO programmes in Haiti over the period. It insisted, as a precondition for funding, that its partners participate in the cluster system for the coordination of the response. With a single exception, the NGOs supported by Irish Aid had active programmes in Haiti prior to the earthquake. This contributed to limiting the number of new or inexperienced humanitarian actors involved in the response.

97. As the response progressed, it became difficult for donors to strike an appropriate balance between the ongoing acute humanitarian relief needs and a call from Haitians for "durable solutions" for recovery[51]. Most donors, including Irish Aid, placed a greater emphasis on the internationally-administered relief effort than on the Government of Haiti-led recovery. While Irish Aid placed attention in its appraisal process on local partnerships and though international agencies clearly did excellent work in meeting emergency humanitarian needs, the Real-Time Evaluations of the Inter-Agency Standing Committee make it clear that there was large unmet demand for greater local ownership and for the delivery of long-term solutions[52].

PARTNER APPRAISAL AND RELEASE OF FUNDING

98. The appraisal process used to decide which NGO proposals to support and which to reject was robust. It led to a strengthening of some proposals and filtered out proposals that were technically weak or that did not tally with the priority areas reflected in the Technical Team's report. The initial round of grants, appraised in the first three months of the response, used a formal scorecard to capture the strengths and weaknesses of each grant proposal, recommend the amount of funding a proposal should receive and make follow-up recommendations for programme implementation. From a public accountability perspective, the grant appraisal process was rigorous notwithstanding the competing imperative that emergency funding decisions be taken in as timely a fashion as possible.

99. A number of the NGOs surveyed commented adversely on the time taken for grant appraisal. A review of administrative records showed a particularly long time elapsed in the appraisal of the initial round of NGO grants. This time elapsed was a function both of time spent by Irish Aid assessing NGO proposals and also of the time spent by NGOs in addressing the technical concerns raised by Irish Aid and reformulating their proposals. Later in the response, when there were fewer proposals to simultaneously appraise, a trend towards faster appraisal

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[50] Funding to FAO contributed to the recovery of the agricultural sector to reduce the dependence on food aid, funding to UNEP contributed to the sound environmental management of the recovery effort, and funding to UN-HABITAT contributed to the provision of technical assistance for the restoration of durable shelter solutions and the urban environment.
[51] Hidalgo & Théodate (2012), p. 27.
[52] Ibid.

times for urgent programmes was observed with delays largely a result of incomplete partner reporting on prior programmes. NGOs reported that the total time taken in appraising grant funding to NGOs improved during subsequent sudden onset crises such as Hurricane Yolanda in the Philippines in late 2013.

100. As outlined in section 2.5.2, funding to multilateral agencies is appraised based on the appeal documents issued by the UN or Red Cross Movement. On account of the capacity of multilateral agencies to respond to humanitarian emergencies, and in line with the approach of other donors, Irish Aid does not perform a detailed technical appraisal of proposed multilateral programmes or engage in a technical discussion surrounding programme design. This means that, in general, the appraisal time for multilateral programmes was shorter than for NGO programmes.

101. In responding to the crisis in Haiti, the formal release of funds to partners generally followed the approval by the Minister of State of programmes appraised at a technical level. There was a tendency to present these programmes for approval in batches rather than to present individual programmes for approval as and when they were technically appraised. This led to delays in releasing funding to partners where the Minister of State was absent on business or otherwise unavailable.

102. Some of the partners funded by Irish Aid in Haiti were not standing partners of the Humanitarian Unit of Irish Aid. Initiating new partnerships and concluding contractual agreements with these partners meant that the time between approval and disbursement was longer for new partners than for established partners.

MONITORING & EVALUATION

103. Irish Aid was consistent in the reporting obligations it placed on its NGO partners in Haiti, requiring interim financial and narrative reports to be provided each six months as well as final reports at a programme's conclusion. It is clear that it took reporting and report quality seriously and generally did a good job of gathering timely feedback from partners to facilitate programme oversight.

104. NGO partner reports conformed to the reporting format requested by Irish Aid and generally contained good quality information. One area of general strength was the reporting of the challenges, issues and lessons learned in programme implementation. One area for improvement – despite examples of good practice – is in the design of indicators to track change against a programme's logical framework. Some of the logical frameworks reviewed would have benefited from the incorporation of more indicators of the anticipated qualitative impacts of the delivery of goods and services on livelihoods. For example a focus on water quality, queuing times and diarrhoeal infection rates would have complemented the core output indicators, such as the number of litres of water distributed, the number of latrines constructed or the number of hygiene kits distributed.

