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Supporting the implementation of the National Strategy for Protection and social promotion of Haiti

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► EVALUATION REPORT

Supporting the implementation of the
National Strategy for Protection and social
promotion of Haiti - HTI/22/01/RBS

RBSA

CELLULE D'APPUI TECHNIQUE EN DEVELOPPEMENT LOCAL (CATEDEL)

May 2025

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Executive Summary of the Final Evaluation of Project HTI/22/01/RBS

The project "Supporting the Implementation of Haiti's National Strategy for Social Protection and Promotion" (HTI/22/01/RBS) was launched at the request of the Haitian government, through the Ministry of Social Affairs and Labor (MAST), and funded by the International Labor Organization (ILO) to the tune of USD 975,471. Initially scheduled to run from September 2022 to August 2024, it was implemented until April 2024, with a no -cost extension to adapt implementation to the constraints related to the ongoing instability in the country. Taking place in a context of multidimensional crises – marked by the COVID-19 pandemic, the August 2021 earthquake, and weakened institutional governance – the project is aligned with the National Policy for Social Protection and Promotion (PNPPS) and the United Nations Sustainable Development Cooperation Framework 2023–2027. It aims to strengthen the capacities of the MAST and the institutions under its supervision: the National Old Age Insurance Office (ONA), the Office for Work Accident, Sickness, and Maternity Insurance (OFATMA), and the Board of Directors of Social Security Organizations (CAOSS). Its strategic objectives focus on improving the governance of social protection institutions, expanding coverage to vulnerable groups – particularly workers in the informal economy and women – and promoting rights-based social inclusion. It thus contributes to outcomes 8.1 and 8.2 of the ILO Programme and Budget 2022–2023, as well as to the achievement of Sustainable Development Goals (SDGs) 1, 3, 5, 8 and 10.

The independent evaluation, conducted between February and May 2025, used a mixed methodology with a predominantly qualitative [cf. QUAL (quant) type], socio-constructivist and adaptive approach, combining documentary analysis, interviews, perception surveys and participatory observation. More than 70% of the data was collected in the metropolitan area of Port-au-Prince, with increased use of digital tools to overcome security constraints. The analysis was based on rigorous triangulation and a dynamic reading of institutional processes, in accordance with the methodological standards of the International Labour Organization (ILO), the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD-DAC) and the United Nations Evaluation Group (UNEG). Integrating the cross-cutting dimensions of human rights, gender and climate sustainability, this approach produced robust and contextualized results, despite certain methodological limitations. The following conclusions are structured according to the six performance criteria defined by the ILO and harmonized with international standards.

The evaluation involved a wide range of stakeholders: ILO staff at the national and regional levels, beneficiary institutions (MAST, ONA, OFATMA, CAOSS, FAES), sectoral ministries, trade unions, feminist organizations, representatives of the informal sector, human rights defenders, independent experts and international partners (notably the World Food Programme – WFP, German cooperation – GIZ, and the United Nations System in Haiti). This diversity of stakeholders enriched the understanding of the project dynamics and contributed to the development of three prospective scenarios aimed at informing options for an institutional and financially sustainable exit strategy.

Finally, in accordance with the terms of reference, the evaluation results will be used as an accountability, capitalization, and decision-making tool. They will serve to document good practices, formulate recommendations to strengthen the sustainability of achievements, and guide future social protection interventions in Haiti and other similar contexts. The main users include the ILO (at the national, regional, and international levels), MAST, partner institutions, social partners, UN agencies, and donors engaged in reforming the Haitian social protection system.

MAIN ACHIEVEMENTS OF THE PROJECT:

The HTI/22/01/RBS project, implemented according to a shared governance approach, mobilized a wide range of institutional and technical actors around three complementary areas of intervention. Coordinated by MAST, with the support of its parent institutions—ONA, OFATMA, and CAOSS—as well as the ILO Office in Haiti and the San José-based Regional Technical Support Team for Decent Work (DWT/CO), the project implemented a range of activities focused on strengthening institutional capacities, modernizing social security management tools, and supporting ongoing structural reforms. As of the final evaluation, several priority deliverables were achieved, reflecting significant progress despite a constrained environment marked by operational challenges and repeated adjustments.

The elements presented below provide a summary of the project's implementation status, the main observations from the evaluation, and the conclusions drawn based on the OECD-DAC criteria. These conclusions are based on a rating system integrated into the analysis grid, allowing for a structured assessment of performance. The achievements identified reflect significant progress in terms of institutional strengthening, technical modernization, and structuring social dialogue. They reflect the efforts undertaken to reform the social protection system in Haiti, despite the constraints encountered. The following five points summarize the key contributions, as reported by the partner institutions and documented during the final evaluation.

Main achievements:

- 1) **Strengthening the technical capacities of partner institutions:** Several specialized training sessions were organized for ONA, OFATMA, and MAST staff, focusing on information systems management and digital social protection. These sessions helped professionalize management functions and improve understanding of the foundations of a sustainable social protection system.
- 2) **Modernizing management tools through the partial deployment of openIMIS:** The project initiated the deployment of openIMIS software at OFATMA to improve the traceability, efficiency, and transparency of social benefits. Although the process remains incomplete due to institutional constraints, this approach marks an important step towards the digitalization of the sector.
- 3) **Production of structuring technical and legal analyses:** Two key analytical deliverables were produced: a study on the sensitivity of the social security system to HIV/AIDS, and an assessment of the compliance of national legislation with ILO Convention No. 102, making it possible to identify areas for alignment with international standards.
- 4) **Relaunching social dialogue and consolidating tripartite governance:** The project supported the reactivation of CAOSS as a national tripartite coordination platform. This mechanism facilitated the active involvement of social partners and the launch of a structured dialogue on social security reform in Haiti.
- 5) **Establishing bases for interoperability and data coordination:** Discussions have begun on the integration of openIMIS with other systems such as SIMAST (Information System of the Ministry of Social Affairs and Labour) and those of the DGI (General Directorate of Taxes), with a view to strengthening inter-institutional coordination, optimizing the identification of beneficiaries and promoting more coherent and equitable management of social protection.

CONSTRAINTS AND DEFICITS IN IMPLEMENTATION:

Despite notable progress, the RBSA project was implemented in a complex institutional environment marked by administrative instability, persistent insecurity, and a lack of strategic governance. The absence of a formal steering committee and frequent staff turnover in beneficiary institutions limited the ownership and continuity of initiatives.

Above all, **the lack of a functioning Parliament hampered efforts to revitalize the CAOSS**, weakening its role as a tripartite platform, and blocked the adaptation of the legal framework necessary for the reform of the ONA and OFATMA. This institutional vacuum reduced the project's ability to anchor its innovations in a stable and legitimate normative architecture.

At the operational level, **several structural deficits particularly affected OFATMA**. The absence of an actuarial statistics unit limited the production of evidence-based data, essential for the critical analyses carried out by the experts involved. Furthermore, the high proportion of contract staff, with little stability, compromised the capitalization of acquired knowledge, weakened organizational memory and reduced the leverage effects of capacity building efforts. These factors hampered the consolidation of the project's results, particularly in the implementation of the openIMIS tool and in the modernization of management practices.

At the same time, **the gender approach remained insufficiently integrated**, both in the theory of change and in the monitoring and evaluation tools. The absence of specific gender indicators and the marginalization of the MCFDF in the project's governance reduced the capacity to measure and promote differentiated impacts on women. In addition, the geographical scope focused on metropolitan areas hampered the inclusion of women's profiles in rural or provincial areas. In the absence of rigorous systematization, the project's transformative potential in terms of gender equality remained limited. These findings call for a strategic rebalancing, in favor of more inclusive governance, broader territorial anchoring, and effective gender mainstreaming in future mechanisms.

Key trends in stakeholder perception:

Despite a complex institutional and security context, the majority of RBSA project stakeholders expressed moderate to favorable satisfaction, particularly with regard to the revival of social dialogue and the technical support provided to public institutions. However, notable gaps emerged between initial expectations and perceived results. Institutions such as MAST and CAOSS welcomed the progress in coordination, while highlighting limitations in terms of sustainability. Conversely, OFATMA and ONA expressed mixed satisfaction, particularly due to internal constraints and administrative instability that slowed down certain reforms. Trade union organizations, for their part, were more critical, believing that their involvement was insufficient given their high expectations for support and participatory governance. Cross-cuttingly, the evaluation highlights the need for a stronger institutional anchoring, a more inclusive communication strategy, and a more balanced consultation dynamic to guarantee lasting appropriation of the project's achievements by all stakeholders.

KNOWLEDGE MANAGEMENT:

Key lessons learned (LL_i):

- **LL₁ | Adaptive management is essential in a crisis context:** In a context of fragility, an adaptive and agile management approach is not only desirable, but also essential to ensure operational viability and strengthen the resilience of partner institutions.
- **LL₂ | The importance of structured social dialogue to support reforms:** Social dialogue is a long-term process that must be strengthened and institutionalized to prevent progress from remaining fragile or reversible.
- **LL₃ | The need for a strategy of capitalization and continuous capacity building:** The sustainability of capacity building initiatives depends on the institutional anchoring of continuing training systems and proactive knowledge management.

Main good practices (GP_i):

- **GP₁ | Targeted strengthening of institutional capacities as a vector of innovation and differentiated effectiveness:** Although the direct institutional beneficiaries (ONA, OFATMA, CAOSS in particular) share common concerns regarding the extension of social protection, governance and accountability, their operational and institutional needs differ significantly.
- **GP₂ | Implementation of technological tools to modernize social protection services:** The introduction of openIMIS software at OFATMA is a convincing example of initiation into the modernization of social benefits management systems, through the digitalization of processes, thus increasing transparency and efficiency.
- **GP₃ | Environmental and social safeguard approach in High Intensive Labor (HIMO in French) projects:** The integration of guidelines and standard operating procedures (SOPs) for labor-intensive projects (PIE) has made it possible to establish social protection mechanisms while minimizing negative impacts on the environment and promoting the inclusion of vulnerable groups.

While these contributions deserve full recognition and may inspire specific recommendations for replicating similar schemes in other fragile contexts, caution is nevertheless warranted. The Haitian context, marked by its exceptionally unstable and atypical nature, requires a nuanced reading of these good practices. Because any attempt at generalization or transferability should be based on a rigorous and contextual analysis, in order to avoid counterproductive effects or reverse dynamics that could compromise the expected results.

In the same vein, the evaluation highlights the strategic role of the ILO National Coordination, which assumed the dual role of Chief Technical Advisor (CTA) and operational leader of the project. In a context marked by significant institutional and security instability, this configuration made it possible to strengthen the dynamics of inter-institutional cooperation, actively promote the Decent Work Agenda, and improve the visibility and coherence of actions carried out in conjunction with partners in the United Nations system, as well as other development and humanitarian actors.

CONCLUSION AND PROSPECTIVE SCENARIOS:

The final independent evaluation, conducted according to the six criteria established by the ILO and harmonized with OECD DAC standards, provides a nuanced but informative assessment. Based on the terms of reference and the main methodologies used, this evaluation highlights the project's performance and its implications for future strategies. Thus, the project is:

- **Highly relevant (Rating 4/4 – TP),** due to the strategic alignment of the project with national priorities (PNPPS), ILO international standards and the SDGs.
- **Coherent (Rating 3/4 – C),** with encouraging synergies, but still limited by persistent institutional compartmentalization.
- **Moderately satisfactory in terms of efficiency (Rating 4/6 – MS),** reflecting good mobilization of resources, despite the geographical concentration and the absence of capitalization mechanisms.
- **Satisfactory in terms of management efficiency (Rating 5/6 – S),** driven by adaptive governance and tangible results in the modernization of institutional tools.
- **Moderately impact-oriented: (Rating 2/3 – M),** reflecting increased visibility of social protection issues but effects that are still unevenly distributed.
- **Moderately likely in terms of sustainability (Rating 3/4 – MP),** conditional on institutional stabilization, sustainability of funding and the structuring of social dialogue.

As a result, three exit scenarios were developed to anticipate the post-RBS project transition, taking into account security constraints and institutional capacities. The *phased scenario* proposes a gradual transfer of responsibilities to national institutions, with hybrid support and increased use of digital tools. The *accelerated scenario*, easier to implement in the short term, provides for the rapid transfer of acquired assets to third-party partners such as IOM or WFP, but presents a risk of strategic dilution. Finally, the *deferred scenario* envisages a targeted recovery in the form of a mini-institutional anchoring project, focused on capitalization and social dialogue, but requires additional financing. All scenarios integrate security monitoring and psychosocial support to ensure a realistic, flexible transition adapted to the ongoing instability in Haiti.

MAIN RECOMMENDATIONS (R. 1):

The evaluation's recommendations formulated based on field observations, lessons learned, and good practices, aim to strengthen the sustainability, impact, and transferability of the project's achievements. Structured by order of priority and feasibility, they are addressed to both national institutions and technical and financial partners and are based on OECD-DAC criteria and three contextualized exit scenarios. The main recommendations are:

R.1 | Strengthening and institutionalizing adaptive management in social reform projects:

The operational flexibility of the RBSA project has proven essential in the context of multiple crises.

R.2 | Sustain and extend structured social dialogue through a multi-stakeholder roadmap:

The CAOSS has enabled a revival of dialogue, but its functioning remains fragile.

R.3 | Adopt a harmonized framework of social and environmental safeguards for HIMO projects:

Inclusive and eco-responsible HIMO guidelines have enabled positive impacts.

R.4 | Formalize a continuing training system for institutional executives:

The positive impact of one-off capacity building remains limited without lasting anchoring.

R.5 | Extend the deployment of OpenIMIS to other social institutions:

The successful introduction of OpenIMIS at OFATMA is a good technological practice.

R.6 | Create a national capitalization and innovation unit in social protection:

The evaluation highlights the absence of a structured mechanism to promote and transfer the knowledge produced.

Ultimately, the RBSA Project is part of a historic drive to reform a social security system long perceived as elitist, focused on formal sector workers, and disconnected from the realities experienced by the majority of the Haitian population. By focusing on inclusion, tripartite governance, and local ownership, the project initiates a paradigm shift in favor of rights-based social protection, rooted in the territories, and geared toward the most vulnerable. Although the gains made remain fragile, this direction represents a major step toward rebuilding a more equitable, resilient social contract that is better adapted to the country's current social dynamics. To ensure its sustainability, a strong commitment from national stakeholders, supported by consistent international support, remains essential.

List of signs and abbreviations

- AGD: General Customs Administration
- ILO: International Labour Office
- DAC-OECD: Development Assistance Committee of the Organization for Economic Co-operation and Development
- CAOSS: Board of Directors of Social Security Organizations
- CAS: Social Assistance Fund
- CATEDEL: Technical Support Center for Local Development (<https://catedel.ca/public/>)
- UNFCCC: United Nations Framework Convention on Climate Change
- UNFCSD: United Nations Sustainable Development Cooperation Framework 2023–2027
- ECLAC: Economic Commission for Latin America and the Caribbean
- ITC-ILO: International Training Centre of the ILO
- CNSA: National Coordination for Food Security
- CoPIL: Steering Committee
- DATAPREV: Social security technology and information company
- DGI: General Directorate of Taxes
- DWT/CO: ILO Office in Haiti and the Regional Technical Support Team for Decent Work based in San José
- EPPLS: Public company for the promotion of social housing
- FAES: Economic and Social Assistance Fund
- GIZ: German Agency for International Cooperation for Sustainable Development
- HIMO [French Acronym]: High Intensive Labor
- HDI: Human Development Index
- IOV: Objectively Verifiable Indicators
- IPC: Integrated Food Security Phase Classification (IPC)
- MARNDR: Ministry of Agriculture, Natural Resources and Rural Development
- MAST: Ministry of Social Affairs and Labor
- MCFDF: Ministry for the Status of Women and Women's Rights
- MDE: Ministry of the Environment
- MTPTC: Ministry of Public Works, Transport and Communication
- SDG: Sustainable Development Goals
- OFATMA: Office for Insurance against Work Accidents, Illness and Maternity
- ILO: International Labour Organization
- ONA: National Old Age Insurance Office
- UN / UN: United Nations
- PAHO: Pan American Health Organization
- WFP: World Food Programme
- SIDS: Small Island Developing States
- PNPPS: National Policy for Social Protection and Promotion
- PSDH: Haiti's Strategic Development Plan
- RBSA: ILO Strategic Allocation Fund
- SIMAST: Information system of the Ministry of Social Affairs and Labor
- SMART-G: Specific, Measurable, Achievable, Realistic, Time-Based and Gendered
- UNS: United Nations System
- SOP/PIE: Guidelines and Standard Operating Procedures (SOP) for Employment Intensive Projects (EIP)
- TDR: Terms of Reference
- TPP: Stakeholder Theory
- UNEG: United Nations Evaluation Group
- UNICEF: United Nations Children's Fund

Chapter 1: Framing the evaluation

1.1.- Background and overall environment of the project

The implementation of the RBSA project took place in a particularly unstable national context, marked by a combination of aggravating structural and cyclical factors. This section offers a cross-contextualized reading of this dynamic in three parts: (i) the worsening of economic, institutional, and ecological vulnerabilities; (ii) the critical rise of food insecurity and social inequalities; and (iii) the erosion of the rule of law, human rights, and inclusive governance mechanisms. These factors, cumulative and interconnected, weighed heavily on the operational feasibility of the project and on the risk assumptions that underpinned it.

A multidimensional deterioration of the Haitian context: The RBSA project was implemented in an increasingly unstable national context, marked by a combination of economic, ecological, institutional and security shocks. On the macroeconomic level, Haiti experienced record inflation of 49.3% in January 2023, which remained at 29.3% in mid-2024 (IMF, 2024) , while GDP per capita stagnated around USD 1,400 (World Bank, 2024) . These chronic economic imbalances are aggravated by structural poverty: in 2012, 60% of the population was in monetary poverty, including 25% in extreme poverty, and up to 66% in rural areas (Government of Haiti, 2012) . The population's vulnerability is exacerbated by the increase in climate shocks (floods, droughts, earthquakes) and the failure of basic public services. These conditions have severely compromised the operational capacities of the institutions responsible for steering social reforms and made the sustainable establishment of social protection initiatives particularly fragile.

Acute food crisis and growing social exclusion : According to the most recent data from the National Food Security Coordination (CNSA) and the Integrated Food Security Phase Classification (IPC) , published in April 2024, more than 4.97 million people in Haiti—nearly 45% of the population—are in a situation of acute food insecurity, including 1.6 million in the emergency phase (IPC 4). This massive food insecurity results from the disorganization of production and distribution channels, insecurity in agricultural areas, heavy dependence on imports, and the erosion of livelihoods (CNSA et al., 2025) . Furthermore, inequalities in access to basic social services and the marginalization of certain social categories—women, children, people living with disabilities, the elderly—fuel persistent social exclusion. Despite the vision of a universal system promoted by the National Policy for Social Protection and Promotion (PNPPS), implementation remains embryonic and unevenly distributed, particularly outside Port-au-Prince (MAST Haiti et al., 2020; United Nations, 2023) .

Decline in human rights and persistent institutional dysfunction: The institutional and security situation deteriorated significantly during the project implementation period. Since January 2023, Haiti has had no elected authority sitting in its parliamentary bodies, exacerbating the governance vacuum (United Nations, 2023) . At the same time, more than 85% of the Port-au-Prince metropolitan area has come under the control of armed groups, which caused more than 5,600 deaths in 2024 (Human Rights Watch, 2025) . This widespread insecurity has limited access to intervention areas and hampered inter-institutional coordination. In terms of human rights, women and girls continue to be particularly vulnerable. The Gender Equality Policy (2014–2034), although promising, suffers from weak implementation due to structural patriarchy, the ineffectiveness of institutional mechanisms and the instrumentalization of local feminist organizations by international agencies (Baranyi & Champ, 2019) . Finally, according to the World Bank manual on the implementation of social protection systems, governance failures in Haiti—lack of integrated information systems, weak registration and evaluation capacities, unpredictable financing—severely limit the performance of the systems and constitute critical risks for their sustainability. (Lindert et al., 2022) .

Thus, Haiti struggles to mobilize the minimum resources necessary to guarantee the livelihoods of its populations living in complex food insecurity situations (Gallagher et al., 2019; Granvorka and

Saffache, 2010; Singh and Cohen, 2014) . The resources mobilized are always far below the needs for promotion and social protection. However, according to Article 22 of the Constitution of the Republic of Haiti from 1987 to the amended version of 2011, "The State recognizes the right of all citizens to decent housing, education, food and social security" (The State of Haiti, 2011) . Article 23 stipulates that: "The State is obliged to provide all citizens, in all territorial communities, with the appropriate means to guarantee the protection, maintenance and restoration of their health by creating hospitals, health centers and dispensaries" (Ibid.).

Until 2010, this issue was reduced to the integration of social safety nets, in this case sociopolitical, meteorological, geodynamic and climatic disasters. Having access to insurance coverage has long been seen in Haiti as an elitist service, oriented towards the most well-off social categories, even a luxury product. With the circulation of ideas on the SDG agenda, social protection tends to become a new priority in national policies, notably thanks to advocacy and supervision by the ILO. Thus, the issue of social promotion and protection in Haiti seems to present, from the outset, a double challenge of success or failure of all national development policies or strategies; as has been foreseen in the formulation of almost all relevant international and regional conventions (OHCHR, 1966, 1990, 1996, 2008, 2023; UN, 1992b, 1992a, 1994) . This is exactly the framework within which this project is located, entitled "Support for the implementation of Haiti's National Strategy for Social Protection and Promotion" (Referenced: HTI/22/01/RBS), funded under the Regular Budget Strategic Allocation (RBSA) modality to the tune of **USD 975,471**. In accordance with the ILO's programmatic and transparency policy framework, this project was subject to this independent final evaluation to ensure, among other things, accountability and institutional learning.

In accordance with the terms of reference, the evaluation aims to document achievements, identify levers for improvement, and formulate strategic recommendations based on evidence, while taking into account the realities on the ground. It offers both a critical and constructive reading of the project and contributes to a better understanding of the institutional and social conditions necessary for the sustainable establishment of inclusive and resilient social protection in Haiti.

The results of the final evaluation of the RBSA project will serve multiple strategic, operational, and institutional purposes. On the one hand, they will serve as a central accountability tool to stakeholders, donors, and national institutions, demonstrating how resources were mobilized in a crisis context to support the reform of Haiti's social protection system. On the other hand, the findings and recommendations will contribute to strengthening organizational learning within the ILO, particularly to adjust the implementation modalities of similar projects in fragile contexts. The lessons learned will also help document good practices, formulate concrete recommendations for the sustainability of achievements, and promote evidence-based decision-making, both for national policies and for future technical cooperation interventions.