105. Reports provided by multilateral agencies were generally submitted within the agreed timeframes.. The financial reports submitted by these agencies were clear and gave good accountability for the funding provided by Irish Aid. The narrative reports submitted by these agencies tended to describe the results of overarching programmes in which Irish Aid funding was one element. This makes it difficult to identify the specific contribution of Irish Aid funding in cases where programming goes beyond the basic distribution of food or non-food relief items. A small number of the agencies funded had difficulties in terms of their capacity to report on results due to the loss of staff or damage to buildings and equipment sustained during the earthquake.

106. A number of the agencies funded by Irish Aid (including WFP, UNICEF, UN OCHA, IFRC and Concern) undertook and shared external evaluations of their programmes in Haiti. These evaluations, while not contractually required by Irish Aid, provided an external perspective on the performance of the programmes of these partners in Haiti and complemented partners' own reports well.

107. Two technical monitoring visits to Haiti succeeded the Technical Team's report. Both visits played a role in directing funding towards new or emerging priorities in the response. Irish Aid was also monitoring developments remotely and responded appropriately to major developments such as the launch of the Government of Haiti's *Action Plan for the National Recovery and Development of Haiti* and the outbreak of cholera that occurred during the latter half of 2010. Notwithstanding a recovery-oriented contribution of €1 million to the Haiti Reconstruction Fund, Irish Aid's support was concentrated on the relief effort to an extent that was to some degree at odds with local demands. As had been recommended in the Technical Team's initial report, there would have been value in more formally using the monitoring visits to undertake a strategic review of whether Irish Aid was being responsive to the humanitarian needs in Haiti as they evolved over time.

108. As part of each of the technical monitoring visits, the performance of partners to whom Irish Aid had provided funding was reviewed. The breadth of this performance monitoring was such that the depth of the information produced was limited. In light of the primary responsibility of partners themselves for reporting on programme performance, the role of Irish Aid's own monitoring visits to partners within its overall monitoring strategy should be clarified. If monitoring visits continue to be used to make a detailed assessment of partner performance, then greater consideration is appropriate for the type of performance data to be gathered, for the number of partners that can reasonably be monitored and for the mechanisms to be used to ensure this monitoring information is fed into decision-making processes in a structured way.

RATIONALE FOR IRISH AID'S RESPONSE TO THE HAITI DISASTER

109. There was a clear basis in policy for Irish Aid's decision to respond to the crisis in Haiti and the response was guided by an operational strategy formulated in the weeks immediately following the disaster.

110. Irish Aid's decision to prioritise four sectors in its initial response on the basis of the recommendations of the Technical Team that went to Haiti in the week after the earthquake lent it overall coherence. It would have been impossible for Irish Aid, as a relatively small donor, to attempt to cover all areas. Appropriately, Irish Aid chose to concentrate on a small number of sectors that were aligned with both the humanitarian needs in Haiti and the capacities of its partners to deliver their programmes.

111. Much of Irish Aid's response was concentrated on the relief phase. Irish Aid's updated *Humanitarian Assistance Policy* (2015) marked a rebalancing of humanitarian needs in the immediate and longer-term aftermath of crises. A key challenge in implementing this policy concerns addressing coexisting relief and recovery needs through a mixture of national and international partners.

112. Ireland embraced the concept of resilience in its Policy for International Development, *One World, One Future*. Building resilience is one of the key priority areas for action in the new policy and is the thread linking Irish Aid's work on global hunger, fragile states, humanitarian action, climate change, trade and economic growth, essential services and human rights and accountability. This proides a useful entry point in terms of addressing, in an integrated way, coexisting relief and recovery needs, and offers the potential to reframe challenges which have previously been discussed within separate policy silos such as sustainable development, vulnerability, early recovery, transition, complex emergencies, and disaster risk reduction.

FACTORS ENHANCING THE EFFICIENCY OF IRISH AID'S RESPONSE

113. Notwithstanding some shortcomings, overall, Irish Aid's response to the Haiti disaster was delivered in a timely and efficient manner. The efficiency of Irish Aid's response to the Haiti disaster was enhanced by a number of factors, including:

    - Emergency preparedness through the pre-positioning of funds, the stockpiling and pre-positioning of emergency relief supplies and the maintenance of a Rapid Response Corps to provide surge capacity;
    - Planning and the strategic direction that this provided;
    - Targeted and timely funding to organisations that are specialised and experienced in responding to humanitarian crises;
    - Measured decision-making.

PREPAREDNESS

114. Irish Aid's funding to the CERF was an important strategic measure that facilitated a timely and efficient response to the disaster in Haiti.

115. Similarly, the pre-positioning of funds with major NGOs using Irish Aid's Emergency Response Funding Scheme (ERFS) enabled NGOs to respond quickly to immediate needs and to plan for longer-term response programmes. The ERFS has since been extended so that more NGOs are now eligible.

116. The stockpiling and pre-positioning of humanitarian relief supplies through the Rapid Response Initiative reduced the lead time for the response by avoiding procurement-related delays that might otherwise have occurred.