1.2.- Strategic vision and theory of change of the project

The HTI/22/01/RBS project, funded by the International Labour Organization (ILO) to the tune of USD 975,471 through the Regular Budget Strategic Allocation (RBSA) Fund, was implemented from September 2022 to April 2025, with an extension without additional funding beyond the initially planned date. Requested by the Ministry of Social Affairs and Labour (MAST), this project is part of a national context marked by multidimensional crises – health, natural, institutional and security – aggravated by the COVID-19 pandemic, the August 2021 earthquake and weakened governance. Aligned with the National Policy for Social Protection and Promotion (PNPPS), the United Nations Sustainable Development Cooperation Framework 2023–2027 and outcomes 8.1 and 8.2 of the ILO Programme and Budget, it contributes to Sustainable Development Goals (SDGs) 1, 3, 5, 8 and 10.

Structured around three interdependent components, the project aims to:

- 1) Promote the reform and extension of the contributory social security system by targeting informal sector workers,
- 2) Improving the governance of key institutions by strengthening their legal, organizational and technical capacities; and

- 3) To equip ILO constituents and stakeholders with analytical tools to design, finance and evaluate evidence-based social protection policies.

These objectives are supported by a strategy of knowledge production and strengthening of monitoring and evaluation, in support of public planning and budgeting.

Implementation relied on shared governance between MAST, the institutions under its supervision (ONA, OFATMA, CAOSS), and the ILO Office in Haiti, with technical support from the DWT/CO in San José. MAST provided strategic coordination, while the three beneficiary institutions actively contributed to activities according to their specific mandates. The project notably enabled the reactivation of CAOSS as a tripartite platform, the conduct of actuarial analyses, the partial modernization of management tools with the introduction of openIMIS at OFATMA, and the organization of targeted training. Technical partners such as GIZ (German Agency for International Cooperation for Sustainable Development) and DATAPREV (Social Security Technology and Information Company) were mobilized to support the digitalization of systems, while trade union organizations, employer associations and community stakeholders were integrated into social dialogue and the validation of priorities.

Based on a tripartite and multisectoral approach, the project incorporated an adaptation logic, reconciling the requirements of long-term structural support with the need for operational flexibility in the face of uncertainties in the context. This stance made it possible to maintain business continuity and gradually strengthen the foundations of a more inclusive, resilient, and sustainable social protection system.

Taking into account complex operational conditions, the project design incorporated a margin of flexibility and adaptation mechanisms to modulate implementation modalities, particularly in the event of security restrictions, logistical constraints or institutional changes. This logic is part of a desire to reconcile long-term structural support with short-term tactical adjustments, while consolidating the foundations of a more inclusive, effective and sustainable social protection system.

The following flowchart summarizes the mapping of the major stakeholder groups, the root causes of the problem addressed, and the response hypotheses formulated through the project.

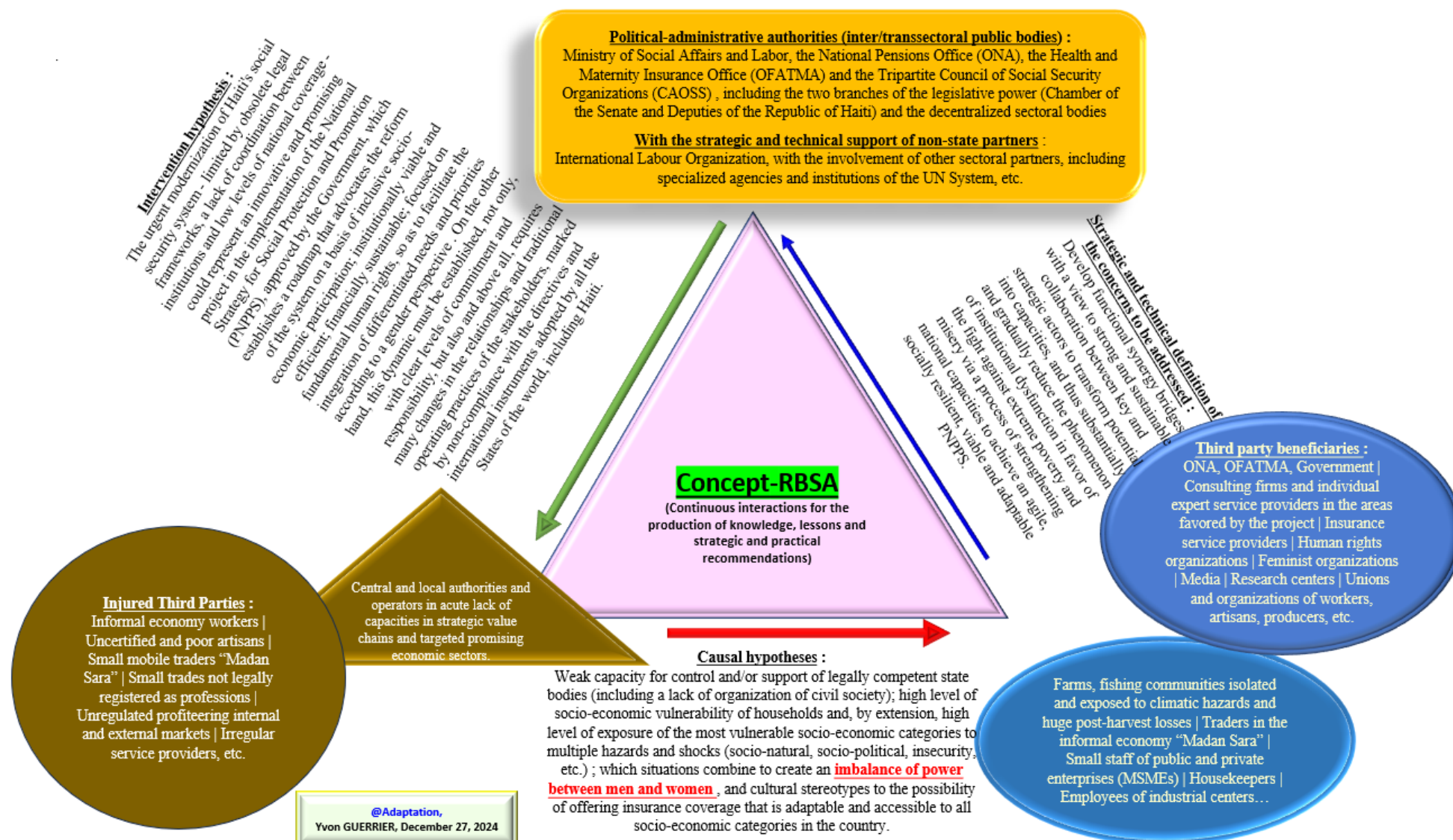


Figure 1: Basic triangle of stakeholders integrating the RBSA Project Concept (Adaptation: Yvon GUERRIER – CATEDEL Expert, February 2024)

1. 3.- Appropriation objectives and evaluation issues

Without going into the details that appeared in the ToR, the final evaluation of the project (RBSA HTI/22/01/RBS) has the main objective of assessing the results obtained and the impact of the intervention, as well as extracting the lessons learned that will inform future actions in the field of social security in Haiti and in other similar contexts. This general objective is broken down into 5 specific objectives, namely: i) measure the achievement of expected results (progress made in the three components, achievements, challenges and possible gaps), ii) evaluate effectiveness and efficiency (implementation strategies, effectiveness of resource use in a multidimensional crisis context), iii) identify strengths and areas for improvement (practical recommendations for future project improvements, virtual implementation modalities), iv) evaluate sustainability (ownership of results by national institutions and likelihood of continuity of identified improvements) and, v) extract organizational lessons (reproduce and adapt good practices in similar contexts, etc.).

This exercise is intended not only as a technical evaluation approach, but also and above all as a strategic tool to demonstrate the impact of the ILO, with a view to a process of strengthening the sustainability of results and ensuring that the lessons learned can inform both planning and political decision-making at the national, regional and international levels. It would, to a large extent, be a robust argumentative instrument, based on evidence and intended for intelligent communication efforts and/or structuring advocacy in favor of resource mobilization initiatives aimed at gradually and substantially reversing the trend of multidimensional vulnerability and the resilience of the precarious and very poor socio-economic categories of Haiti.

As a critical reading, the terms of reference (TOR) for this evaluation were well structured and provided a solid framework capable of addressing the underlying issues. Some project parameters lend themselves to traditional impact analysis. However, when it comes to impacts affecting more complex societal dimensions — such as changes in attitudes, behaviors, or practices, particularly within social groups or public institutions — their identification and understanding generally require a longer observation period and a more in-depth analysis.

Based on the criteria defined in the Terms of Reference (TOR), a structured set of evaluation questions and sub-questions was formulated. These are detailed in Annex I, in a section entitled " Summary of the final evaluation estimate for the RBSA/ILO project ". However, in order to promote better ownership of the evaluation process, CATEDEL has chosen, based on a holistic reading of the TOR, to group and synthesize these questions around four inseparable components:

1. **Performance against objectives:** Based on the system of Objectively Verifiable Indicators (OVIs) defined on the basis of the ex-ante diagnostic study (baseline) of the RBSA project, what are the levels of performance achieved in relation to the short-term (effects), medium-term and long-term (impacts) objectives? Furthermore, to what extent can these results be monitored and evaluated using a SMART-G (Specific, Measurable, Achievable, Realistic, Time-bound and Gender-based) approach?
2. **Stakeholder learning and perceptions:** In light of the conceptual and operational framework of the RBSA project, how do the different categories of stakeholders perceive the project's progress? What lessons can be learned and what good practices should be promoted in order to guide future decisions by key institutional actors (MAST, CAOSS, OFATMA, ONA, Haitian Parliament, etc.)?
3. **Risks of ILO inaction:** What risk scenarios emerge in the event of ILO inaction, in a national context marked by increasing forms of hybrid violence, widespread insecurity, and governance weakened by the loss of control over several territories? How can we analyze the implications of the transfer of the sovereign security function to illegitimate armed groups, and its impact on the prospects for strengthening legitimate public action?
4. **Recommendations for consolidation and sustainability:** Finally, in light of the exit scenarios envisaged, what strategic recommendations can be formulated to consolidate the project's achievements, capitalize on the progress made, and guide future complementary actions consistent with the overall vision of the RBSA/ILO project?

The framework for appropriating the terms of reference, designed according to a systemic logic and in line with the evolution of the implementation context, aims to respond appropriately to the main evaluation questions. It is based on an integrated approach combining active listening to stakeholders, contextualized observation, analytical iteration and a critical rereading of the project's theory of change. This approach also takes into account the potential influence of discriminating external variables on the evaluation process. The theoretical and operational model chosen will be presented in the following section, devoted to methodological considerations and the limitations of the evaluation. In this respect, it is appropriate to specify the scope of the exercise, the categories of targeted actors, as well as the main profiles of respondents mobilized within the framework of this evaluation.

1.4.- Scope and users of the evaluation

The project's main beneficiary institutions, including OFATMA, ONA, and CAOSS, are located in the Port-au-Prince metropolitan area, which explains why more than 70% of interactions with respondents were concentrated in this area. However, the project is part of a theory of change oriented towards structural transformations with a national scope, particularly aimed at correcting deep-rooted social inequalities. Consequently, the evaluation broadened its scope of analysis to the entire territory, in order to take into account the geographical dispersion of the decentralized offices of these institutions and to include other organizational structures representative of civil society or the para-public sector, with direct or transversal links to the project's implementation. This approach aimed to enable a more holistic understanding of the expertise transfer and capacity-building initiatives supported within the project, in support of the implementation of the National Policy for Social Protection and Promotion (PNPPS).

The results of this evaluation are intended for a wide range of users, both internal and external. Internally, they primarily concern the RBSA project team, the ILO Coordination in Haiti, the DWT/CO office in San José, as well as the technical departments of the International Labour Office, notably SOCPRO (Social Protection), responsible for developing policies, standards and tools related to social security systems, and AP/CRISIS (Action for Peace and Resilience in Crisis Situations), responsible for supporting interventions in fragile, post-conflict and protracted crisis contexts.

Externally, the results are particularly useful for the Ministry of Social Affairs and Labor (MAST), partner institutions (ONA, OFATMA, CAOSS), trade union and employer organizations, as well as for United Nations system agencies working directly or cross-functionally in areas related to social protection. These include UNDP, WFP, UN Women, FAO, UNICEF, IOM – whose interventions in the areas of migration, community recovery and reintegration require close coordination with social protection mechanisms – as well as other agencies involved in the implementation of the United Nations Sustainable Development Cooperation Framework 2023–2027.

The evaluation also constitutes a strategic learning and guidance tool for bilateral, trilateral or multilateral cooperation agencies (such as GIZ, AFD, the European Union, or Global Affairs Canada), contributing to better aligning efforts to support social governance, resilience and inclusion within a framework of enhanced synergy.

Furthermore, civil society organizations, including representative umbrella organizations, human rights organizations, and those working for the rights of people with disabilities or reduced mobility, can use the results to strengthen their advocacy for universal accessibility and social equity. This data feeds into citizen initiatives aimed at making social protection systems more inclusive, more transparent, and more rooted in the principles of social justice.

Finally, this assessment provides a valuable analytical foundation for academic circles, research centers, parliamentarians, and graduate students interested in social policies, institutional reforms, or development dynamics. It helps capitalize on good practices, guide political and strategic choices, and strengthen inter-institutional consultation around a shared vision of social protection as a lever for cohesion, sustainability, and resilience in the Haitian context.

1.5.- Theoretical basis and evaluation approaches

1.5.1.- Organic, corporate and programmatic dimensions

The implementation of this mission followed the **Evaluation Norms and Standards of the United Nations Evaluation Group** (UNEG, 2020) , as reflected in the ILO Guidelines for Outcome-Based Evaluation (ILO Guidelines for Outcome-Based Evaluation) and technical and ethical standards (see [Checklist No. 4.1: *Preparing the evaluation report*](#) ; [Checklist No. 4.2: *Complete the assessment title page*](#) ; and [checklist no. 4.7: *Rate the quality of the evaluation report*](#)). Thus, it applied the criteria and approaches of international development assistance, as defined in the OECD / DAC Quality Standards for Development Evaluation (DAC - OECD, 2020) . Thus, the benchmarks developed in terms of the effectiveness of international development aid (OECD, 2006, 2020) , supplemented by Agenda 21 - a tool for local sustainable development (Danneels, 2016) , were also used for analysis purposes, when necessary.

From a perspective of constructive critical analysis, supported by a historical, structural, legal and contextual in-depth study, a targeted examination was carried out on a set of key references framing the field of social promotion and protection in Haiti. This analysis focused in particular on the legal, statutory, organic, socio-economic and socio-cultural foundations of this field of intervention, in all its complexity. In addition, regulatory instruments based on standards and guiding principles in social protection - with pan-Caribbean, transnational and international dimensions - were also mobilized in order to better situate the project in its global environment. Particular attention was paid to the framework conventions, treaties, protocols and other instruments of public international law, signed and/or ratified by Haiti in this field.

1.5.2.- Theoretical framework for evaluation

In relation to the context of implementation of the RBSA project, this evaluation was situated in the logic of the "**Fourth generation: Doubt/Consensus/Negotiation**" (Dubois et al., 2011) . That is, the search for consensus - to construct the truth on the dimensions evaluated - through exchanges with the different categories of stakeholders (cf. Socio-constructivist epistemic dynamics) was a fundamental issue. Thus, before starting the process, following a series of discussions on the sensitivities and key aspects of the exercise with CATEDEL, the ILO, in consultation with the project's implementing partners, validated the protocol and the tools submitted to it by CATEDEL.

At the same time, with the aim of better integrating the three main components of the project, the evaluation specifications recommended the adoption of a mixed method, oriented towards an interdisciplinary approach (See **Appendix VII**: List of the main experts who contributed to the realization of this evaluation). This choice was justified by the fact that the relationships developed between the different categories of stakeholders, within the framework of a PNPPS-type initiative, are generally complex. The understanding of subjective phenomena in terms of risks, vulnerability and social and systemic resilience generally requires a rather holistic vision (Chandler, 2014, 2014a; Perry, 2020; Turner et al., 2003) . This approach helped, not only to clearly decipher the objective situations, but also and above all, to better analyze and understand the behavioral mechanisms; linked to the positioning of the different categories of stakeholders involved (Goulet, 2019) . However, in an unstable and highly vulnerable governance context like that of Haiti, building consensus can be difficult due to divergent political interests and rapid institutional changes. To address this major challenge, CATEDEL had decided:

1. to complement socio-constructivist methods with a process tracing approach to identify how institutional actors react to project interventions over time,
2. to analyze decision-making processes rather than assuming that all stakeholders share a common vision,
3. to monitor stakeholder engagement dynamically, taking into account political developments and staff turnover rates.

In this context, **CATEDEL's** role was to account for the complexity and diversity of the different trends expressed. Its mission was to bring out meaning from the interpretation it reveals, based on the different forms of meanings and/or social representations communicated by the respondents. Thus, in

a complementary approach, the evaluation plans to mobilize a theoretical model that integrates *stakeholder theory* (TPP) (Freeman, 1984) and the *adaptive management approach*.

The introduction of the notion of “adaptive management” in the conduct of this independent evaluation resulted in particular attention paid to the mobilization of various sources and forms of knowledge, as well as to the analysis of the capacity building strategy adopted by the project in a governance context facing profound conjunctural challenges (Walters & Holling, 1990). The ability of this approach to integrate key subjective parameters—such as unpredictability and uncertainty—made it possible to measure the extent to which the project had, or had not, promoted a progressive adjustment of implementation modalities, in line with the expected results of the National Strategy for Social Protection and Promotion (PNPPS) in Haiti (Alexandre, 2021). It also made it possible to assess the degree of involvement and commitment of stakeholders at different territorial scales. Designed to support a dynamic reading of the evolution of the legitimacy and socio-institutional acceptability of the project, this approach played a structuring role in the overall analysis of performance.

By encouraging a rethinking of risk assumptions and associated opportunities, the use of the adaptive management approach allowed for a better understanding of the mechanisms by which different categories of stakeholders anticipated and mitigated contextual challenges, or not. This approach proved instrumental in analyzing the resilience, relevance, and effectiveness of the project in the face of the complexity and instability of the Haitian context. It also made it possible to trace the impact trajectories of the interventions and assess the extent to which the objectives of social protection and promotion were achieved in a sustainable manner. (Passages & IRHGU, 2021).

Given the high vulnerability of partner institutions, the evaluation focused primarily on identifying avenues for short-term operational improvement. The main objective was to determine the extent to which institutional actors (ONA, CAOSS, OFATMA) are managing to develop sufficient capacities to overcome their current critical situation, while strengthening their ability to articulate more coherent medium- and long-term strategies. The combination of theoretical approaches used, integrated into a pragmatic and action-oriented perspective, thus made it possible to analyze in depth the dynamics of collaboration between the different categories of stakeholders.

- Two approaches were used to answer the evaluation questions: one focused on the logic of the intervention and the other focused on the quality of interactions between the Project initiatives and individuals, groups, organizations and institutions on the ground. Thus, the evaluation will focus on all stages and segments of its life. A flowchart, inserted in **Appendix II**, presents an illustrative summary of the different facets and stages of the process.

1.5.3.- Evaluation criteria and indicator system

Inspired by the work of the “*Institut national de santé publique du Québec*” (INSPQ Québec, 2024), the system of criteria used in this evaluation is based on three main categories of indicators: (1) process indicators, (2) outcome indicators, and (3) collateral effect indicators. Monitoring the evolution of these indicators throughout the project life cycle made it possible to compare the empirical data collected with the targets initially set. In addition, all the evaluation questions were structured according to the main criteria defined by the OECD Development Assistance Committee (DAC) (2020), namely: relevance, coherence, effectiveness, efficiency, impact and sustainability. The following diagram illustrates the analytical grid used in this context:

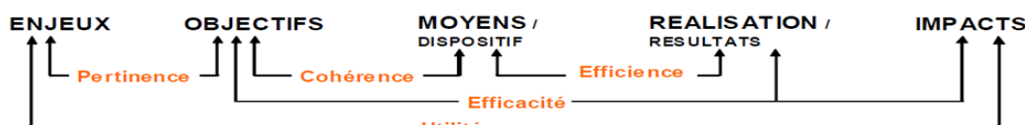


Fig. 2: Links between the Project performance criteria (OECD / Adaptation – GUERRIER, April 2025)

In addition to these determining criteria, two complementary dimensions are also essential: internal consistency and external consistency. The evaluation was conducted using a SMART approach, ensuring that the criteria were Specific, Measurable, Achievable, Realistic, and Time-bound.

Furthermore, a traffic light system was used to assess the evolution of indicators across the three components of project implementation. The corresponding visual is included in the chapter dealing with the project's effectiveness and efficiency.

Based on the evaluation criteria used, this report uses a structured rating system to assess the level of performance associated with each of them in a consistent, transparent and comparative manner. This system aims to facilitate a clear, synthetic and rigorous reading of the evaluation results. The table below presents the scoring system used, while the evaluation questions, specific methodological approaches, and data sources used for each main question and sub-question are detailed in the evaluation matrix available in **Annex I**.

Table 1: Rating system for performance criteria from the TDRs, consistent with OECD standards

Assessment	Criteria/Level of satisfaction or associated performance	Explanations
Ratings for results, effectiveness, efficiency, monitoring, evaluation and investigations		
6	Very Satisfactory (TS)	No gaps
5	Satisfactory (S)	Minor shortcomings
4	Moderately Satisfactory (MS)	Relatively mixed satisfaction
3	Moderately Unsatisfactory (MI)	Significant gaps
2	Unsatisfactory (I)	Major problems
1	Very Unsatisfactory (TI)	Serious problems
Sustainability Ratings		
4	Probable (P)	Negligible risks to sustainability
3	Moderately probable (MP)	Moderate risks
2	Moderately Unlikely (MI)	Significant risks
1	Improbable (I)	Serious risks
Relevance ratings		
4	Very relevant (TP)	The project shows a very good level of coherence with the global context (legal, legal and institutional framework; Socio-economic; Sociocultural; Organization; Ecological; Sectoral and intersectoral public policies; International instruments allied to the fields of sustainable development)
3	Relevant (P)	Shows a good level of consistency with the overall context
2	Relatively relevant (RP)	Shows a mixed level of consistency with the overall context
1	Not relevant (NP)	Project formulation not aligned with the global context
Consistency ratings: Degree of harmonization of the project with other interventions, policies or actors, to avoid duplication and maximize synergies.		
4	Very consistent (TC)	Strong complementarity with existing policies and interventions, without redundancy.
3	Consistent (C)	Overall alignment is satisfactory, with some minor overlaps.
2	Modestly Consistent (MC)	Partial alignment, presence of duplicates or limited synergies.
1	Weakly Coherent (FC)	Lack of articulation with ongoing actions, weak or absent coordination.
Impact ratings		Additional odds if applicable
3	Significant (S)	Not applicable (NA)
2	Moderate (M)	Assessment not possible (ANP)
1	Negligible (N)	

Source: Adaptation: Yvon Guerrier (February, 2025)

1.5.4.- Consideration of cross-cutting themes and quality assurance

This section highlights certain parameters which have a fairly cross-cutting character in relation to the three components which constitute the very framework of the project.