PLANNING

117. The report of the Technical Team facilitated informed and coherent allocative decision–making in the face of a large number of applications to Irish Aid and of pressure for Irish Aid to be seen to act quickly and decisively.

FUNDING TO SPECIALISED PARTNERS

118. Irish Aid funding to specialised UN agencies and the Red Cross in the week immediately succeeding the earthquake was timely and appropriate. Subsequent funding to UN agencies was generally underwritten by a desire to fund sectors that were of particular salience in Haiti or agencies that were underfunded.

119. Funding to NGOs took advantage of their technical capacity in the sectors targeted by Irish Aid. By and large, the NGOs funded were resident in Haiti prior to the emergency and participated in the relevant structures for the coordination of the response. The use of NGO partners rapidly gave coverage and scale to Irish Aid's response.

MEASURED DECISION-MAKING

120. In the absence of an agreed mechanism for comparing the levels of need across different crises, Irish Aid did a good job of ensuring the funding it provided to Haiti was proportional to the humanitarian need and balanced with the need in other emergencies. Making an interim funding commitment of €2 million in the immediate aftermath of the earthquake, and bringing its overall commitment up to €13 million over three years once the full scale of humanitarian need became apparent was a measured approach.

FACTORS THAT MIGHT HAVE ENHANCED THE EFFICIENCY OF IRISH AID'S RESPONSE

121. While support to the Haiti disaster was largely delivered in a timely and efficient way, scope to enhance the efficiency of Irish Aid's response to future emergencies was identified, including improvements to:
- the time taken to appraise proposals and release funding at times of peak demand;

- processes and systems for monitoring and evaluation.

PARTNER APPRAISAL AND RELEASE OF FUNDING

122. While robust, the process used to appraise proposals for funding, and to release this funding to partners, in some cases required considerable time, especially during periods of peak demand and where partners were required to substantially rework proposals. The practice of seeking the approval of the Minister of State for funding where not formally required and the collation of proposals into batches for approval delayed a number of the disbursements. In addition, the necessity to conclude contractual agreements and conduct due diligence lengthened the time between appraisal and actual disbursement in respect of new partners.

MONITORING AND EVALUATION

123. Irish Aid generally had good processes and systems for monitoring and evaluation. At the time of the review there was potential to further strengthen partner accountability for the funding provided by Irish Aid by placing greater emphasis on the external evaluation of partner programmes; on the inclusion of qualitative indicators of change in partner monitoring frameworks (to complement the strong quantitative focus now existing) and;by ensuring that Irish Aid's overall response strategy is reviewed on a periodic basis as a crisis evolves .

RECOMMENDATIONS

	Issue arising	Recommendation
1	Irish Aid provided greater funding to the internationally-led relief effort in Haiti than to the Government-led recovery. Though grounded in humanitarian need, this decision did not fully take account of local demands.	It would be important when responding to similar crises in the future that Irish Aid formally reviews on a periodic basis its overall response strategy to maximise responsiveness to changes in local demands and in the context for the response.
2	Irish Aid did a good job of maintaining a focus on a small number of strategic sectors and this increased the overall coherence of its response.	It is recommended that in responding to future emergencies, Irish Aid continue to target its funding towards a small number of strategically important sectors where its humanitarian partners have demonstrated capacity.
3	The appraisal of the initial round of partner proposals for emergency relief funding required considerable time.	To improve the appraisal time for proposals received in the immediate aftermath of a major emergency, Irish Aid should examine whether it is possible to identify suitably skilled surge capacity to assist the Humanitarian Unit in appraising emergency humanitarian programme proposals.
4	It has been practice to await the formal endorsement of the Minister of State for technically appraised proposals. This	Given that it is not essential that the Minister of State sanction every grant, it is recommended that acute emergency programmes be presented

	practice has the potential to delay funding to a partner.	for approval to a competent authority within the Department immediately upon technical appraisal and recommendation for support.
5	The time required to make financial disbursements to new partners was longer than for established partners.	It is recommended that Irish Aid generally concentrate its support for emergency relief operations on established partners specialising in humanitarian operations.
6	Partner logical frameworks were focused more on indicators of quantity than those of quality. A complementary focus on indicators of quality would provide a better sense of the impact of the support provided by Irish Aid.	Irish Aid should encourage partners to broaden the suite of indicators in their logical frameworks so that indicators of quality are tracked in addition to indicators of quantity.

1. **Background**

   Development cooperation is an integral part of Ireland's foreign policy and is one of the high level goals of the Department of Foreign Affairs and Trade since 2008; it is guided by both the 2006 White Paper on Irish Aid, and Ireland's International Policy on Development *'One World, One Future'* (2013). In delivering on its commitments, the Department's overseas development programme, implemented by Irish Aid, plays a lead role working to prevent and respond effectively to humanitarian emergencies as they occur. Irish Aid aims to provide rapid and efficient humanitarian responses through support to host country, Irish and international organisations that adhere to the Good Humanitarian Donorship principles and standards and implementation of the Rapid Response Initiative.