1.5.4.1.- “Capacity Building and Development” Dimension

The assessment of the contribution of capacity building initiatives focused primarily on analyzing the key needs of stakeholders. Particular attention was paid to how the project addressed complex situations, such as:

1. Political instability and high staff turnover within the government and social protection institutions, including the National Old Age Insurance Office (ONA), the Office for Work Accident, Sickness and Maternity Insurance (OFATMA) and the Board of Directors of Social Security Organizations (CAOSS),
2. The climate of persistent insecurity,
3. Institutional capacities, actor capabilities and the viability of financing mechanisms for social protection measures in a context of crisis and multidimensional vulnerability, marked by unstable and complex governance.

Appendix III presents figures illustrating the generic analysis model that was used.

1.5.4.2.- Gender and sex-specific sensitivities

To integrate the "Participation and Gender Equality" dimension, the evaluation relied primarily on the new ILO guidelines, in particular *Guidance Note 3.1: Integrating Gender Equality into Monitoring and Evaluation*. In addition, certain tools from the Gender-Based Analysis (GBA) as well as the principles of the Gender Equality Policy 2014–2034 were used (MCDF Haiti, 2014). The findings, conclusions and recommendations were formulated taking into account both the practical and strategic needs of women - from an empowerment perspective - and of men, according to their specific situations of vulnerability.

1.5.4.3.- Integration of human rights analysis and eco-climatic standards

The human rights-based approach (HRBA) was used as an analytical framework for examining the legal and institutional context. This conceptual framework identifies the structural causes that hinder the full realization of human rights, based on universally recognized standards and principles. It aims to strengthen, on the one hand, the capacities of rights holders to claim their rights, and on the other hand, the capacities of duty-bearers to fulfill their responsibilities (CCA/UNDAF Guidelines, 2007, p. 14).

At the international level, particular attention has been paid to several key legal and policy instruments, including: 1) the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (OHCHR, 1990) ; 2) Questions and Answers on the Right to Social Security (OHCHR, 2023) ; 3) the International Covenant on Economic, Social and Cultural Rights (OHCHR, 1966) ; 4) the Convention on the Rights of Persons with Disabilities (OHCHR, 1996) , as well as its Optional Protocol (OHCHR, 2008) ; 5) the United Nations System Action Plan on Gender Equality and the Empowerment of Women (UNSDG, 2016) ; 7) and updated ILO conventions and recommendations on social security (ILO, 2012) , including: Convention No. 102 on Social Security (Minimum Standards) and Convention No. 128 on Invalidity, Old-Age and Survivors' Benefits (ILO, 1952, 1967).

Child labor is both a cause and a consequence of poverty and squanders a country's human capital. Thus, as part of the exercise, it was planned to consider "Conventions 138 (1973) and 182 (1999) of the International Labor Organization (ILO). It should be recalled that since March 1, 2006, 143 countries had ratified Convention No. 138, which establishes the minimum age for general, light or hazardous work, and 158 countries had ratified ILO Convention No. 182 on the worst forms of child labor.

Furthermore, the project was implemented in an environment characterized by the diversity of coastal and mountain ecosystems, as well as semi-humid and semi-arid plateaus, exposed to high climate vulnerabilities. In this context, the evaluation considered it essential to integrate considerations relating to the application of the norms, rules and benchmarks associated with the *United Nations Framework Convention on Climate Change* (UNFCCC), which brings together 196 Parties and

enjoys almost universal membership. This convention notably frames the 1997 *Kyoto Protocol* (UN, 1997) . In addition, the relevant socio-environmental safeguarding frameworks, directly and cross-cuttingly linked to the project, were also mobilized in order to strengthen the analysis of risks and sustainability issues.

1.5.4.4.- Strategic allocation model of project resources and gender sensitivity

Direct exchanges with certain service providers and staff members involved in the implementation of the project, supplemented by the analysis of available archives—in particular financial reports—made it possible to decipher, question, and analyze, for information purposes, the main expenditure lines incurred within the framework of the project. This analysis was based primarily on the examination of accounting documents and certain supporting documents for the transactions carried out.

With this in mind, internal planning and monitoring tools were also used to further assess several parameters deemed relevant, particularly with regard to the integration of gender considerations into the budgetary architecture, annual programming and the actual distribution of expenditure.

1.5.5.- Data collection strategies, methods and tools

Although the project was primarily implemented in the Port-au-Prince metropolitan area, its activities had a national scope. In this context, marked by a worrying climate of public insecurity, in-person primary data collection proved difficult, if not impossible, in some areas. In response to these constraints, the evaluation used remote communication tools (Zoom, Teams, Skype, WhatsApp, etc.) to ensure continuity of the information collection process. The data operationalization strategy was structured around four main collection tools. The diagram opposite summarizes the methodological evaluation strategy used:

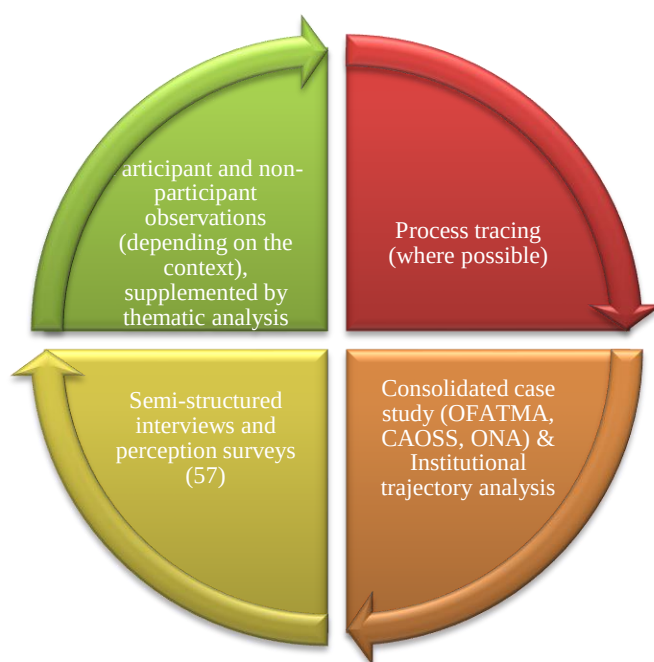


Fig. 3: Articulations of data collection methods and triangulation of sources in the recommended evaluation strategy (Yvon Guerrier – CATEDEL Expert, April 2025)

Semi-structured interviews and perception surveys were conducted with the different categories of stakeholders using tools specifically designed for this purpose (see historical survey guides, formal survey forms, including perception surveys, semi-structured interview guides, brainstorming sessions, geomatics data collection grids, etc. in **Appendix IV**). These tools were developed according to the profile and language of the targeted stakeholders, then validated by the International Labour Organization (ILO).

In addition, CATEDEL conducted a thorough review of relevant project documents. This review included: 1) the project document and contribution agreements, 2) the theory of change and the results

framework, 3) the project quality assurance reports, 4) the annual work plans, 5) the activity planning sheets, 7) the consolidated annual reports, 8) the minutes of the meetings of the steering committee and the technical committee or, failing that, of the entity playing these roles, 9) the technical and financial monitoring reports.

Operationalization and monitoring tools, as well as ad hoc and periodic reports from the United Nations System (UNS) personnel security and logistics service in Haiti, were also examined where relevant. Similarly, ILO procedures and those of the national counterpart were taken into account in the analysis, to the extent that they had an impact on the implementation or monitoring of the project.

1.5.5.1.- Typical profiles and analysis of participants

In this context, a stakeholder (participant) is defined as an entity, whether natural or legal, individual or collective, actively or passively involved in, or affected by, the implementation of a strategy, specific measure, program, or climate project. Furthermore, a stakeholder's motivation and interests to engage in the process may be influenced positively or negatively depending on the implementation or lack thereof of the initiative in question.

The number of entities, key stakeholders, and individual beneficiaries consulted was determined based on their level of representativeness in relation to the various components of the project. To assess the degree of stakeholder engagement, the evaluation team relied in particular on Guidance Note 4.5: Stakeholder Engagement developed by the ILO. Based on the stakeholder analysis, individuals, groups, and institutions related to this consultation were identified and characterized, with a view to determining their interests, roles, and perspectives on the process. The influence relationships, interaction dynamics, and institutional positioning of these actors were also analyzed, using a sociological stakeholder analysis framework. The profiles of the respondents interviewed mainly include:

1. The ILO regional offices,
2. The RBSA project coordination team in Haiti,
3. Focal points of the main implementing partners and the relevant sectoral ministries,
4. Representatives of local businesses and associations involved,
5. Experts and independent firms mobilized as service providers,
6. The different categories of beneficiaries (institutional and individual),
7. Staff members from university and vocational training centres with relevant links to the project and,
8. Some grassroots community organizations recognized for their representativeness.

Thus, in line with the project's strategic vision, the evaluation targeted respondents based on their institutional weight, operational role, and position in the initial targets. However, in order to produce a more critical reading of the implementation, it broadened its scope of analysis to include a diversity of actors involved—or likely to be involved—at different levels of the system. This approach aimed to confront the theoretical foundations and initial ambitions of the project with the concrete reality of its implementation. The staff of the International Labour Organization (ILO) were thus mobilized, at the regional and national levels, as well as representatives of the Ministry of Social Affairs and Labor (MAST), the institutional lead of the project. Major beneficiary institutions were also consulted, such as the Office of Work Accident, Sickness and Maternity Insurance (OFATMA), the National Old Age Insurance Office (ONA), the Board of Directors of Social Security Bodies (CAOSS) and the Economic and Social Assistance Fund (FAES). In addition, several sectoral ministries – including those responsible for women's affairs, agriculture, and the environment – as well as feminist organizations, trade unions, representatives of the informal sector involved in strategic value chains, "*Madan Sara - type traders*", human rights and disability organizations, former parliamentarians, and independent experts. While all these stakeholders have differentiated interests and levels of engagement, priority was given to those with direct or cross-cutting links to the project.

In addition, interviews were conducted with consultants and service providers involved at various stages of implementation, in accordance with the terms of reference and the needs expressed by the

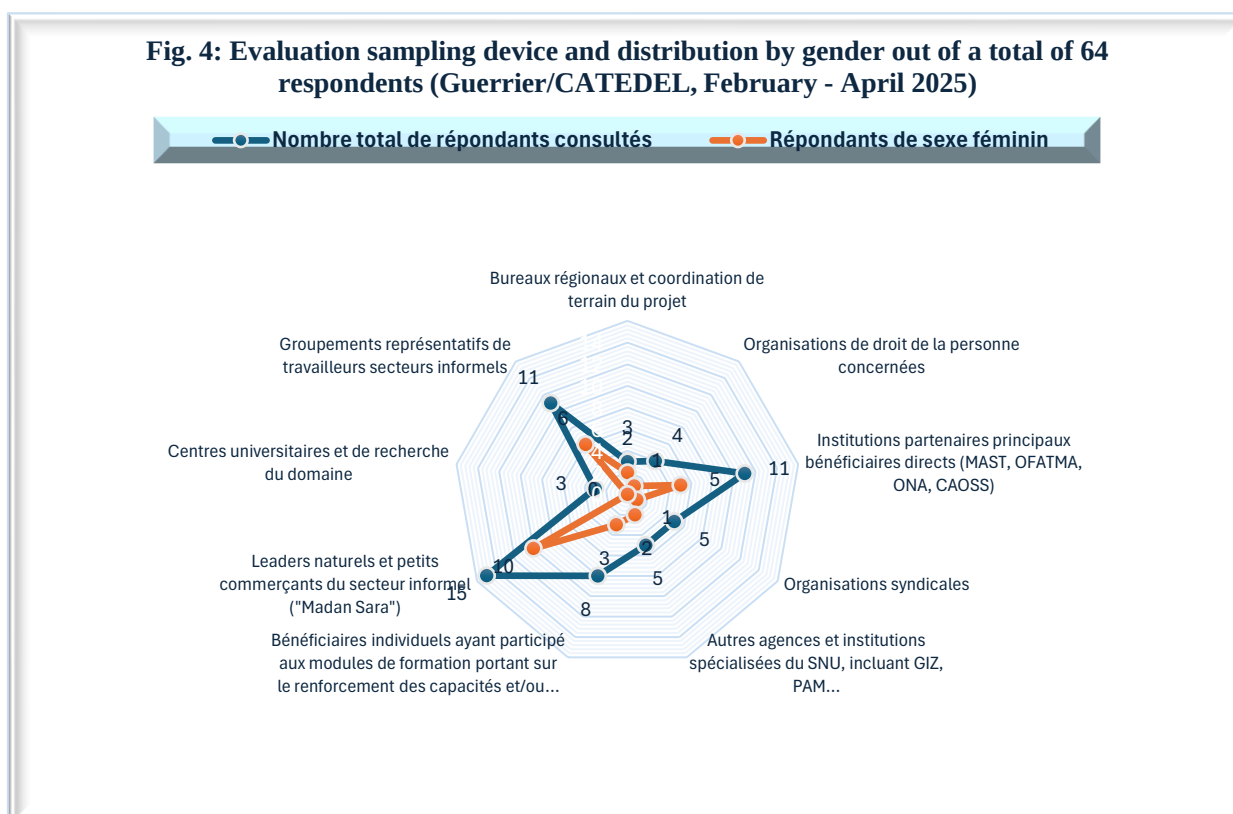
partners. Significant contributions were also made by international partners, including the World Food Programme (WFP), the International Training Centre of the ILO (ITC-ILO), the German Cooperation (GIZ), and the Office of the Resident Coordinator of the United Nations System in Haiti. In addition, professionals involved in socio-climate resilience projects supported by the World Bank, the Inter-American Development Bank (IDB), and other bilateral cooperation agencies were consulted to shed light on the cross-cutting issues related to the intervention. Finally, former public officials and consultants involved in the design or promotion of the project helped document the pivotal moments, strategic shifts, and adjustments made along the way. These contributions made it possible to take a more nuanced look at the resilience of the intervention strategy, as well as the legitimacy of the adaptations which marked the implementation cycle. Without claiming to be exhaustive - particularly with regard to certain meetings conducted confidentially or anonymously - the list of the main respondents consulted is presented in Appendix V.

1.5.5.2.- Sampling system and ethical issues

All stakeholder categories were represented in the adopted sampling system. Rather than opting for a method based on rigid tools and closed questionnaires, the evaluation favored a comprehensive approach, relying on qualitative surveys and in-depth interviews. The validity of the survey process was based on two fundamental principles: representativeness and inclusiveness. Thus, the distribution of surveys and semi-structured interviews was structured according to the following criteria:

1. The three strategic axes of the project,
2. The type and diversity of beneficiaries (institutional, organizational and individual),
3. Institutional characteristics (public, para-public, private sectors; metropolitan, departmental, provincial scales with rural dominance; and international or transnational levels),
4. Gender and age group of respondents,
5. The level of involvement in the project,
6. The previous and current engagement of stakeholders in the implementation of Haiti's National Strategy for Social Protection and Promotion (PNPPS).

The graph below shows the sampling device that was chosen for the collection of primary data:



The privacy of both individual and institutional respondents was protected in accordance with applicable laws and ethical principles recognized at various levels—national (Haiti), organizational (ILO), and multilateral (United Nations system). The rights of individuals, including minors, as well as the dignity, freedom, and copyright of interview participants were scrupulously respected, in accordance with UNEG guidelines (2020). The conduct of sensitive interviews was governed by protocols ensuring confidentiality, including the anonymization of data when desired by the interviewees. Just over 46% of women were consulted as part of the evaluation.

The following figure summarizes the critical path of the final, independent evaluation:

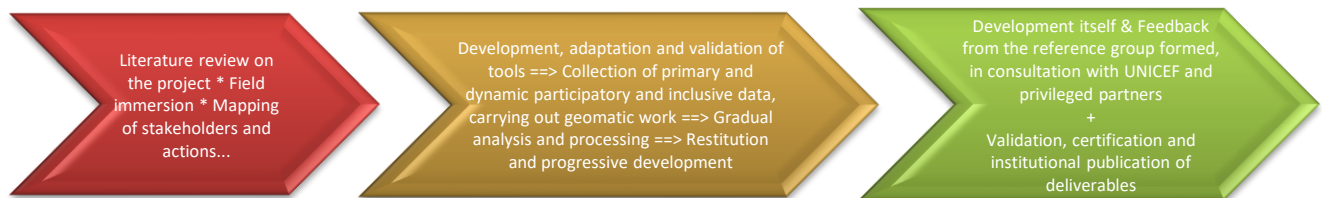


Fig. 5: Critical path of the consultancy of the final and independent evaluation of the project

1.5.6. Analysis of data and results

In relation to the characteristics of this evaluation, thematic analysis was recommended. The choice of the latter is explained by the fact that we tried to analyze and understand, not only, the perspectives and points of view, but also and above all, the meanings that the participants themselves give to their experiences of collaboration in the development of strategies and projects related to the PNPPS strategy in Haiti. (Paillé and Mucchielli, 2021: 270) . In essence, thematic analysis involves “systematically identifying, grouping and, secondarily, discursively examining the themes addressed in a corpus, whether it is a transcription of interviews or various types of documents” (Ibid: 270).

This approach consisted of identifying, using a series of short expressions called "themes", the essential discourse of the participants in the interviews, in order to better understand their beliefs, opinions, motivations, attitudes and behavioral mechanisms, and even certain relevant underlying narratives. It was also a question of capturing the experiences and perceptions of the different categories of stakeholders and the models of social representation associated with certain social facts and phenomena connected to the national strategy for social promotion and protection (Apply et al., 2022; Berge et al., 2022; Bonnemains, 2016; Michel-Guillou, 2014) .

The Cartesian approach described promoted, among other things, the use of the best available technologies, as well as continuous performance improvement (see Figure below: Deming wheel). The findings of the study concern all phases of the project, namely: (1) planning, (2) implementation, (3) control and monitoring and (4) proactive thinking about the exit strategy.

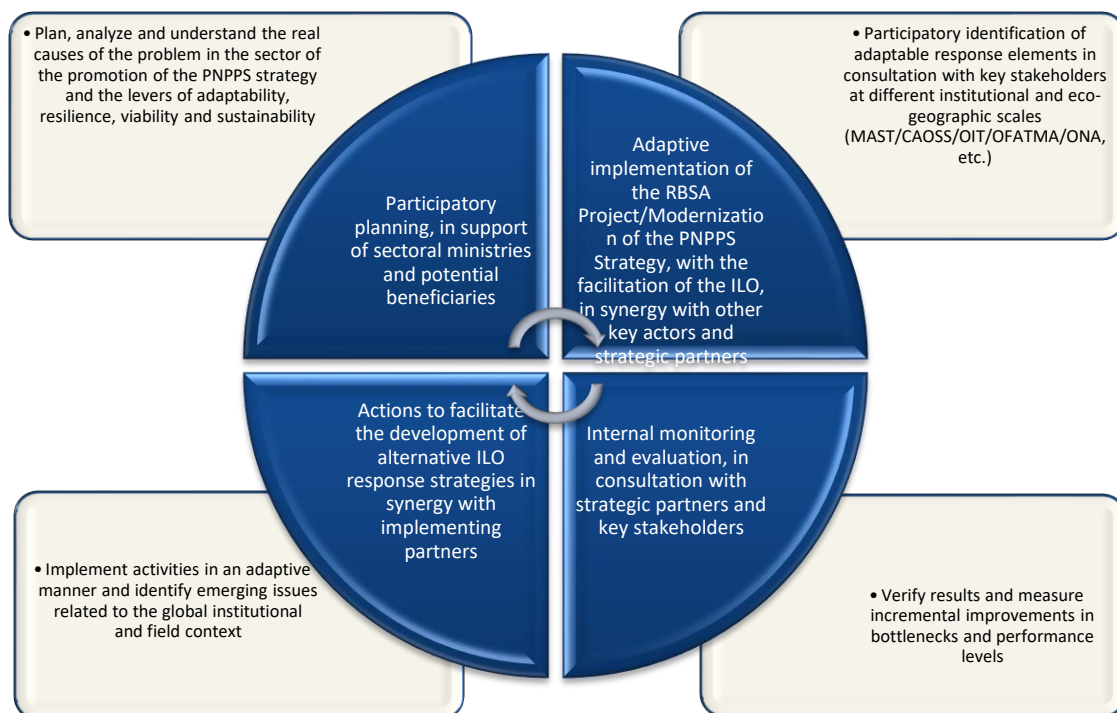


Fig. 6 : Deming wheel (PDCA) applied to the evaluation (Adaptation Yvon Guerrier – Expert CATEDEL, April 2025)

In addition, the analysis of the institutional trajectory and the exploration of probable scenarios—conducted using prospective analysis tools—occupied a central place in the strategic thinking and in the development of the project's exit scenarios. The construction of the exit scenarios is based on a socio-constructivist and praxeological approach, mobilizing strategic foresight tools and an adaptive reading of the theory of change (De Jouvenel, 2020; Enjalbert, 2012) . This approach made it possible to model three plausible post-project transition trajectories, taking into account contextual uncertainties, particularly security uncertainties, as well as the institutional and partnership dynamics observed. The scenarios were developed in a participatory manner, based on empirical data from the evaluation, and aim to inform strategic decision-making by identifying the feasibility conditions, the levers of sustainability and the risks associated with each option. This work has made it possible, in consultation with stakeholders, to identify and formulate recommendations that are adaptable, realistic, pragmatic, objectively founded, viable and financially sustainable.

1.5.7.- Management of constraints, limits and mitigation strategies

During the consultative process, the evaluation team encountered several significant constraints. The table below summarizes the main obstacles encountered, as well as the corrective measures or mitigation strategies that were put in place to ensure the continuity and effectiveness of the evaluation process:

Table 2: Management of constraints, limits and mitigation strategies

Major constraints	Impact on assessment	Mitigation strategies
Widespread deterioration of public safety	Reduction of accessible areas and limitation of field surveys	Use of remote channels (Zoom, WhatsApp, etc.) and preventive withdrawal of experts
Massive forced displacements in the project's areas of influence	Loss of traceability of community and institutional stories	Snowball methodology and prioritization of accessible beneficiaries
Focus of the project on the metropolitan region of Port-au-Prince, epicenter of the phenomenon of insecurity	Reduction of the socio-geographic anchoring of stakeholders	Strengthening institutional and organizational investigations

Slow response from local officials	• Recurring postponements of appointments with respondents	• Flexible schedules and extended availability of mobilized experts
Frequent turnover and demotivation of partner staff	• Difficulties in mobilizing certain key respondents	• Targeting collective dynamics and monitoring institutions rather than individuals

This table highlights the evaluation team's ability to cope with a particularly unstable environment by adopting an adaptive, pragmatic, and context-sensitive approach. The early identification of major constraints and the implementation of targeted mitigation strategies helped preserve the rigor of the methodological process while ensuring minimally representative coverage of key stakeholders. Despite the limitations encountered, these adjustments helped ensure the validity of the data collected, the continuity of the analysis, and the relevance of the conclusions drawn as part of this evaluation.