   The earthquake in Haiti on 12 January 2010 was the greatest natural disaster to hit the country in more than 200 years and one of the worst humanitarian crises in recent history. The earthquake reduced the capital Port au Prince to rubble and resulted in the death of more than 217,300[53] people, injured an estimated 300,000[54] and left over 2.1 million people homeless.[55] As Government infrastructure was destroyed, this resulted in the emergency response having to evolve amidst a situation of chaos, as the capacity of Government and international agencies who would normally lead a humanitarian response was critically damaged. In addition to the devastating earthquake, hurricanes, floods, severe food insecurity and outbreaks of cholera have repeatedly derailed the already struggling Haitian economy and wider recovery.

   The Irish Government responded by providing humanitarian assistance and allocating funds to: Irish and other Non Governmental Organisations (NGOs); United Nations (UN) Agencies directly and via the Central Emergency Response Fund (CERF); International Agencies; the Haitian Government to assist in debt relief, in addition to deploying the Rapid Response Corps and relief items from the Rapid Response Initiative.

2. **Purpose of this Focussed Policy Assessment (FPA)**

   To provide evidence based assessment of the rationale and efficiency of Irish Aid's humanitarian response over the period 2010 – 2012 to the earthquake that struck Haiti. This FPA will serve as a case study, providing useful learning on Irish Aid internal processes and systems that are used during a response to humanitarian emergencies. The findings from this FPA will be used to inform decision making and planning of future humanitarian responses.

3. **Scope**

   The scope for this FPA will include:
   1. A brief outline of the rationale that underpins Irish Aid's response to the humanitarian emergency in Haiti following the earthquake disaster in 2010.

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[53] UNOCHA estimates the death toll at approximately 217,300 people: http://www.unocha.org/cap/appeals/humanitarian-action-plan-haiti-2013. Haitian Government estimates are higher: http://www.nytimes.com/2011/01/14/world/americas/14briefs-Haiti.html?_r=0
[54] UN News Centre: http://www.un.org/apps/news/story.asp?NewsID=37254
[55] UNOCHA: http://www.unocha.org/cap/appeals/humanitarian-action-plan-haiti-2013

2. Describe and review the key processes, systems and criteria that were used in deciding and providing support to the emergency response for the Haiti earthquake disaster[56] and comment on the efficiency and timeliness of these processes.
3. Detail the level and focus of the inputs, activities and outputs funded by Irish Aid and implemented by partner organisations.
4. Comment on the requirements made by Irish Aid's Emergency & Recovery Unit in respect of partner reporting and financial accountability arrangements.
5. Outline the key lessons and recommendations to improve the efficiency of Irish Aid's future humanitarian responses, based on the Haiti experience, keeping in mind international best practice in relation to the provision of humanitarian assistance.

4. **Methodology**

This FPA will largely comprise of a review of existing Irish Aid documentation (strategies, policies, financial information and systems and procedure guidelines) in addition to documentation from partner organisations (such as funding proposals, programme reports and evaluation and audit reports). To further inform this FPA, a limited number of consultations will also take place with key personnel from Irish Aid, representatives from partner organisations and representatives from organisations comprising the global humanitarian assistance architecture (e.g. UN agencies, ECHO & ICRC). A field visit to programmes in Haiti may also be considered.

5. **Key questions for the review**

1. What is the rationale that underpinned Irish Aid's emergency humanitarian response to the Haiti earthquake disaster?
2. How appropriate was Irish Aid's response to the earthquake in Haiti given the 'sudden onset' nature of the disaster?
3. How efficient were Irish Aid Emergency & Recovery Unit's internal decision making processes and systems in responding to the Haiti earthquake disaster?
4. How timely and efficiently were the funds applied for the intended purpose?

6. **Output**

It is expected that a report no more than 15-20 pages will be produced - which will include findings, analyses, key lessons and recommendations.

7. **Management & Timeline**

This FPA will be carried out and managed by the Evaluation and Audit Unit of DFAT with input from the Central Expenditure Evaluation Unit in the Department of Public Expenditure and Reform. It will commence in December 2013 and be completed in April 2014.

Evaluation & Audit Unit
16th December 2013

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[56] This will include the processes and systems in place for appraising partners, allocating funding, decision making and monitoring delivery.

Scope Question	Methodology
1. A brief outline of the rationale underpinning Irish Aid's response to the humanitarian emergency in Haiti following the earthquake in 2010.	Desktop review of: - DFAT Statement of Strategy 2008-2010, and 2011-2014 - Irish Aid's Humanitarian Response Policy - White Paper on Irish Aid (2006) - Ireland's Policy for International Development (2013)
2. Describe and review the key processes, systems and criteria that were used in deciding and providing support to the emergency response for the Haiti earthquake disaster and comment on the efficiency and timeliness of these processes.	Desktop review of: - Documentation outlining systems and criteria used for appraising partner applications - Documentation outlining process for funding allocations - Documentation outlining systems in place for monitoring emergency response programmes - Procurement guidelines - Good Humanitarian Donorship Principles - ALNAP guidelines on emergency responses - SPHERE Standards in humanitarian response Consult: - Irish Aid DG and DDG - Head of Emergency & Recovery Unit - Irish Aid Finance Unit - Concern, Goal, Plan Ireland, Haven, Misean Cara - UNOCHA, Red Cross (IFRC) Assessments on the *efficiency of the response* will be <u>in part</u> informed by a desktop review of the following: - Irish Aid VFM of Support to Tsunami Affected Countries *(Were the key recommendations for improving responses to emergencies outlined in the Tsunami VFM incorporated into the Haiti response?)* - Comment on the timeline of previous responses - The timeliness of other donor responses - UK, The Netherlands, Finland, Sweden, Norway, and Denmark (The Nordic Plus Donors) - The application of and adherence to the Good Humanitarian Donorship Principles.
3. Detail the level and focus of the inputs, activities and outputs funded by Irish Aid and implemented by partner organisations.	Desktop review of: - DFAT and Irish Aid Press Releases - Government commitments/statements at international pledging conferences - Key communications with partner organisations - Irish Aid contracts with NGO partners - Applications for funding from partners - Reports on programme implementation from partners - Documentation on financial disbursements to partners

		- Irish Aid financial documentation on funding allocations
		- Partner's own/independent evaluations of their response
		- Report of the Irish Aid Task Team that visited Haiti *(To what degree was the response guided by this needs assessment report?)*
		Assessments on the *timeliness of the response* will be informed by a desktop review of the following, which provide a <u>baseline/benchmark</u>:
		- Comparisons to responses by other donors, and previous responses by Irish Aid
		- Compare partner applications against their reports *(Did partners carry out programmes as per the proposed timelines?)*
		- Irish Aid VFM of Support to Tsunami Affected Countries *(Were the key recommendations for improving responses to emergencies outlined in the Tsunami VFM incorporated into the Haiti response?)*
		Consult:
		- Irish Aid DG and DDG
		- Head of Emergency & Recovery Unit
		- Irish Aid Rapid Response Initiative
		- Irish Aid Technical Team that undertook visit to Haiti (to produce the needs assessment report)
		Verify partner reports by visiting small sample of programmes.
4.	Comment on the requirements made by Irish Aid's Emergency & Recovery Unit in respect of partner reporting and financial accountability arrangements.	Desktop review of: - Irish Aid guidelines for partners - Irish Aid application for funding - Financial documentation - MOUs/agreements with partners
5.	Outline the key lessons and recommendations to improve the efficiency of Irish Aid's future humanitarian responses, based on the Haiti experience, keeping in mind international best practice in relation to the provision of humanitarian assistance.	Desktop review of: - Good humanitarian Donor ship Principles - ALNAP[57] policies/guidelines Analysis of findings from this assessment

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[57] The Active Learning Network for Accountability and Performance in Humanitarian Action (ALNAP) see http://www.alnap.org/about

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Name	Title and Organisation

Year	NGO	Sector	Strategy	Ref number	Duration	Outturn €
2010	Concern	WASH		CON ERFS	Jan – April 2010	170,000

Objectives:
- Provide at least 50,000 people with immediate WASH support through the provision of safe water, safe sanitation and hygiene promotion.

Expected Outcome:
- 105 cubic metres of water storage capacity are installed throughout eight IDP and being filled twice to three times daily.
- Latrines are installed throughout selected sites at a ratio of 150 people per latrine.
- Aquatabs in proportion with water distributed, two jerrycans and a hygiene kit are distributed to each of the 10,000 affected families (approximately five people per family) living in camps covered by the WASH programme.
- A solid waste management system is established in each of the 11 WASH programme camps through a Cash for Work programme.

Key Achievements:
- Established water storage capacity in eight sites throughout Martissant and St Martin totalling 105 cubic metres.
- By the end of 52,582 beneficiaries were in daily receipt of a total of 154 cubic metres, equivalent to 2.9 litres per beneficiary.
- 117 latrine sites established.
- By the end of February, 10,733 jerry cans and 12,346 hygiene kits had been distributed.
- By the end of the programme period 350 beneficiaries were involved in Cash for Work activities.