Chapter 2: Presentation of the results of the final evaluation of the HTI/22/01/RBS project

Launched in June 2022, the RBSA project has emerged as a strategic initiative in response to the structural and economic challenges that continue to weaken Haiti. Initially scheduled to end in August 2024, it was extended without additional funding until April 2025. This extension, necessitated by ongoing security and operational constraints, made it possible to finalize several essential activities, often rescheduled as disruptions occurred.

In this context, the evaluation data collection took place from February 10 to May 9, 2025. As soon as 70% of the data had been collected, the team began writing the report, thus initiating a first structuring reading of the project. However, the different stages did not follow a strictly sequential sequence. The evaluation was conducted using an iterative and adaptive approach, marked by continuous back-and-forth between fieldwork, analysis, and writing.

This reflective process allowed for the elements of the diagnosis to be gradually constructed, deconstructed, and then reassembled, like a complex puzzle in which each piece—testimonies, data, observations—had to find its rightful place. This approach ensured a coherent, rigorous restitution rooted in the realities on the ground, while promoting a nuanced understanding of the dynamics at work in the implementation of the project.

This section aims to present the main findings of the final evaluation of the project, based on the five recognized OECD DAC criteria (relevance, coherence, effectiveness, efficiency, sustainability) supplemented by the cross-cutting criterion of impact orientation. The analysis is based on a triangulated set of quantitative and qualitative data from the document review, semi-structured interviews, technical validation workshops and contextual observations.

Based on the methodological, analytical and contextual considerations outlined above, the following sections provide a structured and well-founded response to the main evaluative sub-questions formulated within the framework of this mandate. Each criterion is examined in light of the project's theory of change, its logical framework and the empirical data collected, while taking into account the internal and external dynamics that influenced the design, implementation and results of the intervention.

2.1.- QE1 | • Relevance of the HTI/22/01/RBS project

In a Haitian context characterized by deep structural vulnerabilities, persistent inequalities, and institutional governance in need of consolidation, the project's relevance is measured by its strategic alignment with national social protection priorities. The project aims to address the country's pressing needs to expand coverage, strengthen governance, and ensure the sustainability of social security systems, in accordance with the National Policy for Social Protection and Promotion (PNPPS). Through a rights-centered, inclusive approach based on international labor standards, it highlights the specific challenges of historically marginalized populations—particularly women and workers in the informal economy—while integrating the principles of gender equality and social justice. The relevance analysis thus takes into account not only the alignment between project objectives and national political priorities, but also the consideration of the social, cultural, and economic dynamics specific to the Haitian context.

Furthermore, the project design is assessed in terms of its alignment with international normative and programmatic frameworks, including the ILO Programme and Budget (2022–2023 and 2024–2025), the United Nations Sustainable Development Cooperation Framework for Haiti, and the Sustainable Development Goals, in particular SDGs 1 (poverty eradication), 3 (good health and well-being), 5 (gender equality), 8 (decent work and economic growth) and 10 (reduced inequalities). Using the analysis tools of the theory of change and the project's logical framework, this section examines the articulation between the strategic intentions of the intervention, the evolving needs of the beneficiaries and the realities on the ground. It also explores the project's margins of adjustment in

the face of a constantly changing national environment, in which ecological, security, institutional and socioeconomic dimensions directly influence the implementation, ownership and sustainability of the planned actions.

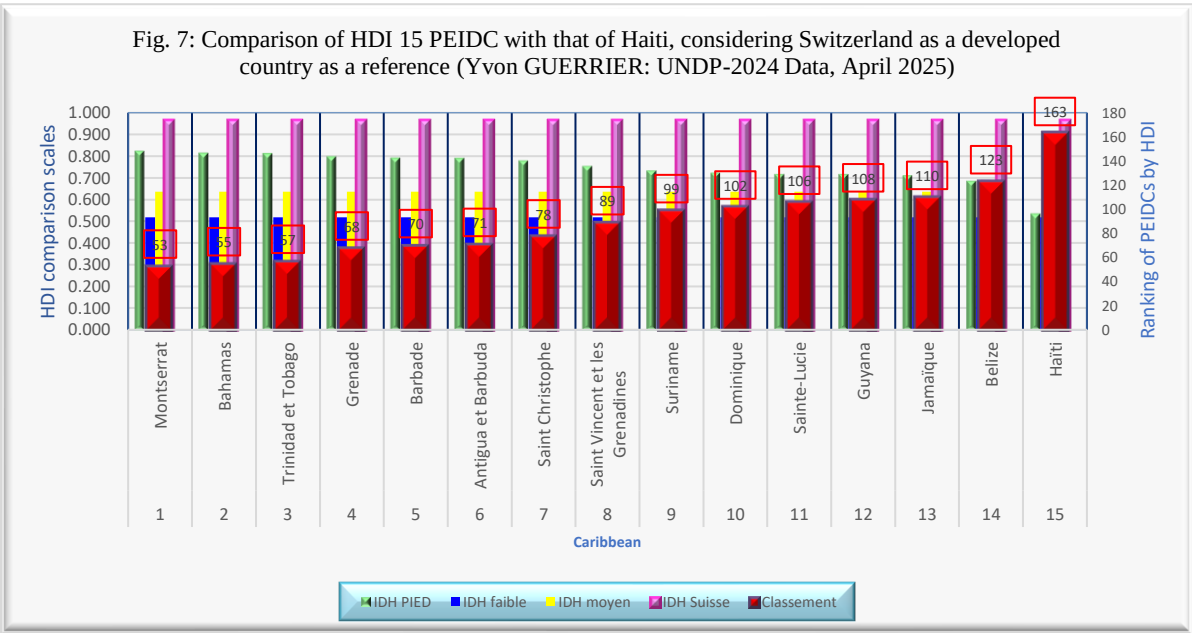
In accordance with the established criteria and the project's theory of change, the following sections specifically analyze the key questions formulated in this evaluation:

2.1.1. QE1 | • To what extent did the project respond to the priorities and needs of the Government of Haiti in terms of strengthening social security, including coverage, governance and sustainability?

To answer this question, the evaluation used a comparative and systemic approach, integrating the contextualization of Haiti within the 15 other Caribbean Small Island Developing States (SIDS), a historical analysis, a structured inventory of social protection and security services, as well as an in-depth examination of the needs expressed by national stakeholders. This approach made it possible to assess existing systems in light of the country's specific vulnerabilities, while identifying co-constructed strategies aimed at strengthening the universality, effectiveness, and resilience of the Haitian social protection system.

2.1.1.1 QE1 | • Haiti facing the challenges of social protection: Between island integration and unique vulnerability among PEIDCs (2005-2025)

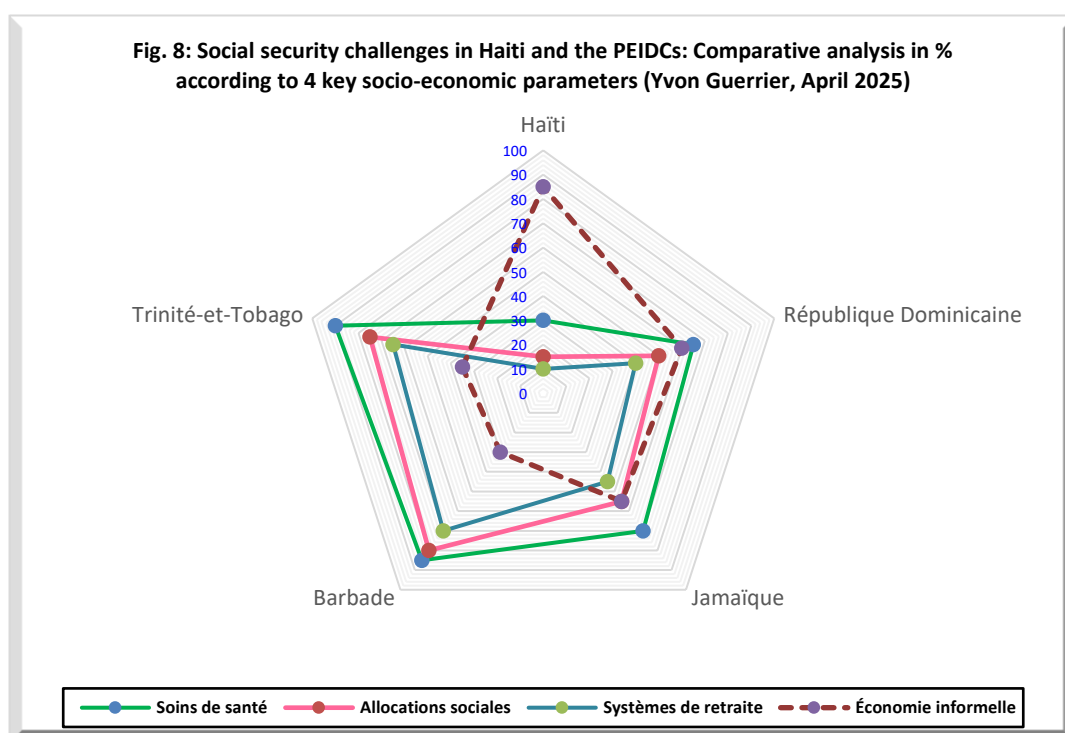
The United Nations Institute for Environment and Human Security (UNU-EHS) has developed a tool called *the World Risk Index* (Sandvik et al., 2022) . Data analysis for Haiti shows that the country has an ¹extremely high susceptibility to large-scale socio-natural shocks and disasters. The country's capacity to develop societal change strategies—as advocated under the United Nations Framework Convention on Climate Change (UNFCCC) in the medium and long term (UN, 1992b) —is the weakest in the Americas. All of its indices and indicators related to the field of cindynics are in the red. In addition, it is a country under an aid regime (Delville, 2016; Quenault, 2020) . The following table compares the Human Development Index (HDI) of the Small Island Developing States of the Caribbean (SIDC):



On this basis , international assistance not only takes on an increasingly significant weight in national budgets, but also the modalities of access to and use of aid play a preponderant role in the circulation of ideas, socialization and the transformation of the operating mechanisms of national institutions (Alesina and Dollar, 2000; Epstein, 2012) . Thus, Haiti stands out for its unique challenges in the area of promotion and social security, compared to other Small Island Developing States of the Caribbean (SIDCs).

¹The likelihood of a society being damaged depends on infrastructure, food supply, and economic conditions.

In order to meaningfully illustrate the gaps in social security coverage in the Caribbean region, the assessment relied on a targeted comparative exercise, focusing on four countries deemed representative: the **Dominican Republic, Jamaica, Barbados** and **Trinidad and Tobago**, putting them into perspective with the specific situation of **Haiti**. This choice is based on geopolitical, socioeconomic and structural criteria. On the one hand, the Dominican Republic shares the island with Haiti and constitutes an immediate point of reference for assessing gaps in social policies in a similar geographical context. On the other hand, Jamaica, Barbados and Trinidad and Tobago offer contrasting profiles—both in terms of social coverage and the level of institutional development—making it possible to explore a regional gradient in the structuring of protection systems. These countries also represent benchmark models for successful or ongoing social reforms in the English-speaking Caribbean. This choice thus makes it possible to highlight the possible margins of progress for Haiti, while taking into account the diversity of island contexts within the region (ECLAC, 2021; OHCHR, 2023) . The work of concordant and credible sources makes it possible to present the following **comparative graph** which gives an approximate and objective idea of **social security coverage in several Caribbean countries** , with a particular emphasis on **Haiti** (ILO/BIT, 2022; PAHO, 2022; World Bank, 2023) :



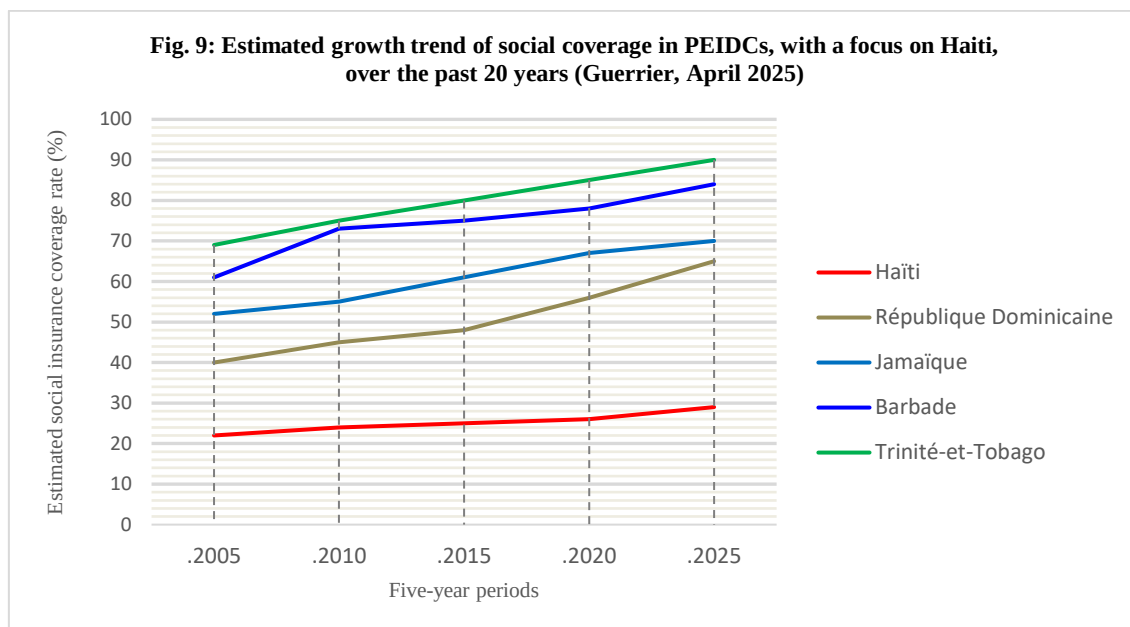
The comparative graph above highlights the significant disparities in social security coverage between Haiti and several other countries in the Caribbean region, including the Dominican Republic, Jamaica, Barbados, and Trinidad and Tobago. Four key dimensions were analyzed: access to health care, social benefits, pension systems, as well as the size of the informal economy, which is a critical indicator of structural exclusion from the formal social protection system.

It turns out that Haiti scores lowest in the first three dimensions , with only 30% of the population having regular access to health care, 15% receiving social benefits, and about 10% having a formal retirement pension. (ECLAC, 2021; ILO/BIT, 2022) . Conversely, the country is distinguished by an extremely high rate of informality, at 85% (Ibid.), which reflects widespread precariousness in the labor market and severely limits contribution mechanisms and the extension of social rights (ILO, 2024) .

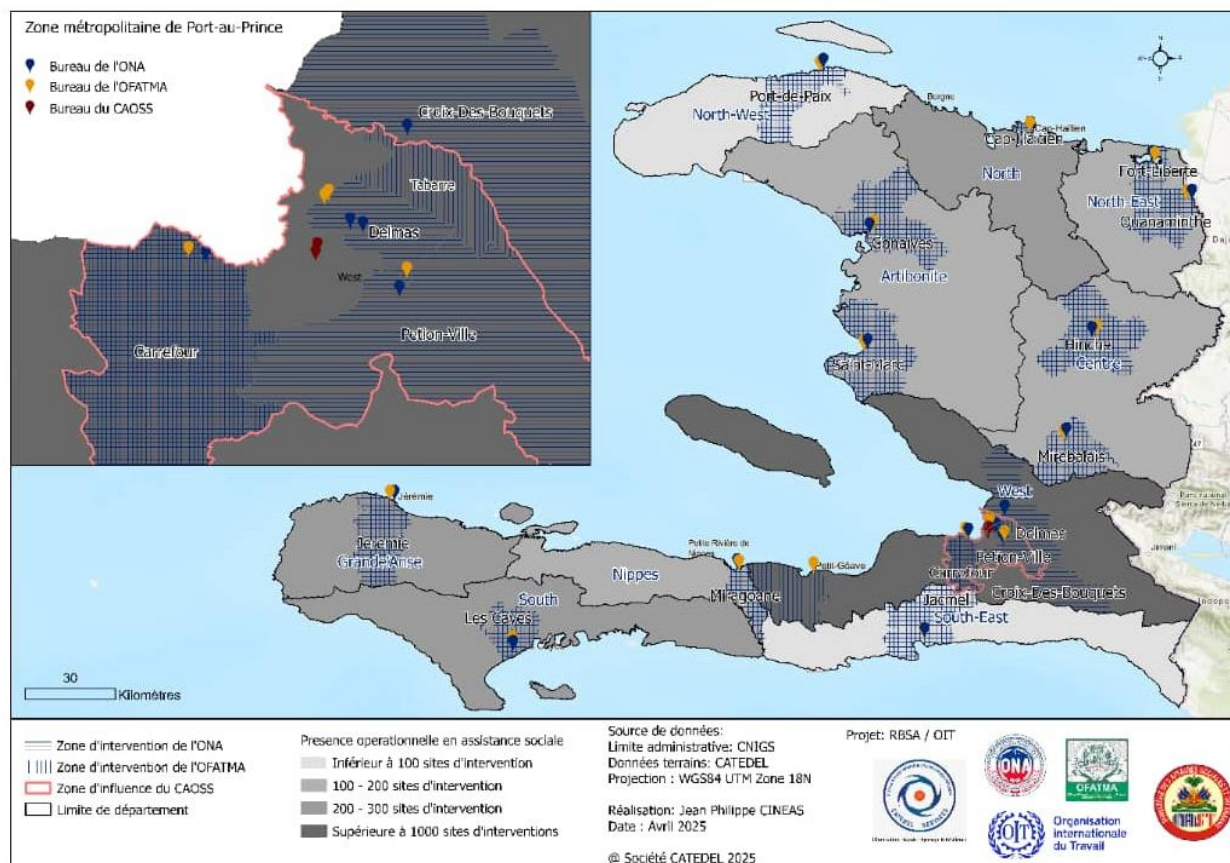
In comparison, countries like Barbados and Trinidad and Tobago have significantly higher coverage rates, combined with much lower informality. This contrast illustrates the need for Haiti to rethink its social governance model, focusing on inclusion strategies, formalization of the informal economy, and sustained public investment in protection systems. This visual thus supports the findings of the

RBSA project evaluation, which advocates for a structural transformation of the Haitian system, with a focus on resilience, social justice, and sustainability.

To analyze the evolution of dynamics over the past twenty years, the assessment was based on indices developed by CATEDEL experts, using statistical data available from national operators, specialized centers, and international databases. This approach facilitates evolutionary and comparative analysis, while highlighting potential imbalances between the different dimensions, particularly in contexts such as Haiti where coverage is often very uneven across sectors. The graph below provides an indicative representation of the evolution of insurance and social security coverage in SIDS over the past twenty years (2005-2025), with particular attention paid to the situation in Haiti:



The graph above illustrates the estimated evolution of social security coverage in five representative Caribbean countries over a twenty-year period (2005 to 2025), with a particular emphasis on Haiti. Social security coverage is understood here as a combination of access rates to health care, social benefits and pension schemes, according to the definitions adopted by the ILO, ECLAC and PAHO (ECLAC, 2021, p. 20; ILO, 2024; PAHO, 2022) . This visual highlights a slow but continuous progression for Haiti, which goes from an estimated rate of 22% in 2005 to 30% in 2025. This performance remains, however, significantly lower than that observed in comparable countries, such as the Dominican Republic (65% in 2025), Jamaica (70%), Barbados (85%) or Trinidad and Tobago (90%) (Ibid.).



This **disparity highlights the persistent challenges facing Haiti**, including the absence of universal social safety nets, high informality in the labor market, low public financing, and governance deficits. However, the analysis also shows that **incremental improvements are possible**, notably through structuring projects such as RBSA/Haiti, which aim to strengthen institutional capacities, coverage of vulnerable groups, and inter-institutional coordination. In this sense, the visual illustrates not only the gaps that need to be addressed, but also the potential for improvement provided there is renewed political commitment, strengthened international support, and more inclusive local anchoring.

2.1.1.2 QE1 | • Social promotion and security services in Haiti: Between structural challenges and economic disparities in a complex formal and informal landscape

In the Haitian context, the mapping of social insurance coverage services reveals a fragmented but relatively diverse institutional landscape, comprising public, private, international, and alternative actors. **National public services** form the backbone of the formal system, with institutions such as the Office of Work Accident, Sickness, and Maternity Insurance (OFATMA), which covers risks related to health, maternity, and occupational accidents, and the National Office of Old Age Insurance (ONA), which manages retirement pensions, disability, and death benefits. These institutions operate under the supervision of the Ministry of Social Affairs and Labor (MAST), which plays a central role in strategic direction, notably through the implementation of the National Plan for Social Protection and Promotion (PNPPS). The Administrative Council of Social Security Bodies (CAOSS), for its part, is mandated to coordinate these institutions, although its functionality remains limited.

Private services, including commercial insurance companies and mutual health insurance schemes, offer supplementary coverage, although access to them is often restricted to solvent individuals or groups in the formal sector or the middle classes. These actors fulfill an important function in urban areas and for professionals, but their reach remains limited in rural or informal settings. In **Annex VI**, the assessment presents a detailed inventory and a near-complete typology of social promotion and protection services in Haiti.

From the above, the mosaic of actors in Haiti reflects a **hybrid reality** of social protection: on the one hand, formal institutions with clearly defined but often weakened missions; on the other, a network of alternative and international interventions that fill gaps in the public system. In this sense, **international partners** also play a decisive role in financing, technical assistance, and the implementation of targeted social safety nets. Organizations such as the ILO, UNDP, UNICEF, and WFP support the structuring of the social protection system, whether through the reactivation of social dialogue, institutional strengthening, or the implementation of cash transfer programs. The World Bank, through the Adaptive Social Protection (ASP) project, and GIZ, with programs focused on vulnerable groups, also contribute to consolidating the foundations of a more inclusive system.

A fundamental component of the social protection system in Haiti, too often marginalized in public policies, concerns "*so-called alternative or non-traditional services*". These systems, supported by structures such as the Economic and Social Assistance Fund (FAES), communal shelters, certain religious congregations (Caritas, Hospitaller Sisters, etc.), as well as private foundations such as the St-Luc Foundation or the Digicel Foundation, sometimes constitute the only safety net for thousands of people in situations of great vulnerability. Their presence is particularly crucial in remote areas or areas of institutional deprivation, where the State is structurally absent. However, despite their local roots, their flexibility of action, and their ability to generate contextualized responses, these initiatives remain scattered, underfunded, and poorly integrated into formal governance mechanisms. They clearly illustrate the acute-severe inability of the public system to assume its central role and reveal a pattern of implicit delegation of social responsibilities to non-state actors. This alarming reality calls for structural recognition of these actors and an urgent effort at coordination, integration and strengthening, if we wish to respond in a coherent, equitable and sustainable manner to the colossal challenges of social protection in Haiti.

This systemic and critical analysis of Haiti's traditional social protection model highlights the root causes that limit its effectiveness and scope. It highlights how the interaction between structurally fragile institutions, persistent sociocultural resistance, and insufficient mobilization in favor of the principles of social justice contributes to the maintenance of chronic forms of exclusion, particularly against the most vulnerable groups. These systemic dysfunctions fuel a cumulative cycle of multidimensional vulnerability, characterized by the erosion of productive capacities, a progressive loss of social capital, and the increasing marginalization of youth, women, and people with reduced mobility.

Therefore, despite the country's constitutional commitments that guarantee fundamental rights such as access to housing, food, education, and health (The State of Haiti, 2011), the resources mobilized remain dramatically insufficient to meet the basic needs of the population. Chronic food insecurity, deficiencies in health infrastructure, and the absence of adequate social coverage demonstrate a glaring gap between the state's normative promises and the reality of living conditions (Gallagher et al., 2019; Granvorka and Saffache, 2010). In this context, the RBSA Project calls for a paradigm shift based on more inclusive, adaptive, and resilient social security, consistent with the Haitian government's commitments, ILO standards, and international human rights standards. To better understand the integration of the project in the Haitian context, the figure below illustrates the project's conceptual map:

SOCIAL PROTECTION IN HAITI — A SYSTEMIC AND STRATEGIC RESPONSE

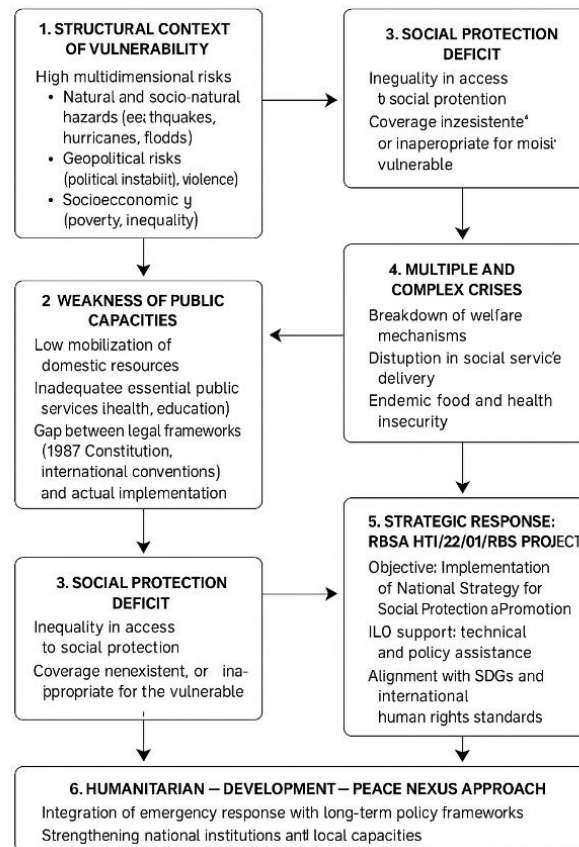


Fig. 10: Conceptual map of the social protection issue in Haiti in the context of the RBSA Project (Yvon Guerrier, 2025)

The diagnosis presented above highlights the urgent need to strengthen institutional coordination, consolidate an integrated regulatory framework and promote inclusive social dialogue, with a view to building a universal, equitable and resilient social security system. It is in this perspective that the RBSA project finds its full legitimacy, by being part of the Humanitarian-Development-Peace Nexus approach, which recognizes the importance of articulating emergency responses with transformation dynamics in the short, medium and, where possible, long term (GCRF, 2020; IOM, 2023). By anchoring itself at the intersection of systemic resilience, inclusive governance and social justice, the initiative embodies an approach to political innovation in the context of a complex crisis. In this context, the ILO's technical and strategic support appears to be an essential lever to assist Haitian institutions in the formulation and implementation of coherent public policies, based on human rights, capabilities, and the real needs of the population. Beyond responding to immediate needs—which remain, in themselves, a priority in the Haitian context—the RBSA project also aims to lay the foundations for a reestablishment of the social contract, by supporting the gradual establishment of a sustainable, universal, and equitable social protection system.

2.1.2 QE1 | •Has the project responded to recent legislative changes in social security?

The evolution of the legal framework for social security in Haiti, as illustrated, reflects a fragmented but gradual process, marked by a slow structuring of public intervention in social protection. From the founding decree on the Social Assistance Fund (CAS, 1951) to the adoption of the National Policy for Social Protection and Promotion (PNPPS, 2020), legal advances have occurred in stages, often in response to specific political or humanitarian contexts, rather than as part of a coherent and integrated vision.

While the creation of the ONA (1965) and the OFATMA (1967) laid the foundations for a contributory system, these mechanisms remained exclusive to the formal sector for a long time, leaving aside the

majority of Haitian workers, particularly those in the informal economy and women. The 1987 Constitution represents a normative turning point by enshrining the right to social security (articles 19, 22, 23, 260), but without implementing mechanisms guaranteeing the justiciability of these rights (Republic of Haiti, 1987). This gap between formal law and real access persists to this day. The recent adoption of the PNPPS finally marks an attempt at systemic overhaul, integrating the principles of universality, inclusion, gender and territorialization. However, a holistic analysis reveals that this development still suffers from political discontinuities, a lack of inter-institutional coordination, normative weaknesses, and limited implementation capacities. To strengthen the sustainability of the system, it is essential to move from a logic of legislative fragmentation to a coherent legal architecture, accompanied by accountability mechanisms and sustainable financing, while ensuring the active participation of citizens and civil society organizations.

Thus, the project responds strategically and proactively to recent legislative changes in social security in Haiti. However, given the context of persistent and complex global instability crisis, their institutional and operational implementation remains limited. Although these reforms—including the revision of the MAST organic law, the extension of coverage to workers in the informal economy, and the creation of an unemployment insurance office—are still being developed or very partially implemented, the project is fully aligned with their orientations. It provides, for example, for the modernization of the legal framework of the ONA and OFATMA, in accordance with the old and revised provisions of the law of August 28, 1967 on the ONA and the decree of February 18, 1975 on health and maternity insurance (L'État d'Haïti, 2005, 2005) .

The RBSA project therefore acts as a catalyst for legal reforms, supporting the harmonization of existing schemes with the standards of universal social protection defined by the PNPPS and reaffirmed in the 1987 Constitution (art. 22). The project thus adopts a dual strategic stance: on the one hand, it supports stakeholders in a process of critical re-examination and adjustment of institutional foundations, with a view to better adaptability to contemporary issues and prospective challenges; on the other hand, it ensures the preservation of the continuity of the provision of basic social services in terms of protection and social security, in a context marked by progressive destabilization, a certain institutional immobility, as well as a fragile governance climate, conducive to the emergence of a form of organized anarchy.

Furthermore, the project is based on the guidelines of the Haiti Strategic Development Plan (PSDH), which calls for a social overhaul based on equal access, the formalization of the economy, and the establishment of an insurance scheme for all workers. In line with the international recommendations of the World Bank (2020), it aims to establish integrated, adaptive, and rights-centered delivery systems. It is structured to gradually strengthen the institutional capacities of MAST and CAOSS, while supporting the legal and functional inclusion of excluded workers (informal, migrants, women). Thus, although the RBSA project is not exclusively a response to the latest laws adopted or announced, it constitutes the technical and strategic basis for them, laying the foundations for a legal and operational system capable of supporting their effectiveness in the medium term.

- The RBSA project responded strategically and proactively to recent legislative developments in social security in Haiti, aligning itself with the main guidelines of the PNPPS and announced or ongoing reforms, such as the modernization of the legal framework of the ONA and OFATMA and supporting the operationalization of the CAOSS – established by presidential decree dated August 8, 2013. While not a direct response to each newly adopted piece of legislation, the project acted as a lever for consistency, supporting key institutions in their efforts to adapt to universal social protection standards. However, in a context marked by instability, weak implementation capacity, and persistent institutional discontinuities, particularly in the Haitian parliament, the concrete effectiveness of these advances remains limited.

2.1.3 QE1 | • How do the project objectives and activities align with the National Policy for Social Protection and Promotion (PNPPS) and the specific needs of vulnerable populations, such as informal economy workers and women?

To better understand this dimension, it is essential to examine the institutional and organizational dynamics, the mapping of actors and actions, as well as the evolution of the service lines developed by the main sectoral actors. This analysis must also integrate the major issues and challenges encountered by the country over time. It is based on a three-dimensional historical perspective, structured into different time segments: 1) before the emergence of the project idea, 2) at the time of its formulation and 3) from its implementation to its closure. The following table, developed as part of this evaluation (Guerrier, 2025), highlights the key moments in the evolutionary dynamics of the national policy for social protection and promotion in Haiti, covering the period from its independence until the evaluation in April 2025.

Table 3: Key moments of the National Policy for Social Protection and Promotion (PNPPS) in Haiti (1804–2025)

Period	Historical context	Characteristics of social protection	Major advances
1. National Foundation without Social State (1804–1915)	Post-independence, state building, agrarian society	Family and community solidarity, no social public policy	Traditional solidarity networks
2. American occupation and public hygiene (1915–1957)	Health and administrative reforms imposed by the occupation	Limited hygiene services, lack of structured risk coverage	Public health infrastructure
3. Clientelist authoritarianism and social institutions (1957–1986)	Duvalierist authoritarian consolidation, centralized management of institutions	Birth of contributory institutions (ONA, OFATMA), access reserved for the formal sector	Creation of ONA, OFATMA, IBERS, CAS
4. Democratic transition and fragmentation of services (1987–2004)	Return to democracy, development of NGOs, weakness of the social state	Constitutional recognition of social rights, massive NGO interventions	1987 Constitution, international humanitarian programs
5. Sectoral structuring and emerging coordination (2004–2016)	Major political crises, development of the PSDH and creation of SIMAST	First targeting mechanisms, sectoral coordination still weak	SIMAST, TSTPS, pilot transfer projects Ratification by the CAOSS Board of Directors in 2013
6. Institutionalization of the PNPPS and adaptive reforms (2016–2025)	Adoption of the PNPPS, RBSA project, reform of contributory schemes and social inclusion	Integrated vision of the social, extension to informal groups, modernized governance	ONA/OFATMA reforms, expansion of coverage, monitoring and evaluation tools

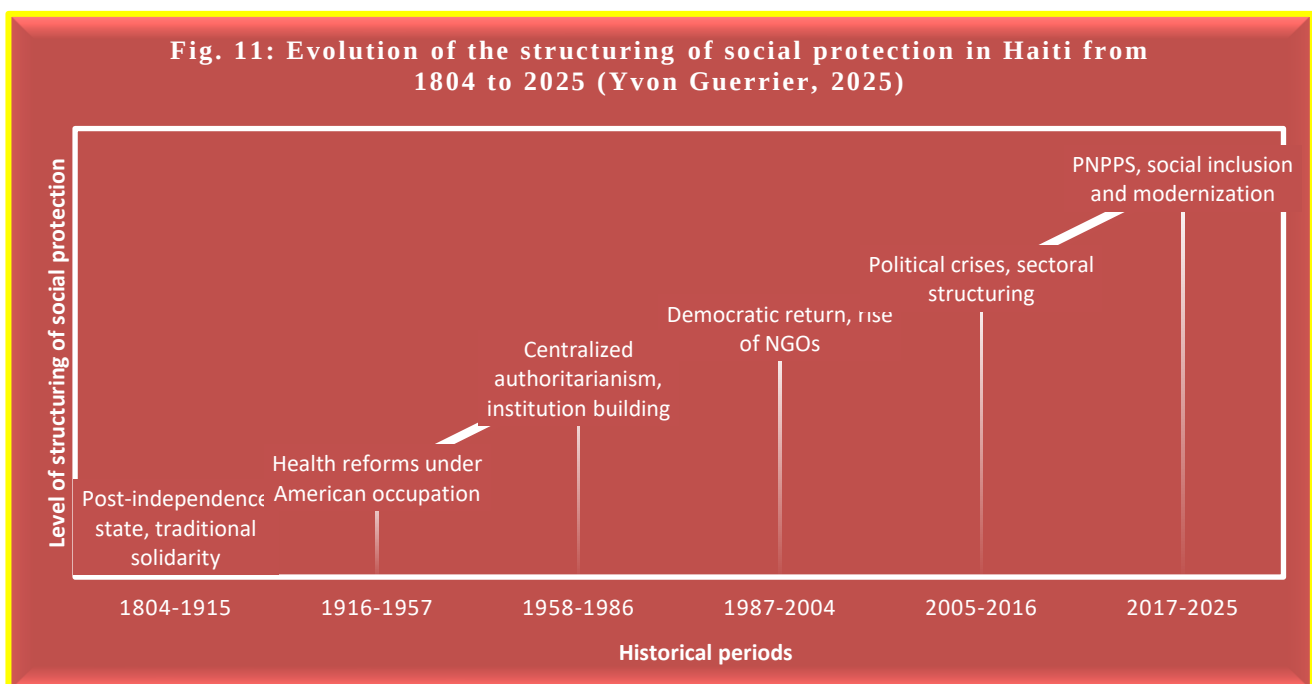
Source: (Warrior, 2025)

This table traces the historical evolution of the National Policy for Social Protection and Promotion (PNPPS) in Haiti through six major periods, highlighting the transition from a system based on informal traditional solidarities to a gradual desire to build a more structured, inclusive, and institutionalized social state. Until the early 20th century, social protection in Haiti relied almost exclusively on community, religious, and family structures. This lack of coherent public policy is explained by the priority given to national sovereignty, military security, and administrative centralization, in a deeply unequal post-slavery and agrarian context (Mathieu, 2000). The American occupation (1915–1934) introduced some rudiments of public health and hygiene, but without a legal framework for social risks or the construction of a social security system.

The Duvalierist period (1957–1986) was a turning point, with the creation of the first contributory institutions (ONA, OFATMA), but within a centralized and authoritarian logic. These institutions, although legally established, were marked by a lack of mechanisms for universalization, accountability, and transparency. The 1987 Constitution formally recognizes social rights, particularly to health and social security, but without an institutional mechanism guaranteeing their implementation (L'État d'Haïti, 2011) . In practice, the Haitian state remained weak and dependent on international cooperation and NGOs, which led to a chronic outsourcing of social action.

Since the formal adoption of the PNPPS in April 2020, supported by structuring projects such as RBSA/HTI103, Haiti has shown the ambition to consolidate a social protection system anchored in law, coherent and adaptive. This turning point marks a desire to harmonize contributory and non-contributory schemes, to extend coverage to informal workers and women, and to introduce modernized governance via the Administrative Council of Social Security Organs (CAOSS) (ILO, 2022). However, this dynamic is hampered by recurring structural factors: weakness of the legal framework for implementation, deficiency of control and internal financing mechanisms, strong political and institutional instability. From an analytical and pragmatic point of view, the major challenge remains that of the effective justiciability of social rights in a context marked by extreme poverty, the deinstitutionalization of the State and the informal resilience of citizens (MAST Haiti et al., 2020) .

Thus, the RBSA project (HTI103), implemented by the ILO in support of the Haitian government, constitutes an essential strategic lever for operationalizing the National Policy for Social Protection and Promotion (PNPPS). It is part of a logic of structural transformation of the Haitian social security system, in accordance with the guiding principles of the PNPPS: universality, equity, quality of services and coherence of public policies. The project primarily targets the reform and extension of the contributory schemes managed by ONA and OFATMA, by modernizing governance mechanisms, strengthening institutional coordination via CAOSS, and updating the legal framework to ensure broader, more inclusive and legally sound coverage. These efforts align with axes 2 and 3 of the PNPPS (work/employability, health and old age), and directly contribute to Sustainable Development Goals 1.1 and 1.3 regarding the eradication of poverty and the extension of social protection (MAST Haiti et al., 2020; ILO/BIT, 2022) . This graph allows us to quickly understand the dynamics linked to the evolution of this issue in Haiti.



In terms of inclusion, the RBSA project demonstrates a clear commitment to addressing the specific needs of the most vulnerable populations, including women and workers in the informal economy.

These groups, historically marginalized in social security schemes, are at the heart of the project's activities, which include the targeted expansion of coverage to self-employed women, caregivers, migrant women, and informal workers, particularly numerous in rural and cross-border areas. The gender-sensitive approach is reinforced by the integration of gender-differentiated analyses, however, consultation with women's movements remains quite limited (MAST Haiti et al., 2020; ILO/BIT, 2022).

- The PNPPS embodies a strong ambition for structural transformation of the social protection system in Haiti. It aims to gradually shift from a fragmented, reactive, and essentially welfare-based approach to a more integrated, preventive, equitable governance model that is attentive to inequalities, particularly those related to gender. In this dynamic, the project does not claim to resolve all systemic challenges, but it plays an important catalytic role by helping to lay the foundations for a more inclusive ecosystem, particularly for historically marginalized categories of workers, often without formal legal status and underrepresented in traditional social security systems.
- Driven by a rights-based approach, the project supports institutional structuring efforts by anchoring itself in existing national coordination and financing mechanisms. However, certain limitations are worth noting. The initial theory of change does not fully integrate agro-production cooperatives and credit unions, even though they are present throughout the country, particularly in rural areas far from the capital. These structures, however, develop essential local services, meeting the specific needs of farmers and workers engaged in value chains and informal sectors. Furthermore, the low level of integration of so-called non-traditional social promotion institutions—such as the Economic and Social Assistance Fund (FAES), the Social Assistance Fund, or municipal asylums—could limit the scope of the expected effects. These institutions, anchored in the collective imagination and local practices for nearly three decades, play a key role in the dynamics of solidarity and social protection at the national level.

2.1.4 QE1 | • Does the project design reflect an appropriate approach to addressing the structural and governance weaknesses of the social security system in Haiti, including gender mainstreaming?

The various categories of stakeholders consulted as part of the RBSA HTI103 project agree on the relevance and ambition of its design, perceived as a structured response to the institutional and governance weaknesses of the Haitian social security system. The project is praised for its ability to break down barriers between existing schemes, structure a multi-stakeholder dialogue around social governance—particularly through bodies such as the CAOSS—and integrate the principles of equity and gender, particularly through the explicit recognition of women workers in the informal sector and the desire to reform obsolete contributory schemes. However, several stakeholders emphasize that the unstable security context limited the territorial scope of the project, restricting consultation with regional structures outside the metropolitan area. This refocusing in Port-au-Prince, while pragmatic, hindered a truly inclusive approach. Some relatively stable provincial branches could have played a more active role in implementation, particularly to reach underrepresented female profiles.

Regarding gender mainstreaming, the project's theory of change did not adopt a uniform prescriptive approach. Rather, it adjusted to the institutional dynamics specific to ONA, OFATMA, and CAOSS. However, territorial disparities and the specific realities of decentralized offices were not fully taken into account. As a result, capacity-building opportunities, particularly for female managers in the regions, were not exploited, particularly in the area of distance learning. Added to this is a phenomenon of professional abandonment, amplified by persistent insecurity and opportunities for external emigration, which particularly affected women, who are often more exposed to multifaceted vulnerabilities.

In this context, despite significant efforts, the evaluation recommends rethinking the theory of change from a more open, inclusive, and territorial perspective. Strengthening the role of the Ministry for the Status of Women and Women's Rights (MCFDF), as well as the active involvement of human rights organizations rooted in the territories, could help to better represent the voices of women, young people, people with reduced mobility, and marginalized groups in the informal sector. This direction is in line with the analyses of Baranyi and Champ (2019), who highlight that equality policies in Haiti often fail due to a lack of coherence between normative ambitions and governance realities. An approach more sensitive to these gaps would help consolidate the project's transformative impact, in a logic of social justice, equity, and sustainability. (Baranyi & Champ, 2019) .

2.1.5 QE1 | • What is the level of alignment of the project with the ILO Programme and Budget 2022-2023 and 2024-2025, with the United Nations Cooperation Framework in Haiti and with the 2030 Agenda (in particular SDGs 1, 3, 5, 8 and 10)?

The project demonstrates significant strategic alignment with the programmatic frameworks of the ILO, the United Nations system in Haiti, and the 2030 Agenda. Designed to support the implementation of the National Strategy for Social Protection and Promotion (PNPPS), it responds to the need to strengthen institutional capacities in social coverage, in a national context marked by extreme structural and institutional vulnerability. As such, it is fully in line with outcomes 8.1 and 8.2 of the ILO Programme and Budget 2022–2023, which focus on reforming legal frameworks for social protection and improving their governance. The continuation of this momentum in the Programme and Budget 2024–2025, particularly through strategic outcomes 7 and 8 on universal social protection and integrated institutional responses, attests to the continuity and relevance of the project within the overall programmatic framework of the ILO.

At the interagency level, the RBSA project is aligned with the guidelines of the United Nations Cooperation Framework in Haiti 2023–2027, particularly in relation to the objectives of the “Social Rebuilding” pillar of the Haiti Strategic Development Plan (PSDH). It contributes to strengthening the resilience of vulnerable groups, promoting social equity and supporting the necessary structural reforms in the field of social security, in a spirit of peacebuilding and inclusive development. The ILO’s participation in the development and implementation of the PNPPS Action Plan illustrates the UN system’s commitment to working in a coherent and integrated manner in a context of multidimensional crisis, while supporting sustainable transformations through a rights-based approach.

Furthermore, the project strategically aligns with several Sustainable Development Goals (SDGs), with a particular focus on SDG 1 (No poverty), SDG 8 (Decent work and economic growth) and SDG 10 (Reduced inequalities). By supporting the extension of social protection to informal sector workers, the project targets the very foundations of socioeconomic exclusion, while promoting the formalization of employment and the improvement of working conditions. SDG 5 (Gender equality) complements this dynamic by promoting the economic empowerment of women, who are often excluded from social protection schemes, while SDG 2 (Zero hunger) is mobilized through social transfer schemes contributing to the food security of the most vulnerable households.