Year	NGO	Sector	Strategy	Ref number	Duration	Outturn €
2010	Concern	WASH	WASH interventions	CON 10 01	Feb to August 2010	537,000

Objectives:
- To contribute to an integrated response intended to meet the immediate needs of up to 120,000 through the establishment of a water, sanitation and environmental health intervention targeting at least 50,000 people.

Expected Outcome:
- Those living in the spontaneous camps at least have their needs met for potable water, but with an imminent intention to target to increase the water supply to provide sufficient to allow for cooking and, hopefully, to allow us to reach the Sphere minimum requirements.

- Access to adequate sanitation and hygiene promotion activities to enhance their quality of life and to protect their health.

Key achievements:

- The immediate and most urgent needs of approximately 70,000 of the most affected people were met through the provision of a comprehensive range of water and sanitation services, coupled with complimentary hygiene promotion.
- 3.5 l/p/d of water in February, 5.66 l/p/d by late August.
- 339 latrines established and maintained.

2010	World Vision	Child Protection	Child friendly spaces	WOV 10 01	Feb –June 2010	200,000

Objectives:

- Children have access to a safe space, appropriate psychosocial support and their rights are fully protected.

Expected Outcome:

- Establish child friend spaces to protect the rights of vulnerable children, conduct identification and registration activities for separated or unaccompanied children and provide clean drinking water, hygiene kits, mosquito net and environmental control.

Key achievements:

- 7 CFS established
- 1,005 number of children receiving psycho-social support

2010	Goal	Livelihoods, Shelter & NFIs	Cash for work	GOA 10 01	Feb to July 2010	500,000

Objectives:

- To support post-earthquake affected communities access NFIs and to stimulate the local economy while improving the environmental sanitation.
- To increase the purchasing power of the affected population so that beneficiaries can purchase essential items in the local marketplace

Expected Outcome:

- Improved access to meet immediate needs and facilitate mid to long term work.
- Increased purchasing power of the affected population so that beneficiaries can purchase essential items in the local marketplace.
- To provide immediate safe shelter for approximately 4,000 displaced families

Key Achievements:

- Over a 5 month period, 3,500 households each earned US$81 as a result of having participated in the programme for three weeks.

- 2242 people were employed through Cash-for-Work (CFW) activities of which 46% of beneficiaries were female.
- 15360 metres cubed of rubble were cleared from roads, drains and communal areas.

Note: *Irish Aid decided to only fund the cash for work component, hence the reduction in results (shelter) compared to initial objectives.*

2010	Goal	Health/ cholera	WASH & Civil works	ERFS	Nov 2010-May 2011	202,931

Objectives:
- To prevent the spread of cholera and other communicable diseases by improving standards of environmental sanitation and sanitary practices amongst the earthquake affected population in Port au Prince

Expected Outcome:
- To respond to the cholera threat by distributing clean water, emergency hygiene supplies and hygiene promotion messaging to the vulnerable population.
- To provide improved physical sanitation infrastructure that will reduce the risk of cholera (and other disease) outbreaks within the target communities.

Key Achievements:
- Water provided and supplied to 14,990 community members
- 5.7 million gallons of water distributed to 9 assisted Camps and correct storage and treatment implemented.
- GOAL responded to all cholera cases in the 38 camps and communities where the action was planned.
- Teams of locally employed mobilizers cleaned and sanitized all facilities; priority latrine blocks were de sludged.

2010	Christian Aid	Food Security	Cash Transfer	CAID 10 01	March to July 2010	127,500

Objectives:
- Increasing food accessibility in vulnerable affected families by providing cash to purchase food for basic needs.
- Promote local mechanisms in food trade by immediate food purchase in local market and local food production.

Expected Outcome:
- 1000 families purchase sufficient food to cover family requirements for 3 months.
- Farmers livelihoods remain constant and are not affected negatively as a result of food aid.

Key Achievements:
- 5557 beneficiaries (max of 3 per household) received 3 monthly cash transfers.

- Beneficiaries investing part of cash in livestock.
- Community satisfaction reported at > 90%.

2010	Haven	WASH	Latrine construction	HAVEN 10 01	February–April	52,784

Objectives:
- Provide suitable, adequate sanitation facilities to IDPs so that targeted population can live in a more hygienic environment and practice good hygiene.
- Construct 300 latrines, across 8 sites in Port au Prince and its commune, complying to Sphere standards where possible and inter agency agreed standards.

Expected Outcome:
- Sanitation facilities including latrines and wash basins installed in each camp and the target population using them.