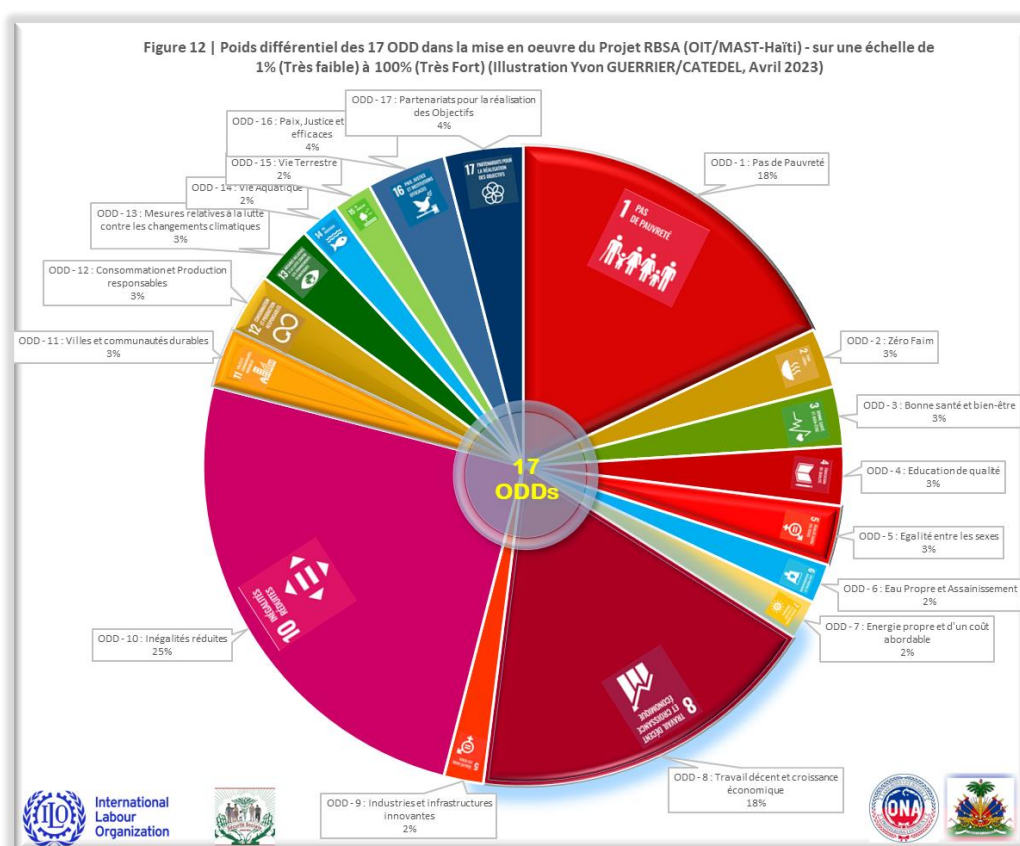
At the same time, the project pays particular attention to institutional consolidation (SDG 16) by strengthening the governance capacities of the Ministry of Social Affairs and Labor (MAST), CAOSS, OFATMA, and ONA, an essential condition for the sustainability of social reforms. It also embodies the spirit of SDG 17 by implementing a collaborative approach involving the ILO, other United Nations agencies, social partners, and national stakeholders. This network of interconnected objectives reflects an integrated approach to sustainable development, centered on social justice, reducing vulnerabilities, and establishing resilient protection systems adapted to Haitian realities. To understand the weighting logic, the synthetic matrix presenting the five criteria used to weight the SDGs within the framework of the RBSA project is presented as follows:

Table 4: Matrix of SDG weighting criteria in the RBSA project

Weighting criteria	Description	Type of influence
Alignment with project objectives	Is the SDG explicitly targeted by the project's outcomes or activities?	Direct
Integration into the national strategy (PNPPS)	Is the SDG mentioned or included in the priorities of the PNPPS strategy?	Structural
Transversality and multiplier effect	Does the SDG have a cross-cutting impact on other SDGs or project outcomes?	Systemic
Presence in ILO/UN frameworks (2022–2027)	Is the SDG included in the ILO or UN-Haiti program documents?	Normative
Contextual relevance for Haiti	Does the SDG respond to an emergency or a structural challenge specific to the Haitian context?	Contextual

Author: Guerrier/CATEDEL, 2025

Indeed, each criterion is described according to its scope of analysis and the type of influence it exerts on the prioritization of objectives. This matrix provides a methodological basis to justify the prioritization of SDGs in the evaluation of their strategic weight. From these considerations, the following figure summarizes the weight of the SDGs in the project:



In summary, the project demonstrates strong strategic alignment with the programmatic frameworks of the ILO, the United Nations system in Haiti, and the 2030 Agenda. It supports social protection reforms, strengthens institutional resilience, and is aligned with the priorities of SDGs 1, 3, 5, 8, 10, 16, and 17. Its rights-based logic and inter-institutional approach make it a coherent lever for social transformation, adapted to Haitian realities. The SDG weighting matrix attests to this coherence, while reinforcing the project's relevance in a context of structural vulnerability.

2.2. QE2 | • Consistency of the HTI/22/01/RBS project

This section examines the complementarity of the project's components, taking into account institutional, social, and temporal constraints. It assesses its compliance with ILO international standards, particularly regarding fundamental social rights and gender equality, while analyzing its adaptability to national developments. Furthermore, it highlights the project's interactions with other

social protection initiatives led by international agencies and national partners. Finally, it explores the coordination and harmonization mechanisms put in place to strengthen collective impact and avoid duplication.

2.2.1 QE2 | • How do the project activities, products and outcomes complement each other to achieve the strategic objectives of strengthening the social security system in Haiti?

The RBSA project is designed to align its activities, outputs, and expected outcomes, with the aim of significantly contributing to the progressive strengthening of the social security system in Haiti. Project activities focus on targeted technical support to the Ministry of Social Affairs and Labor (MAST), delivered through public institutions responsible for social security, including ONA, OFATMA, and CAOSS. These interventions include institutional capacity building, review of legal and regulatory frameworks, and modernization of social data collection, analysis, and management systems. They are designed to be consistent with the strategic directions defined in public policies and the National Policy for Social Protection and Promotion (PNPPS) and are part of a response to the structural weaknesses of the Haitian system: limited coverage of contributory and non-contributory schemes, lack of an integrated regulatory framework, and gaps in management, coordination, and regulation.

The project's expected outputs—including institutional diagnostics, reform projects, planning and monitoring tools, strategic action plans, and training modules—are technical deliverables essential to the transformation of beneficiary institutions. They aim to provide public actors with concrete and contextualized resources to improve the planning, governance, and implementation of social protection. However, institutional ownership of these products remains uneven. It is hampered in particular by political and institutional fragility, frequent turnover of administrative and technical staff, and the excessive centralization of decision-making processes in Port-au-Prince.

In terms of targeted results, the project aims to contribute to two major, complementary, and structuring transformations. The first (result 8.1) aims to strengthen policy and regulatory frameworks with a view to gradually expanding social protection coverage. The second (result 8.2) concerns the consolidation of sectoral governance, improvement of inter-institutional coordination, and support for the financial sustainability of social security schemes. These objectives are part of a strategic convergence with the mandate of the International Labor Organization (ILO), the priorities of the United Nations Cooperation Framework in Haiti (2023–2027), as well as with national commitments to social justice, territorial equity, and respect for fundamental rights.

However, the implementation of these transformations has taken place in a particularly restrictive national environment, characterized by persistent structural vulnerabilities. Widespread insecurity, capacity constraints within the public administration, as well as chronic underfunding of the social sector, constitute systemic challenges likely to hamper the scope of the actions undertaken. These exogenous and endogenous factors make the adoption of differentiated adaptive approaches, sensitive to territorial dynamics, institutional specificities, as well as exogenous shocks, all the more relevant. Furthermore, the development of resilience capacities already existing in local authorities and among partner actors represents an underexploited lever.

2.2.2 QE2 | • Were the project activities coherent and realistic given the context and the implementation time available?

Overall, the project activities appear consistent with the strategic objectives set—namely, strengthening the institutional capacities of social security schemes (ONA, OFATMA), supporting the extension of coverage to vulnerable populations, integrating a gender perspective, and supporting the operational implementation of the National Policy for Social Protection and Promotion (PNPPS). However, while the strategic coherence is undeniable, the actual implementation of the planned activities has encountered several major challenges related to the Haitian context, putting their realism in tension with respect to the initially planned implementation schedule (2022–2024).

First, the project's technical activities, such as the revision of the legal frameworks of the ONA and OFATMA, the restructuring of the Administrative Council of Social Security Bodies (CAOSS), and the development of integrated information systems, are relevant and aligned with international standards. However, these are medium- to long-term structural projects that require political stability, intersectoral coordination, and sustained legislative commitments. However, the project's implementation period was marked by a significant deterioration in security conditions, prolonged institutional paralysis, frequent strikes, and a weak capacity for internal mobilization.

That said, several adaptive adjustments made during implementation helped maintain the coherence of the intervention logic. The introduction of a phased approach—structured around pilot phases, awareness-raising actions, and targeted technical support—fostered pragmatic and contextually adjusted execution. Prioritizing short-term activities, such as strengthening the CAOSS or developing gender-sensitive monitoring tools, was a smart and pragmatic choice. At the same time, the establishment of a space for inter-institutional dialogue demonstrates a strong desire to strengthen coordination between key actors. Thus, despite an increasingly restrictive context, marked by a rapid and unpredictable deterioration in overall governance, these adjustments reflect the resilience and strategic agility of the project's coordination, in line with the principles of adaptive social protection recommended by the ILO and other technical partners.

2.2.3 QE2 | • To what extent have synergies been effective with other ILO interventions and with programmes carried out by other UN agencies or strategic partners, such as GIZ and WFP, in maximizing the impact on Haiti's social security?

The RBSA project generated partially effective but significant synergies with the interventions of other UN agencies and bilateral partners, which reinforced some of its strategic impacts. The monitoring report (February 2024) confirms several concrete examples of collaborative interactions, reported by evaluation respondents: on the one hand, the inclusion of project activities in the Action Plan for the Implementation of the National Policy for Social Protection and Promotion (PNPPS), supported in particular by WFP and the World Bank, demonstrates inter-agency recognition of the structural contribution of the RBSA. This integration has made it possible to position ILO activities within a multisectoral strategic framework, although the alignment remains more formal than fully operational in some cases.

Furthermore, specific technical cooperation was developed with the German cooperation (GIZ) and DATAPREV, with whom an agreement was concluded for the implementation of the **openIMIS software** at OFATMA. This synergy around the digitalization of the information system made it possible to initiate a dynamic of significant technological modernization, which would have been difficult to undertake with the resources of the RBSA project alone. However, as the report highlights, the slowness of internal processes at OFATMA, combined with a lack of responsiveness, limited the progress of this component.

Regarding internal ILO interventions, synergies were identified with the International Training Centre of the ILO (ITC-ILO), notably through the organization of the first technical training on quantitative aspects of social security. This activity contributed to strengthening the analytical capacities of constituents, as part of project outcome 8.2.4. However, the project suffered from a lack of responsive support from some regional specialists (San José), which limited the potential amplification of internal ILO collaborations.

It is also important to note that, although inter-agency discussions have been initiated to explore extensions of the RBSA project without additional funding, these efforts are still in the early stages and have not yet resulted in large-scale joint plans. The absence of a formalized inter-institutional coordination framework, combined with a severely degraded security environment, has limited the project's ability to institutionalize synergies over time.

2.2.4 QE2 | • How does the project ensure its alignment with ILO international standards, such as Conventions 102 and 128, and how does it contribute to compliance with these?

In a particularly fragile socio-institutional context—marked by chronic political instability, fragmented governance, and low social security coverage—the RBSA HTI103 project represents a structured, ambitious, and strategic initiative aimed at bringing Haiti closer to the international standards of the International Labor Organization (ILO). Through its efforts in institutional capacity building and expertise transfer, the project actively supports the country's alignment with the fundamental principles enshrined in Convention No. 102 (1952), Convention No. 128 (1967), and Recommendation No. 202 (OHCHR, 1996; ILO, 1952, 1967, 2012; ILO/BIT, 2022) .

The forums and workshops organized on contributory and non-contributory schemes provided a critical overview and fostered reform perspectives, mobilizing both national and international expertise. These spaces for dialogue marked a turning point toward a more inclusive redefinition of the social security architecture. However, to ensure the depth, legitimacy, and sustainability of the planned transformations, it is imperative to broaden this framework for consultation to other sectors of Haitian society. Opening up to academia, young intellectuals, and various political, religious, and community sensitivities would strengthen the representativeness and robustness of the transformation process.

From this perspective, only a truly intergenerational and transgenerational approach—embracing the country's diverse experiences and realities—can foster collective ownership of reforms and ensure their continuity. This approach is essential not only to mobilize younger generations and enhance the national intellectual capital, but also to strengthen institutional memory and ensure the sustainable transmission of learning and social innovations.

The reforms promoted in contributory schemes, particularly at ONA and OFATMA, combined with the increased role assigned to CAOSS, constitute relevant levers for gradually expanding social coverage, particularly towards historically excluded groups such as women workers in the informal economy. The cross-cutting integration of the gender dimension and the establishment of more inclusive governance strengthen the coherence of the intervention with international standards. In this regard, the project meets several fundamental requirements of Convention No. 102, particularly with regard to old-age, sickness, and maternity benefits. It also supports a structural reform of the ONA old-age pension scheme, in line with the higher standards of Convention No. 128, which requires strengthened guarantees in terms of universality, replacement rates, and sustainability. The phased approach adopted, in line with Recommendation No. 202, contributes to the establishment of a social protection floor based on rights, universality, and equity. The integration of a gender-sensitive monitoring framework, the active participation of women's organizations, and the extension of coverage to traditionally excluded groups illustrate a commitment to correcting the structural imbalances of the Haitian system.

On this basis, the project constitutes a strategic platform for progressive alignment with ILO international standards. However, its long-term effectiveness will remain conditioned by the capacity of the Haitian State, on the one hand, to overcome the dramatic and prolonged crises it is facing, and, on the other hand, to develop a broader model of social contract based on the innovation of the legal framework, the stabilization of the political and institutional environment, the strengthening of accountability mechanisms and the establishment of equitable and effective access to social benefits for all components of the population.

In this trajectory, broadening the scope of consultation to include all voices in the country appears to be an essential condition for sustainably establishing the social transformation initiated. However, it should be emphasized that the scale of the structural challenges to be addressed contrast sharply with the limited human, institutional, and financial resources mobilized by the project. This gap constitutes a major risk factor for the sustainability of the changes undertaken. As things stand, conditions are not conducive to the emergence of a fully inclusive dynamic. The immediate priority should therefore be to support the resilience of the key institutions of the PNPPS, enabling them to maintain their operational capacity and preserve fundamental achievements in a particularly fragile context.

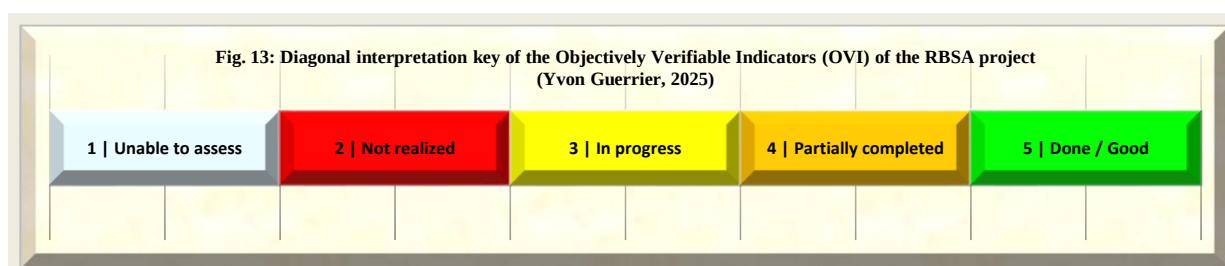
2.3. QE3 | • Effectiveness of the HTI/22/01/RBS project

The project effectiveness evaluation aims to measure the actual scope of the results achieved in relation to the strategic objectives set, particularly in terms of expanding social security coverage, improving institutional governance, strengthening analytical capacities and promoting social dialogue. Based on the project's theory of change and logical framework, this analysis examines the quality of the implementation process, the adequacy of the resources mobilized, as well as the management and adaptation capacities in the face of operational challenges encountered in a particularly unstable Haitian context. It also takes into account the expected and unexpected effects generated by the project, analyzing the gaps between the planned results and those achieved, including unanticipated but relevant outputs. Strategic adjustment mechanisms, knowledge management and the quality of skills transfer to national institutions are also key indicators for evaluating effectiveness.

Based on an in-depth analysis of the project's archival documents, enriched by ongoing discussions with stakeholders, the coordination of this independent evaluation, led by CATEDEL, notes that the project has been granted a duration extension without a budget increase. The activities initially defined in the reference document and the letters of agreement have, overall, been maintained.

However, in a context of high instability requiring adaptive management, adjustments have been made to preserve and strengthen the resilience of the key institutions of the PNPPS. These adjustments essentially result in partial reformulations of certain activities compared to the original formulations of the project document, without altering the strategic objectives of the project.

The evaluation was conducted using a rigorous SMART approach, ensuring that the assessment criteria were Specific, Measurable, Achievable, Realistic, and Time-bound. To facilitate the assessment of the level of progress, a visual traffic light system was used. Presented in the figure below, this tool allows for an immediate and integrated reading of the progress of indicators across the three main components of project implementation.



Indeed, in order to assess in a rigorous and structured manner the level of achievement of the expected results, the evaluation used a visual interpretation key of Objectively Verifiable Indicators (OVI), presented in the figure above (Guerrier, 2025). This classification system, built on a progressive scale with five levels — ranging from “impossibility of evaluating” (level 1) to “complete achievement” (level 5) — makes it possible to capture at a glance the progress of the different components of the project. Each level is associated with a distinct color code, ranging from purple to green, thus facilitating the rapid identification of consolidated achievements, progress in progress, but also critical gaps requiring strategic adjustments.

With this in mind, the following table presents a structured summary of the level of achievement of the project's objectives. It offers a comparative reading that highlights achievements, interim progress, as well as areas where significant gaps call for corrective measures or specific reinforcements. This visual assessment provides essential support for guiding the in-depth analysis of success factors, challenges encountered, and lessons learned in implementing the project.

Table 5: Progress against established objectives

Description of the result	Target at the end of the project ²	Progress status and justification of the score awarded by major result group	Level of achievement of the result at the time of the evaluation and prospects for change
Result 1. The legal frameworks of social security schemes are examined, and recommendations are adopted for modernization and extension of their coverage.	Review and adoption by the government of social security schemes (compulsory contributory old-age insurance, compulsory contributory health and maternity insurance, compulsory contributory insurance scheme for work accidents and integration of the risk of occupational diseases) with the aim of extending coverage in accordance with international labour standards, in particular R202 and R204	Partially completed 1. Consolidation of tripartite agreements and formalization of the Action Plan of the National Policy for Social Protection and Promotion (PNPPS), establishing strategic bases for the sustainability of interventions, despite persistent dependence on external institutional and political factors. 2. Conducting a critical analysis of current social security legislation, with realistic proposals for alignment with ILO Convention No. 102, although without actual translation into legislative initiatives at this stage. 3. Development of a technical report proposing avenues for reforming the work accident system and the integration of occupational diseases, the impact of which remains limited in the absence of formal institutional validation. 4. Commitment to dialogue and stakeholder mobilization efforts to promote the modernization of legal and statutory frameworks, hampered by chronic socio-political instability and the absence of legislature since 2017, thus blocking the finalization of the ONA, OFATMA and CAOSS reform bills.	Around 85% The project initiated in-depth legal structuring of social security in Haiti, in alignment with ILO Convention No. 102, by proposing an innovative approach for the gradual inclusion of informal workers in a regular system. To this end, it developed terms of reference for the revision of the MAST legal framework, conducted a critical compliance analysis of existing legislation, and facilitated a tripartite dialogue to raise awareness among stakeholders of reform issues. However, despite these strategic advances, limited collaboration among some stakeholders, persistent political instability, unpredictable turnover of key personnel, and the absence of a legislature since 2017 have prevented the validation and integration of these results into the national legislative agenda. Furthermore, the technical support planned for the drafting of the preliminary bills relating to the ONA and OFATMA could not be implemented. Furthermore, the process of developing the reform proposals did not sufficiently integrate the provincial offices of the ONA and OFATMA, which could limit institutional ownership in the regions and harm the social acceptability of the proposed measures. Thus, although solid foundations have been laid, the operational implementation of legal reforms remains conditional on lasting institutional stabilization and a strengthening of territorial dialogue.
	Improving the comprehensiveness of	Partially completed 1. Implementation of the study on the extension of social coverage.	Around 80 %

²The assessment assumes that the unpaid extension was not accompanied by any changes to the contents of the initial targets of the ProDoc.

	social protection, for the benefit of self-employed workers and workers in the informal economy.	2. Development of strategic guidance documents to support HIMO (High Intensive Labor) initiatives, in support of the integration of social protection - employment in a Humanitarian-Development-Peace (HDP) logic. 3. Production of guidelines and standard operating procedures (SOPs) to govern Intensive Employment Projects (IEPs), integrating standards of decent work, social protection, environmental and social safeguards, gender equality and the inclusion of people with disabilities. 4. Implementation of the PIE information system only at the feasibility stage, without concrete implementation or lasting institutional integration.	The RBSA project conducted a study on extending social protection to workers in the informal economy and innovatively introduced the integration of social security into labor-intensive activities. However, the impact on the effective expansion of coverage remains limited due to the unstable institutional context and insufficient sectoral coordination. The limitations observed are due as much to the difficulties of the context as to a weak design of the theory of change, initially too focused on the actors in Port-au-Prince, to the detriment of local dynamics. A strategic update of the stakeholder mapping, including cooperatives, women's organizations, people with reduced mobility, and workers in unregulated sectors, is essential to ensure the inclusiveness and sustainability of the next steps.
		Not realized 1. Support for the drafting of the preliminary draft laws of the ONA and OFATMA not carried out, due to security obstacles and frequent changes in the management of the institution, leading to an acute deficit of decision-making continuity and poor responsiveness from certain stakeholders (despite persistent, respectful and protocol reminders issued by the project coordination, as evidenced by the email exchanges, which remained without effective response from certain officials of the national counterpart). Done/Good Design and implementation of a strategic and tripartite institutional capacity building mechanism to integrate HIV prevention and social protection dimensions into the policies and practices of ONA, OFATMA and MAST, in favor of vulnerable populations which integrates the following outputs: • Planning and delivery of training for managers (directors, heads of department, inspectors, etc.) of MAST, BMST, ONA and OFATMA, covering: — The international legal framework for combating HIV and social protection, — Revision of the Haitian Labor Code in light of ILO Recommendation No. 200 on HIV and AIDS in the workplace. • Organization and facilitation of tripartite participatory workshops around: — Analysis of the organic laws of ONA and OFATMA, — A comparison of international legal frameworks for HIV and social protection. • Development of a diagnostic report on social security coverage for people living with HIV (PLHIV), provided by ONA and OFATMA.	
Result 2.	Strengthening the existing national coordination mechanism	Very partially completed	Around 65%

The governance and financing frameworks of social security institutions (ONA, OFATMA and CAOSS) are strengthened	(Board of Directors of Social Security Organizations - CAOSS) to support the formulation, implementation and monitoring of national social protection policies and strategies, based on social dialogue, including workers' and employers' organizations	1. Raising awareness among political authorities on the importance of restoring the CAOSS, leading to the selection of members by the stakeholders concerned and the official creation of the body by the Prime Minister (resolution no. 5 of January 23, 2024). 2. Launch of social dialogue on social security reform, driven by the project. 3. Official appointment of CAOSS members by the Haitian Government in January 2024, resulting from awareness-raising actions carried out by the project in synergy with sectoral partners. 4. Joint proposal from the project and the European Union to revise the operational framework of CAOSS; initiative not retained, as the President of the Council opposed it.	The launch of the tripartite dialogue represents an important step forward and a strategic starting point for guiding the reform of the national social security system. This process has made it possible to formulate reform proposals, but the majority of stakeholders interviewed emphasize that this is only a preliminary step, which must be part of a dynamic of continuity to gradually consolidate the achievements. The findings of the evaluation show that, beyond this initiative, holding a national general meeting on the PNPPS would have been necessary to clarify the guidelines, build a broader consensus, and define a common roadmap. Otherwise, the same structural causes risk reproducing the same effects, in an institutional context marked by alarming systemic vulnerabilities. However, it is important to emphasize that this need goes far beyond the scope and scope of the project, due not only to the context of institutional fragility, but also to the limited financial resources available to the project. In this context, even if social dialogue has been initiated, its maintenance, deepening and institutionalization will require sustained efforts in the future to achieve effective reforms, truly aligned with the structural needs of the sector.
	Ensuring the sustainability of social protection systems: improving administrative infrastructure for more efficient service delivery, improving financial governance of the social protection system	Done/Good 1. Organization of structuring training sessions to strengthen the administrative infrastructure of social protection systems, despite security constraints. 2. Adoption of innovative technological methods to ensure the continuity of training, demonstrating the project's adaptability and resilience in the face of contextual challenges. 3. Targeted support for capacity building of ONA, OFATMA and CAOSS executives, contributing to the sustainability of social protection systems, with more limited but nevertheless relevant involvement of other actors such as MEF, MCPE, IHSI, FAES, MAST and RAMSA.	100% Through the organization of tailored training sessions and the adoption of innovative technological methods, the project has demonstrated significant adaptability in the face of contextual challenges. However, the phenomenon of job instability within partner institutions underlines the need to integrate these actions into a continuing education approach. There is no guarantee that new recruits will be able to fully assimilate the issues addressed or effectively integrate these elements into the implementation of

			new public measures. This issue goes beyond the timeframe of the project and calls into question the sustainability of the achievements through institutionalized capacity-building mechanisms.
		Partially completed 1. Launch of the OFATMA actuarial assessment to analyze the long-term financial viability of the funds, with limited progress due to institutional constraints independent of the project. 2. Peer review of the ONA actuarial assessment carried out and finalized, strengthening the analytical basis for better management of social security schemes.	About 60% These partial advances reflect the project's commitment to strengthening strategic financial diagnostic capabilities within social protection schemes. However, to sustainably consolidate these achievements, additional efforts are still necessary. In a contemporary context marked by growing demands for transparency and democratization of social services, actuarial data from ONA and OFATMA should be classified as open data. Such transparency would strengthen the trust of current and potential contributors and enable more accountable governance. Analyzing extended time series—spanning at least two decades—would provide a solid foundation for developing robust and financially viable deductive models. The use of powerful open-source software would also make it possible to produce reliable financial projections, even under extreme constraint assumptions. From this perspective, the PNPPS represents a strategic platform for sustainably integrating these practices of transparency, analytical rigor, and optimization of social security governance in Haiti.
Result 3. The analytical capacities and knowledge of ILO constituents in the design and monitoring of social protection measures are improved.	The government has adopted a policy measure aimed at improving the management information system, including the monitoring and evaluation system;	Accomplished 1. Implementation of OpenIMIS software to replace the old system 2. Conducting training sessions for OFATMA executives on the use of the new technological platform	About 80% The project achieved significant technological modernization results by partnering with GIZ and DATAPREV to deploy openIMIS software at OFATMA, replacing an inefficient and financially unsustainable legacy system. Following a technological needs assessment, the software was adapted to local specificities, representing a significant step forward in the digitalization of social protection services.
	The government is adopting a policy measure to improve	Done/Good	

	the statistical system, including completing the social security survey and reporting on relevant SDG indicators.	1. Organization of two training sessions on quantitative aspects and the expansion of social security coverage with the ITC-ILO in Haiti.	However, OFATMA's IT unit expressed reservations about the training process, which it deemed too expeditious given the strategic scope and relevance of the new tool in the current context. According to this unit, more in-depth training sessions are needed, going beyond a simple introduction focused on installation and basic handling. This concern is accentuated by the fact that several managers who received initial training as part of the project have since been dismissed by the public administration or have not had their consultancy contracts renewed. This instability raises concerns within OFATMA's new general management, which, in consultation with the relevant hierarchical authorities, is exploring solutions to consolidate internal capacities and ensure the operational continuity of the system. With this in mind, enhanced technical support from the ILO ecosystem is still deemed necessary to sustainably support this digital transformation process. Furthermore, the project, with WFP support, facilitated technical training on social protection data management, helping to build the capacity of stakeholders. However, the need to strengthen statistical skills remains, as this activity is planned but not yet fully implemented. In terms of gender mainstreaming, several training sessions were conducted, raising awareness among institutional beneficiaries about the specific challenges facing women and girls in the social security ecosystem. Gender considerations were integrated across the board throughout the project. However, the aggregated structure of the budget and the lack of clearly defined gender indicators from the initial phase limited the ability to accurately assess resource allocation and systematically measure the differentiated impact of the actions undertaken.
	The government and social partners are strengthening their capacities to design and implement gender-responsive social protection systems and provide links to complementary services and programs for women and girls.	Partially completed 1. An analysis of the capacities and involvement of gender mechanisms in social protection institutions (ONA and OFATMA) was carried out 2. Social protection training organized in April 2025 by the ILO and WFP as part of the RBSA Project, bringing together 24 participants from MAST, ONA, OFATMA and CAOSS.	

Based on the findings, analyses and comments relating to the progress of the main project activities, the following sections provide a structured analysis of the main evaluation questions defined within the framework of this mandate, in relation to efficiency, effectiveness, sustainability and impact direction at this stage of implementation.

2.3.1 QE3 | • What progress has the project made towards expected outcomes, such as expanded coverage, improved institutional governance and strengthened analytical capacity?

To address this issue appropriately, the evaluation conducted a comparison of the main expectations of the beneficiary institutions and organizations during the formulation and/or launch of the project. It also examined the inter-institutional letters of agreement, the concrete achievements of the project, as well as the adjustments made along the way in the reference document, aimed at meeting emerging and priority needs while remaining aligned with the vision and objectives of the project. This analysis was carried out taking into account the room for maneuver for project coordination depending on the available resources.

2.3.1.1 QE3 | • Summary of the main expectations of partner institutions at the outset

Partner institutions identified several fundamental expectations for the project, aligned with the defined strategic orientations and theoretical projections. These expectations can be grouped into several strategic axes. In this perspective, the respondents — generally speaking and in line with the strategic objectives of the project — expressed the hope that the latter could **strengthen in a more targeted manner certain structuring dimensions of the social security system in Haiti**. More specifically, the expectations expressed relate to:

1. **Effective support for strengthening the CAOSS**, including the establishment of an operational framework, in order to consolidate tripartite coordination and improve the overall governance of the social security system,
2. **Support for the structural reform of ONA and OFATMA**, aimed at modernizing their institutional mechanisms, increasing their efficiency and strengthening the scope of their respective mandates,
3. **Increased support for trade union organizations**, in order to consolidate their role in operational support for the implementation of the National Plan for Social Protection and Promotion (PNPPS), in particular through mobilization, advocacy and participatory monitoring actions on the ground.

But what about the project's concrete achievements? The following section presents an overview based on the main achievements observed, discussed, and/or analyzed across the project's various components, as part of the consultative process.

2.3.1.2 QE3 | • Technical and institutional achievements – Converging perceptions of partners

Consistent with the strategic orientations and operational projections set out in the RBSA project document (HTI/22/01), representatives of partner institutions—including OFATMA, ONA, and MAST—agree on a number of concrete achievements resulting from the project implementation process. These achievements demonstrate significant technical progress, while revealing certain limitations related to national institutional dynamics.

Among the most significant results cited by respondents, we note:

1. **The organization of specialized technical training sessions** for OFATMA and ONA executives focused mainly on management (information, installation and initiation to use) of information systems and the strengthening of skills related to digital social protection.
2. **Analysis of ONA databases**, contributing to better structuring of information, the reliability of monitoring indicators, and the improvement of administrative management practices within the institution.
3. **The start of the openIMIS software deployment process at OFATMA**, aimed at modernizing social benefits management mechanisms and strengthening the traceability of services. However, this process could not be completed due to successive changes in OFATMA staff and management, which affected the continuity of the project at this level.

4. **The analysis of OFATMA's business procedures** with a view to implementing **openIMIS**, which also remains unfinished for the same reasons linked to the instability of administrative and decision-making staff.
5. **Conducting a study on the sensitivity of the social security system to HIV/AIDS**, providing food for thought on the integration of health dimensions into social protection systems.
6. **Assessment of the conformity of Haitian social security legislation with the standards of ILO Convention No. 102**, enabling the identification of legal gaps and levers for potential modernization.
7. **The launch of a process of social dialogue structured around the reform of social security**, materialized in particular by the reactivation of the CAOSS and the involvement of social partners in strategic debates.

The integration of a system like OpenIMIS represents a strategic lever for modernizing, securing, and optimizing social protection management in Haiti. By centralizing data on beneficiaries, contributions, and benefits, it strengthens transparency, improves administrative efficiency, and supports evidence-based decision-making. Its flexibility makes it possible to expand coverage to traditionally marginalized groups—informal workers, women, youth, and people living with disabilities—thus reinforcing the intersectional approach advocated by the PNPPS. To maximize its impact, the active integration of provincial executives from OFATMA and ONA is essential to ensure consistent institutional ownership and effective operational coverage throughout the country. The development of an administrative circular making the use of OpenIMIS mandatory within the relevant structures also appears essential to institutionalize its use and guarantee its sustainability. Furthermore, connecting OpenIMIS to the systems of the French Tax Directorate General (DGI) and its regional branches would strengthen the interoperability of tax and social security databases, supporting more integrated management of contributions and benefits. Finally, strong synergies with SIMAST (Information System of the Ministry of Social Affairs and Labor) must be developed to enable effective coordination of existing social security databases, avoid duplication of efforts, improve beneficiary identification, and ensure a more coherent, equitable, and sustainable public response to social protection.

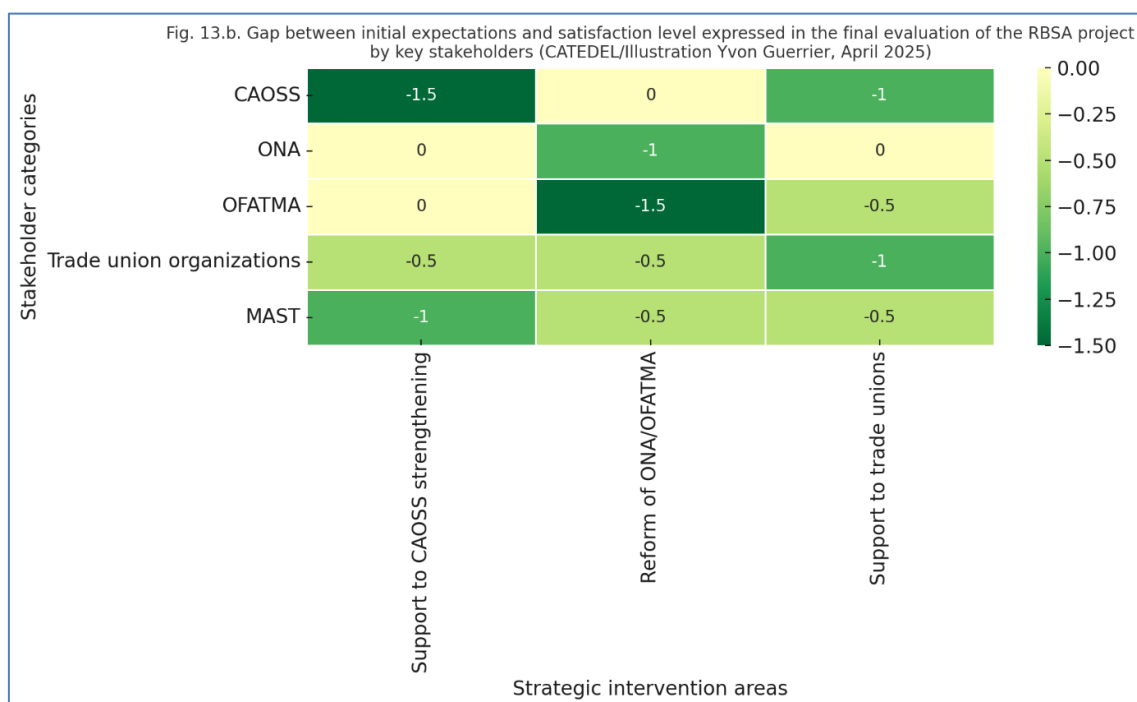
At the same time, based on the data collected, the beneficiaries consulted agree on a set of key achievements of the project, considered particularly structuring for the reform of the social security system in Haiti. At the top of the list is the implementation of three targeted technical training courses for ONA staff, praised for its immediate effect on strengthening internal capacities and professionalizing management functions. In a complementary manner, the implementation of a modern information system at OFATMA, coupled with the initial deployment of openIMIS software – a strategic tool for managing health and social protection schemes – marks a significant step towards the digitalization of services. The conformation and operationalization of CAOSS, as a national tripartite governance platform, are seen as a major institutional boost, having made it possible to structure a space for sustainable dialogue and strengthen coherence between stakeholders. Two analytical deliverables are also highlighted: on the one hand, the study on the sensitivity of the social security system to HIV/AIDS, and on the other hand, the analysis of the conformity of national legislation with ILO Convention No. 102, both of which have made it possible to align reform ambitions with international normative standards. Finally, the launch of the national social dialogue on the reform of the sector is unanimously perceived as a strategic turning point, insofar as it lays the foundations for a more inclusive, legitimate and long-term oriented process.

In addition, the training on social protection, organized in April 2025 as part of the RBSA Project, was facilitated by the International Labor Organization (ILO) in collaboration with the World Food Program (WFP). It brought together 24 participants representing mainly the Ministry of Social Affairs and Labor (MAST), the National Old Age Insurance Office (ONA), the Office of Work Accident, Sickness and Maternity Insurance (OFATMA), as well as the Social Security Orientation Support

Committee (CAOSS). This session was part of a strategic capacity-building dynamic aimed at deepening understanding of the foundations of a sustainable, equitable and resilient social protection system. Discussions focused on several structuring issues: the consolidation of a minimum social protection floor for vulnerable populations, the extension of coverage in a context of massive informality, the improvement of inter-institutional coordination to overcome the fragmentation of initiatives, as well as the integration of emergency and resilience measures into existing systems. By promoting a shared approach to these critical challenges, this training constitutes an essential milestone in supporting the objectives of the RBSA Project, with a view to building a more coherent, inclusive social protection system capable of responding to the structural and cyclical risks to which Haiti remains exposed.

Overall, these achievements reflect a **positive dynamic of institutional strengthening and technical modernization**, despite persistent structural and organizational constraints within the beneficiary institutions. While some actions have remained unfinished or slowed down due to staff instability, administrative transitions or the security context, the achievements generated nevertheless constitute **solid foundations for consolidating a more integrated reform of the social security system**. Provided that mechanisms for **stabilizing key functions are strengthened, that deeper ownership by national institutions** is ensured, and that **organizational continuity mechanisms** are put in place, these results can be transformed into sustainable levers for a more equitable, efficient and resilient system.

A visual representation of the gaps between initial expectations and final satisfaction allows for a better understanding of the differentiated dynamics of appropriation and impact of the RBSA project within the main partner institutions.



- Each cell in the figure indicates the numerical difference between the level of satisfaction expressed at the end of the project and the initial level of expectations for a given area of intervention. A negative number (in red) indicates that expectations were not fully met, while a number close to zero (yellow) reflects a match, and a positive number (in green) indicates that the results exceeded the expectations expressed by the relevant stakeholder.

The visual above contrasts the expectations expressed at the start of the project with the levels of satisfaction perceived during the final evaluation, based on three strategic axes: the strengthening of

the CAOSS, the institutional reform of the ONA and OFATMA, and the support of trade union organizations. By focusing the analysis on the gaps, the visual tool makes it possible to distinguish the areas where the achievements were deemed satisfactory or promising, from those where expectations remained largely unmet, or even mixed.

Indeed, several significant trends emerge from this cross-examination. MAST and CAOSS express a level of satisfaction relatively close to their expectations in terms of institutional coordination, which reflects the effective revival of social dialogue and the reactivation of CAOSS. However, enthusiasm is tempered by structural limitations and a lack of sustainability of progress. On the other hand, more marked gaps appear on the side of OFATMA, particularly with regard to the implementation of the openIMIS software and the reform of its internal procedures, hampered by administrative instability and changes in management. ONA, for its part, shows a level of satisfaction slightly below its expectations, although progress has been made in the management of its databases.

At the same time, trade unions appear to be the most critical stakeholders regarding the project's results. While they had high expectations for support and strengthening their role in implementing the PNPPS, the visual reveals a negative gap, reflecting a feeling of insufficient involvement and a lack of operational support. This raises questions about the project's ability to fully integrate social stakeholders into a participatory governance approach. Cross-cuttingly, these gaps illustrate the importance of a stronger institutional anchor, a differentiated appropriation strategy based on stakeholder profiles, and more sustained support for stakeholders over time, beyond the implementation cycle.

2.3.2 QE3 | • What were the main factors that facilitated or limited the achievement of the results, and how were these challenges managed?

Analyzing the factors that influenced the achievement of results provides a better understanding of the dynamics at play during the project. Some elements acted as catalysts, promoting progress and the achievement of objectives, while others constituted obstacles requiring adaptation strategies. This section explores these aspects by highlighting the opportunities and constraints encountered, as well as the approaches implemented to overcome challenges and optimize performance.

2.3.2.1 QE3 | • Blocking and restrictive factors

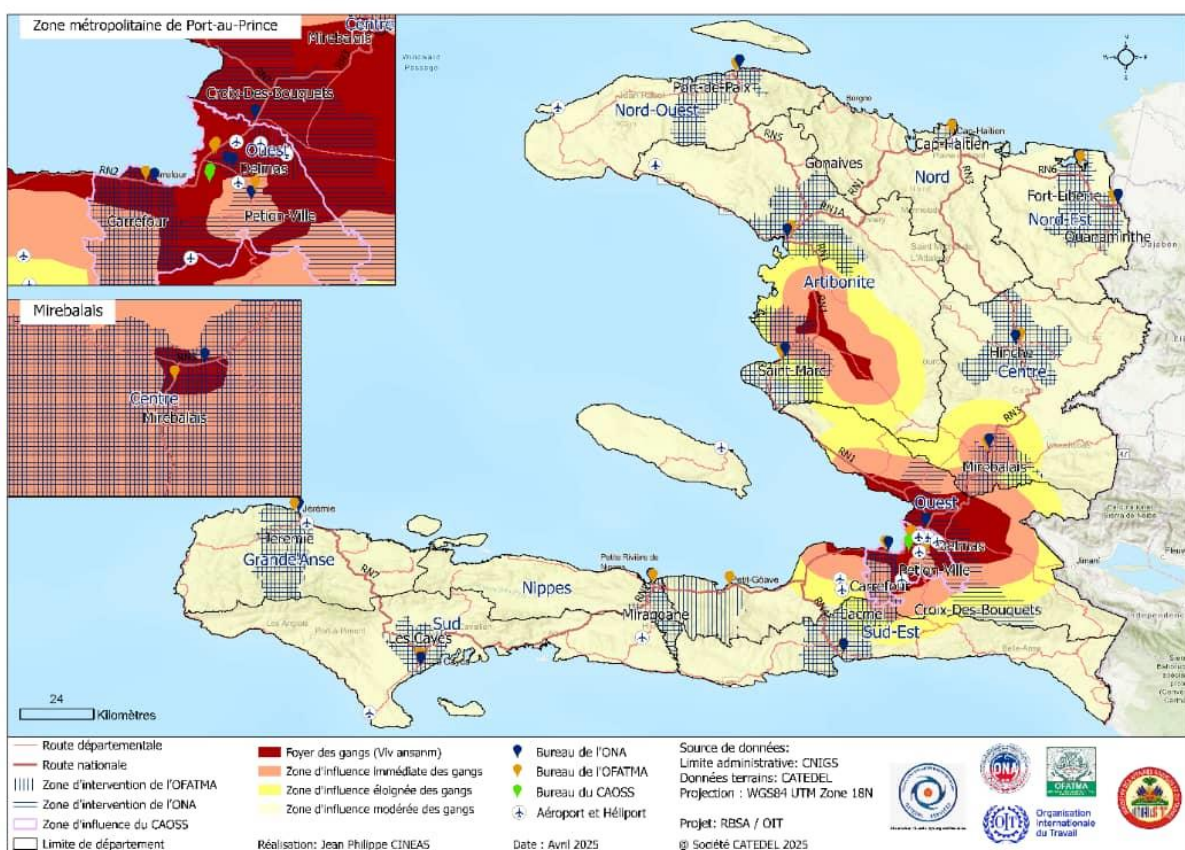
The evaluation of the **RBSA project (HTI/22/01)** reveals that the obstacles encountered are not solely due to contextual factors, but result from a **tangle of structural failures, institutional imbalances and systemic fragilities**, which affect the governance of the social security sector in Haiti as a whole. One of the first observations made by the respondents is the absence, within the **MAST**, of a **directorate specifically dedicated to social security**, capable of playing a functional coordination role with the ONA and OFATMA. This structural void prevents the ministry from fully fulfilling its strategic steering role, by weakening the mechanisms for liaison, technical supervision and inter-institutional consultation. The result is a dilution of responsibilities and a fragmentation of governance.

Another recurring obstacle is the **frequent and unpredictable turnover of senior staff** within key institutions (MAST, ONA, OFATMA). The sudden departure of a minister heavily involved in the formulation and launch of the project, as well as successive leadership changes in the two main social security agencies, disrupted the continuity of institutional commitments and compromised the strategic monitoring of several projects that had already been initiated. These transitions, often motivated by political considerations, were not accompanied by knowledge transfer mechanisms or internal handover protocols, increasing the volatility of the processes. At the same time, several technical managers who had been trained or designated as project focal points left their posts, making it difficult to sustainably anchor the acquired knowledge.