Key Achievements:
- 100 latrines were constructed, and approximately 3832 beneficiaries benefited from communal latrines communal latrines
- 16 communal hand washing basins installed and functioning and 1500 hygiene kits distributed
- 6 sanitation user groups were established and trained.
- Hygiene promotion diagrams/posters were erected for every six block of latrines, and 10 peer educators were trained in hygiene promotion
- 100 beneficiaries trained in carpentry and the construction of latrines, and 100 labourers in camps received employment during the duration of the project

Note: *Reduction in number of latrines from 300 (across 8 sites) to 100 (across 6 sites) due to a request from Irish Aid to change technical design.*

2010	HAVEN	WASH	Latrine maintenance	HAVEN 1001	Aug to Oct 2010	47,220

Objectives:
- To provide at least 13,026 people in 20 informal IDP camps with immediate sanitation support through the maintenance and cleaning of latrines which have been constructed following the January 12 Earthquake.

Expected Outcome:
- 13,026 people have access to clean and hygienic toilets and washing facilities that are culturally appropriate, user friendly and gender appropriate.
- 13,026 people to receive critical WASH related information to prevent child illness, especially diarrhoea and malaria.

Key Achievements:
- 2600 household members are using improved sanitation facilities.

- All sectors of the community, including vulnerable groups, are enabled to practice good hygiene habits.
- 175 people benefited from cash for work payment for camp cleanliness.
- The majority of household members reported satisfaction satisfied with camp cleanliness.
- 88% of the population wash their hands with soap or ash at least after contact with fecal matter and before handling food.

| 2010 | Plan | Protection | Schools | PLAN 10 01 | Mar 2010 – Jan 2011 | 249,994 |

Objectives:
- Using schools as a focal point, provide multi-sectoral support to meet the basic needs of young children during the aftermath of the earthquake.
- Provision of safe spaces for children to continue with their educational development, have play areas and receive psychosocial support; support the long-term recovery plan for education

Expected Outcome:
- Effective coordination in responding to immediate emotional and development needs of children.
- 1,260 children returning to school and their ability to cope with their trauma enhanced through a return to normal daily activities, games, support, etc.

Key Achievements:
- Coordinated and harmonised interventions with other NGOs and agencies to provide emergency educational support to 51 schools in the South East.
- 9,361 children (4,937 girls and 4,424 boys) returned to school and supported with trauma through a return to normal daily activities through Irish Aid funding.

| 2010 | Plan | Health/ (Cholera) | WASH | PLAN 10 07 | Nov 2010 - Feb 2011 | 250,000 |

Objectives:
- To reduce the risk of cholera in targeted communities and to meet the immediate WASH needs of beneficiaries as a result of Hurricane Tomas.

Expected Outcomes:
- Reinforce the capacities of local NGO partners to sensitise the population on cholera prevention.
- Enable community members to identify the symptoms of cholera, locate ORS points and other health centres, and practice good hygiene standards.
- Establish short term cholera prevention measures in three camps and 100 schools.

Key Achievements:
- The cholera case load decreased gradually in all three regions where Plan was responding.
- The case fatality rate in each region decreased and the case fatality level in hospitals in each of the three regions decreased.

2011	Goal	Health/ (Cholera)	WASH	GOA 11 06	Aug 2011 - Apr 2012	550,000

Objectives:
- To prevent the spread of cholera and other communicable diseases by improving standards of environmental sanitation and sanitary practices amongst the earthquake affected population in Port au Prince, Gressier and Leogane.

Expected Outcomes:
- Increased access to improved water supply in 1 community and 4 schools
- Increased access to improved sanitation in 2 communities and 4 schools
- Improved hygiene knowledge, practices and behaviours of community committees, school pupils and teachers on hygiene practices
- Improved community capacity to respond and react to the threat of cholera and maintain a minimum level of hygiene standards in the areas of intervention

Key Achievements:
- Improved access to WASH facilities in targeted communities and schools, with a corresponding increase in knowledge related to hygiene, sanitation and the prevention of water borne infections, in particular cholera. These activities have contributed to a decrease in the prevalence of cholera from approx. 350 cases reported per week in June 2011 to approximately 50 in June 2012.

2011	Haven	Health/ (Cholera)	WASH	HAVEN 11 01	April – September	200,000

Objectives:
- To reduce spread of cholera within affected communities in which Haven is operating, and to meet beneficiary water, sanitation and hygiene (WASH) needs.

Expected Outcomes:
- Community latrines are more hygienic and safer to use
- Community has improved access to clean water supply
- 20,070 beneficiaries benefitting from hygiene promotion activities and cholera mitigation kits

Key achievements:
- Community has better understanding of cholera risks and how to prevent transmission. Verified by comparing pre- and post-project KAP surveys.
- Better hygiene and sanitation practices conveyed to 4014 beneficiary families through provision of training and cholera mitigation kits.
- Wider community has access to ameliorated water and sanitation facilities.
- 1 block of latrines constructed containing 8 latrines and 6 latrines upgraded/repaired.
- 14 water wells constructed and 11 upgraded/repaired, thus providing potable water for many uses, including hand washing.
- 1 public shower area constructed in Latanere.

2011	Plan	Education	WASH	PLAN 11 01	July 2011 to Oct 2012	450,000

Objectives:

- Improve access to and attendance at schools in 2 departments through provision of water and sanitation facilities and promotion of good hygiene practices.
- To achieve a reduction in water borne illnesses in 70 schools in 2 departments

Expected Outcomes:

- To ensure access to safe drinking water and improve sanitation and hygiene practice and management in 70 schools for 21,000 students
- To ensure access to and use of improved sanitation facilities in 70 schools and surrounding communities.

Key achievements: (Interim)

- Water supply to 47 schools providing at least 2 litres of water/student/day
- 50 schools have improved sanitation facilities, gender segregated at a ratio of one cubicle per 40 girls, and one per 60 boys
- 5 of 61 communities declared ODF in line with the CLTS approach by the end of the programme
- 70% of schools are maintaining sanitation facilities in accordance with SPHERE standards

<u>*Note*</u>*:*

- *There was a reduction in the proposed number of boreholes due to technical difficulties.*

2012	Goal	Health/ (Cholera)	WASH	GOA 12 04	July 2012 –June 2013	500,000

Objectives:

- To prevent the spread, mitigate the impact, and sustainably reduce the risk of cholera, by strengthening sustainable community WASH structures for target populations in Port-au-Prince and Gressier.

Expected Outcomes:

- Positive behaviour change for prevention and reduction of cholera risk achieved through conducting community awareness-raising and capacity building.
- Improved access to water supply and reduced vulnerability to cholera for target communities through the strengthening or provision of WASH infrastructure
- Improved capacity to respond quickly and effectively to identified cases of cholera

Key achievements – from interim report (July 2012) (final report due end of 2013)

- Barriers and enablers to positive hygiene and sanitation behaviours identified to inform awareness raising and capacity building through-out this action. Established Cholera response and Water Safety plans implemented, including training of GOAL staff, and cholera response mechanisms have been established in targeted urban communities to provide community-led response in line with GOAL's own established procedures. Water points have been identified to improve access to water in targeted areas and construction of latrines through an owner-driven approach was underway.

2012	Haven	WASH	Construction, hygiene promotion	HAVEN 12 01	April 2012 –Feb 2013	250,000

Objectives:
- To contribute to recovery through the provision of increased sanitation access and knowledge in the earthquake-affected municipality of Gressier, Haiti

Expected Outcomes:
- To improve the living conditions of 350 new village residents and 500 school children in Gressier by constructing water and sanitation infrastructure;
- To improve hygiene awareness and practices among schoolchildren and new site residents in Gressier;
- To empower the new village community to manage and maintain newly-constructed facilities

2012	Plan	Relief (NFI); Livelihoods	Distribution of kits	PLAN 12 06	Nov 2012 to Jan 2013	100,000

Objectives:
- To provide relief to the families most impacted by Hurricane Sandy in Haiti in the Programme Units of the West and South East departments

Expected Outcomes:
- 1,500 worst affected families are identified and basic needs determined through participatory assessments and relief package distributed
- Affected families are supported to regain livelihoods through the provision of tools items for post-emergency clean-up, agriculture and cholera mitigation

Key achievements:
- 2,300 Families reached and benefited directly from the support, 800 more than originally planned.
- Effective early response for clean-up and cholera mitigation for 1,750 affected families.
- 1,750 families were supported to recover from Hurricane Sandy through the provision of a basic needs packages
- 550 families supported in regaining livelihoods through the provision of tools and items to support agriculture, post-emergency clean-up, and cholera mitigation as well as replanting with seeds that are suited to the local conditions; external advice was taken on seed selection (see narrative).
- Around 11.5 km of irrigation canals and 4km of roads were cleaned.

2012	Concern	WASH		CON ERFS	July 2012	65,000

Objectives:
- To limit the spread and prevent an outbreak of cholera in Saut d'Eau town and communal sections through hygiene promotion, and improved access to clean water and safe sanitation.

Expected Outcomes:
- 70,000 pilgrims and 5,000 residents of Saut d'Eau town and 9,000 residents of vulnerable to cholera communal sections have increased access to information and infrastructure to promote good hygiene practices and prevent cholera transmission
- The target population of 70,000 pilgrims, 14,000 residents and patients at 1 Health Centre have access to safe and adequate supply of drinking water.

Key achievements:
- For the duration of the festival pilgrims and town residents had access to a regular per capita water supply of 3-4 litres p/p/d (17 trucks of 11 m3, filling 16 tuff tanks of 3m3), complementing the town system.
- Cholera kits distributed to 2,675 households.
- 95% of water samples tested are deemed fit for human consumption.
- No open defecation practiced for the duration of the festival.
- 49 truckloads of waste removed from the festival site.