The early stages of the project were also marked by **strained, or even non-existent, relations between the project team and some partner institutions**, particularly the ONA. The period of

silence observed during the first two months of implementation delayed the operational launch of some key activities. This initial communication deficit, combined with a form of institutional mistrust, required significant re-engagement efforts. Similarly, relations with some employer unions were described as initially complex, due to divergent expectations and unequal perceptions of the expected role of social partners in the reforms. While the situation improved thanks to the dialogue initiated via the CAOSS, these frictions affected the implementation dynamics in its early phases.

Adding to these already worrying factors is the pervasive insecurity and the considerable challenges facing law enforcement. Despite their efforts to reclaim long-neglected social territories, these territories continue to expand, exacerbating the difficulties in reestablishing public authority. This state of affairs paralyzes initiatives aimed at developing activities in Haiti's satellite islands and provincial regions. Gangs, now in control of strategic roads and a significant portion of the coastal areas, are strengthening their dominance through the use of rowboats, allowing them to reach areas inaccessible to law enforcement. The map below presents the gradual distribution of public insecurity in Haiti, using a spatial approach:



Map 2: Distribution of critical public insecurity contexts in Haiti and their impact on the RBS project

These findings, far from being anecdotal, reveal the **structural limitations of an institutional system where the weak formalization of responsibilities, administrative instability, and the absence of centralized strategic coordination** hamper synergy and medium-term planning. The observed constraints also illustrate the **excessive dependence on individual figures** rather than institutionalized governance mechanisms, making the project vulnerable to changes in personnel. The absence of a national multisectoral steering committee, regularly mentioned by those consulted, has also reinforced the logic of case-by-case management, to the detriment of a collective and coherent approach.

2.3.2.2 QE3 | • Facilitating driving forces

According to the participants consulted, and in light of the evaluation team's analysis, several **key facilitating factors** enabled the project to produce significant results, despite a national context marked by **persistent institutional instability**, **growing social insecurity** and **recurring security challenges**. These factors helped to drive structuring dynamics in favor of the reform of the social security system in Haiti.

First, the project's **strong strategic alignment** with national and international reference frameworks – notably the **National Strategy for Social Protection and Promotion (PNPPS)**, the **United Nations Cooperation Framework in Haiti (2023–2027)** and **ILO Strategic Outcomes 8.1 and 8.2** – represented a major lever for **institutional legitimization** and **stakeholder mobilization**. This programmatic coherence strengthened the support of partner institutions while consolidating the project's credibility with technical and financial stakeholders.

Second, the **constant technical commitment** of certain **MAST departments**, combined with the **resilience and strong leadership of the national project coordination**, played a decisive role in the operational deployment. Despite limited human resources, the project coordination was able to maintain momentum, ensure continuity of strategic monitoring, facilitate technical exchanges and embody an institutional point of reference. This factor was reinforced by the **sustained methodological support of the ILO**, which mobilized robust normative tools, targeted thematic expertise and flexible and contextualized support mechanisms.

A third enabling factor lies in the proactive, agile, and responsive posture of the ILO's regional and subregional offices. In response to the constraints of the context – scarcity of resources, security uncertainties, frequent institutional changes – these offices adopted **adaptive management**, based on active listening, responsiveness and flexible operational reprogramming. This capacity for strategic adjustment made it possible to stay on course, unblock complex situations, and preserve the coherence of the project, even in the most sensitive moments.

At the same time, the methodological choice of prioritizing concrete, transferable deliverables adapted to local realities, combined with the launch of a structured social dialogue through the reactivation of the CAOSS, has made it possible to lay the foundations for more inclusive and participatory governance. These advances have produced tangible results in the short term, while helping to establish the preconditions for a progressive systemic transformation of the sector.

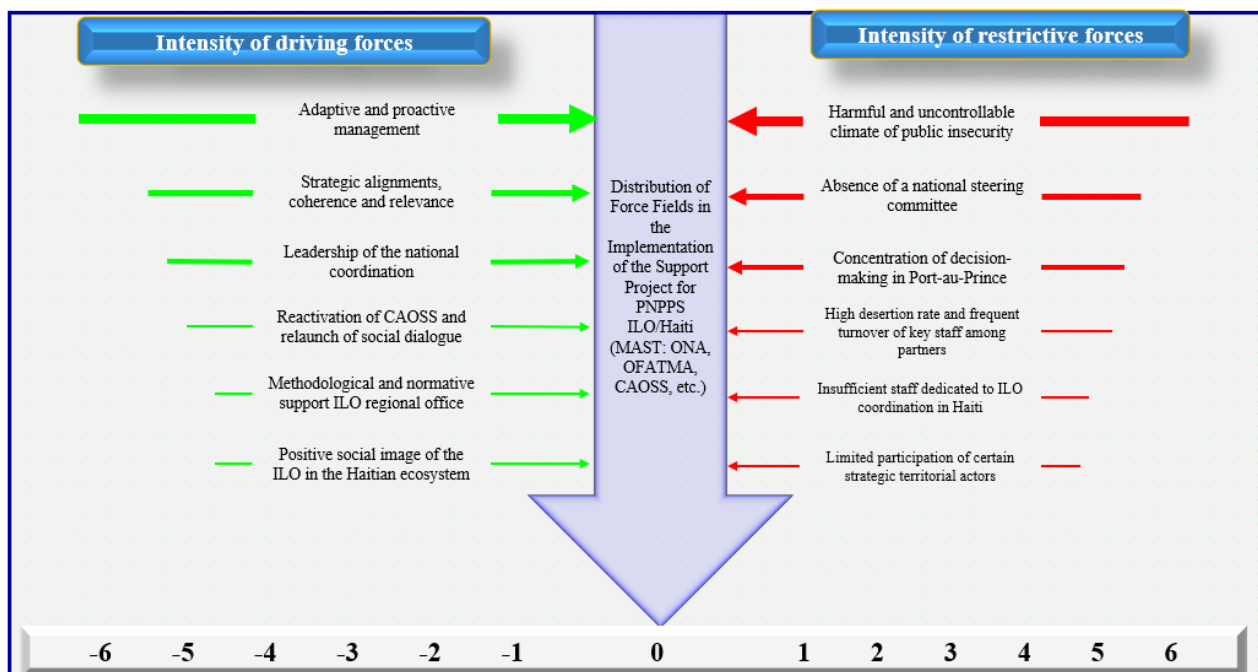
In this spirit, it is also worth highlighting the mobilizing effect of the positive image that the ILO projects in Haiti, perceived as an impartial, credible organization, attentive to social realities and resolutely committed to helping the most vulnerable. This reputation, firmly anchored in the system of social representation, gives the ILO a moral authority that goes beyond state institutions alone, and which allows it to initiate debates, unite partners around structural causes, and put forward acceptable proposals, both for the most disadvantaged and the most affluent categories. This social and institutional legitimacy, combined with the professionalism of its support, has been an essential lever in the progress of the RBSA project.

2.3.2.3 QE3 | • Proposal of a model representing force fields in the RBSA project

In the context of this final evaluation, the use of a force field representation model proved particularly relevant for systemically analyzing the dynamics of influence that guided the implementation of the RBSA/HAITI/MAST-ILO project. Inspired by the organizational change management approach proposed by Kurt Lewin (Burnes, 2004; Cummings, Bridgman & Brown, 2016), this model makes it possible to visualize the interactions between driving factors and restrictive forces, placing them in direct opposition according to their level of impact on results. By structuring the analysis around these antagonistic tensions, it becomes possible to identify imbalances, understand institutional points of friction, and highlight the levers that contributed, despite constraints, to advancing the reforms undertaken. In this respect, this model fully contributes to a systemic reading of project dynamics, as

advocated by developmental evaluation and adaptive learning approaches (Patton, 2011; Quinn Patton, 2017). It thus offers a strategic decision-making tool, both to document lessons learned and to guide future recommendations in a perspective of inclusive, contextually adapted and sustainable transformation. The figure below presents a summary of the confrontation between restrictive forces and blocking forces, within the framework of a rapid and in-depth analysis:

Fig. 14 : Diagram of force fields in the RBSA ILO/Haiti project (Illustration Yvon Guerrier/CATEDEL, April 2025)



The visual above illustrates comparatively the perceived intensity of the driving and restraining forces that influenced the implementation of the RBSA project, as expressed by stakeholders during the evaluation. Placed face to face, these opposing dimensions help visualize the systemic tensions that shaped the project's operational dynamics. The strongest driving forces identified include strategic alignment with national and international frameworks, consistent technical support from the ILO, and the management flexibility of regional offices. These factors were deemed crucial for maintaining institutional continuity in a context of growing instability.

In contrast, the most influential restrictive forces include the absence of a national steering committee, limitations related to institutional communication, frequent turnover of technical staff, and the extremely degraded security context. The high intensity attributed to these obstacles reflects a cross-cutting concern about the sustainability of achievements and the structural weakness of governance mechanisms. The graphic comparison of these dimensions highlights the urgency of a more inclusive reform approach, structured around strengthening coordination mechanisms, local ownership, and multisectoral anchoring. This visual thus helps guide strategic thinking toward a rebalancing of the levers of action to ensure the sustainable transformation of Haiti's social protection system.

At this level, the evaluation wishes to highlight the significant role played by the ILO National Coordination, which also serves as Chief Technical Advisor (CTA), in implementing particularly complex activities within the project. This dual responsibility has enabled it to exercise a strategic function, notably through active engagement in strengthening inter-institutional networks and promoting the Decent Work Agenda. Structuring initiatives, such as the ILO's participation in the Post-Disaster Assessment (PDNA) process and the 2022 Donors' Conference, have contributed to increasing the visibility of the ILO's mandate, while facilitating the creation of synergies between the interventions of the United Nations system and those of other development and humanitarian partners.

This proactive positioning illustrates the National Coordination's ability to assume a catalytic role in a Haitian context marked by a protracted, multidimensional, and unstable crisis.

It should be noted that the system of criteria used to assess the intensity of driving and restraining forces in the RBSA project is based on a multidimensional approach combining parameters of impact, mobilization, frequency, systemicity and results. Five criteria were used to establish the weightings assigned to each force: (1) the level of influence on the implementation of the project, (2) the ability to mobilize or hinder stakeholders, (3) the recurrence of the elements observed in the empirical data, (4) the systemic or specific nature of the identified factor, and (5) its direct or indirect effect on key results and deliverables. Each of these criteria was analyzed qualitatively and weighted according to its estimated weight in the final analysis. This approach made it possible to establish a rigorous, coherent and visually explicit reading of the influence dynamics in the project, while ensuring traceability of the evaluative judgments made.

2.3.3 QE3 | • How did the project contribute to strengthening social dialogue and reactivating CAOSS as a key platform for reforming the social security system?

The answer to this question requires two major considerations: the development of a situation matrix of the network of actors involved and/or having an interest in participating in the promotion of the social promotion and protection strategy and an approach based on the actual achievements of the project.

2.3.3.1 QE3 | • Analysis of the PNPPS actor network from an open perspective

In order to better understand this dimension, the **construction of a network matrix of actors** has emerged as a **strategic analytical tool**. It offers a visual representation of the **relationships of collaboration, influence and coordination** between the different stakeholders involved in the field of **social protection and promotion in Haiti**, thus making it possible to shed light on the structural dynamics and areas of convergence or fragmentation.

Inspired by both empirical data collected as part of this evaluation and a historical reading of institutional dynamics over more than 50 years, this mapping proposes a functional typology of the actors involved, grouped by categories and according to their roles in the field of social security. In particular, it has made it possible to rigorously illuminate the answer to the central question, namely: "How has the RBSA project contributed to strengthening social dialogue and reactivating the CAOSS as a key platform for reforming the social security system in Haiti? ". The following matrix supports a pragmatic perspective on this reality:

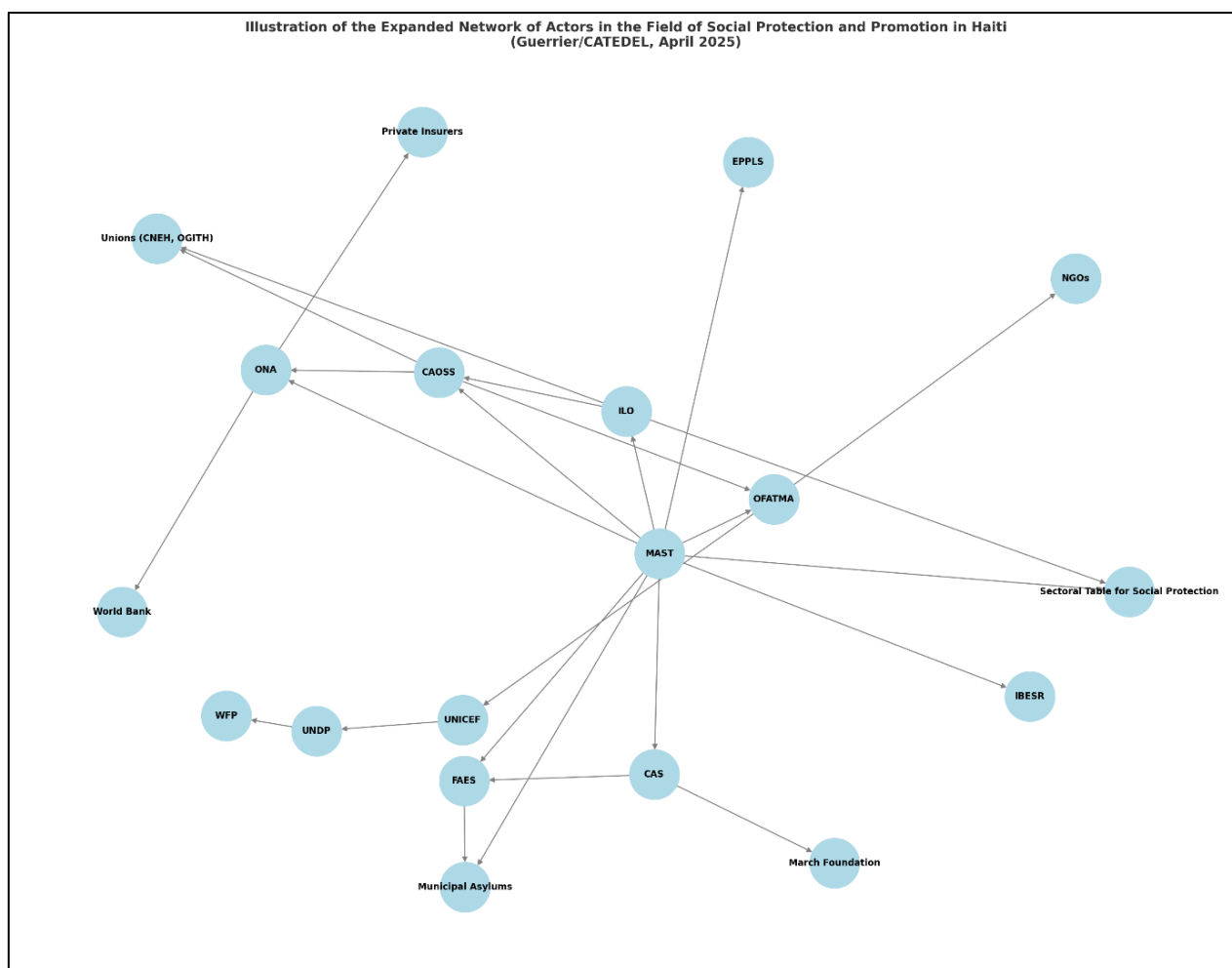


Fig. 15: Network map of PNPPS actors in Haiti (Yvon Guerrier, April 2025)

This network highlights both the formal supervision and coordination relationships (between MAST, ONA, OFATMA and CAS), the functional links with the dialogue platforms (CAOSS, Social Protection Sector Table), as well as the technical partnerships with United Nations agencies (ILO, UNDP, UNICEF, WFP).

The structure of the graph reveals the strategic centrality of MAST, which acts as the system's main governance node, although this position is weakened by the absence of fully functional coordination mechanisms, such as a sustainable national steering committee. CAOSS appears to be a pivotal platform for social dialogue, but its scope remains dependent on the stability of its constituent actors. The presence of the ILO as a cross-cutting catalyst is evident, acting as a liaison between national institutions, social partners, and donors.

However, this mapping also reveals some worrying systemic gaps. Despite their proven relevance in the territorial implementation of social policies, actors such as the FAES (Economic and Social Assistance Fund), the Social Assistance Fund (CAS), municipal shelters, and other community-based structures occupy only a marginal—or even nonexistent—place in formal coordination circuits. However, in a context of institutional fragmentation, excessive centralization of resources in Port-au-Prince, and the retreat of the State in certain insecure areas, these local structures have operational and relational capital essential to the social anchoring and territorialization of services.

2.3.3.2 QE3 | • Contribution of the RBSA project to tripartite social dialogue

RBSA project played a key role in the **reactivation of CAOSS** and the **revitalization of tripartite social dialogue in Haiti**, relying on the mobilization of key institutional actors, the development of targeted training modules and the promotion of structured advocacy around recommendations from

national and international experts. This repositioning took place in an **institutional context marked by immobility, fragmented governance and a generalized security crisis**, where inter-institutional coordination mechanisms and dialogue bridges were virtually at a standstill. In an environment dominated by security emergencies and the paralysis of deliberative spaces, any attempt to rebuild social dialogue appeared secondary, even utopian.

In this sense, the project made the strategic – and bold – bet of putting back on the agenda an issue that had long been relegated to the background: that of shared social governance and tripartite participation. This approach made it possible to **reactivate the CAOSS as a strategic platform**, by supporting the clarification of its mandate, the updating of its operating tools, and the organization of multi-stakeholder working sessions involving the main constituents of the ILO: representatives of the State, trade unions and employers.

This renewal, although still fragile, is part of a logic of **collective accountability and institutional legitimization**, consistent with the fundamental principles of social dialogue promoted by the ILO. It represents a significant step towards the re-institutionalization of social dialogue in Haiti, while strengthening the conditions for more inclusive, structured and sustainable management of social security reforms.

The results of the network analysis conducted as part of the evaluation reveal that the RBSA HTI/22/01 project contributed, as far as possible, to increasing the density of institutional interactions, reducing organizational silos, and consolidating weak links between traditionally poorly coordinated actors. By promoting a gradual reconfiguration around the central node represented by the CAOSS, the project was able to stimulate cross-participation between public institutions, social partners, and civil society actors. This repositioning helped restore social dialogue to its role not only as a normative principle, but also as a structuring mechanism for inclusive governance. The visualization of relational dynamics shows that, despite a highly polarized and unstable environment, the consultation space fostered by the project contributed to the emergence of a more connected, more fluid network that was more open to the diversity of actors. Thus, well beyond the functional revival of an institutional body, the project has made it possible to reinstate the practice of social dialogue at the heart of the processes of transformation of the social security system, with a view to systemic resilience, shared learning and strengthening institutional adaptation capacities. These advances demonstrate the desire to strengthen the legitimacy and impact of the reforms undertaken, by relying on a platform for dialogue capable of bringing about sustainable and socially anchored transformations of the Haitian social protection system.

However, the network analysis reveals that, while the project has been able to mobilize strategic institutional nodes at the national level, it would benefit from further strengthening **horizontal integration** with decentralized actors and community relays. This would not only improve the resilience of the system but also build **bridges between institutional social protection and local solidarity practices**. Ultimately, the transformation of the Haitian social security system will involve a **more open hybridization between the formal architecture of the State and community, para-public or informal mechanisms of redistribution and support for the most vulnerable**.

- The project played a catalytic role in reviving social dialogue and reactivating the CAOSS, despite a particularly restrictive institutional and security context. To sustain this momentum, it will be essential to strengthen national steering mechanisms, secure the participation of social constituents, and expand governance to non-traditional actors present in the territories. The project also contributed to rebuilding a space for dialogue between the main tripartite constituents: state representatives (MAST, ONA, OFATMA), workers' unions (e.g., CNEH and OGITH), and employer associations. In this regard, it provided a methodological and operational lever for consolidating coordination between these actors, particularly through the Social Protection Sectoral Table and various training and awareness-raising workshops. However, in addition to persistent structural constraints, the impact of this revival remains

limited, partly due to a lack of integration of the decentralized structures of ONA and OFATMA in provincial environments.

2.3.4 QE3 | • To what extent has the project contributed to operational improvements and the adoption of short-term policies in social security governance and coverage?

The RBSA project (HTI/22/01) has enabled operational progress in the area of social security governance in Haiti. In particular, it has contributed to strengthening the technical capacities of several key institutions—including MAST, ONA, OFATMA, and CAOSS—through targeted training, the production of diagnostic tools, and the implementation of more structured management procedures. These interventions have, to the extent possible, improved inter-institutional coordination, professionalized certain administrative processes, and established an emerging management culture. However, the adoption of these tools and methods remains uneven among entities.

On the political level, the project contributed to the emergence of short-term measures, integrating priorities such as the extension of social security coverage to workers in the informal economy and the revision of contributory schemes into the national agenda. The revival of social dialogue through the CAOSS helped create a space for consensus around interim action plans. These focused on concrete responses, such as simplifying mechanisms for accessing services, improving coordination between institutions, and improving social protection for vulnerable populations.

However, the progress observed remains fragile and only partially consolidated due to persistent structural blockages. In a context of widespread insecurity, institutional dysfunction, and disorganization of public services, the measures initiated are struggling to become sustainably institutionalized. However, the project has laid the essential foundations for a transformation process, which will require additional support, more stable governance, and a more inclusive and better-grounded deployment strategy to produce systemic effects.

2.3.5 QE3 | • To what extent have project activities generated differentiated results and specific benefits for vulnerable groups, including women and workers in the informal economy?

In an institutional environment marked by the coexistence of sometimes complementary, but also fragmented or ambiguous mandates, the project adopted a pragmatic and adaptive approach. This approach made it possible to adjust interventions to meet both common needs and the specific priorities of each institutional actor. Thus, targeted activities were implemented, such as training sessions integrating modules on maternity and the inclusion of women in decision-making spaces, as well as cross-cutting actions aimed at overcoming structural barriers to the integration of informal workers, who represent nearly 94% of the national workforce.

In line with the PNPPS guidelines, the project also organized participatory workshops to identify barriers to inclusion, including low social coverage, administrative complexity, and the inadequacy of current mechanisms for the realities of informal work. Furthermore, the strategic use of the SIMAST register³ (Information System of the Ministry of Social Affairs and Labor), implemented before the project but strengthened in consultation with strategic partners such as the ILO, optimized the targeting of social interventions, with a particular focus on women heads of household, people with disabilities, and precarious workers. Although some social transfers remain to be implemented, this targeting architecture provides a solid basis for future inclusive interventions.

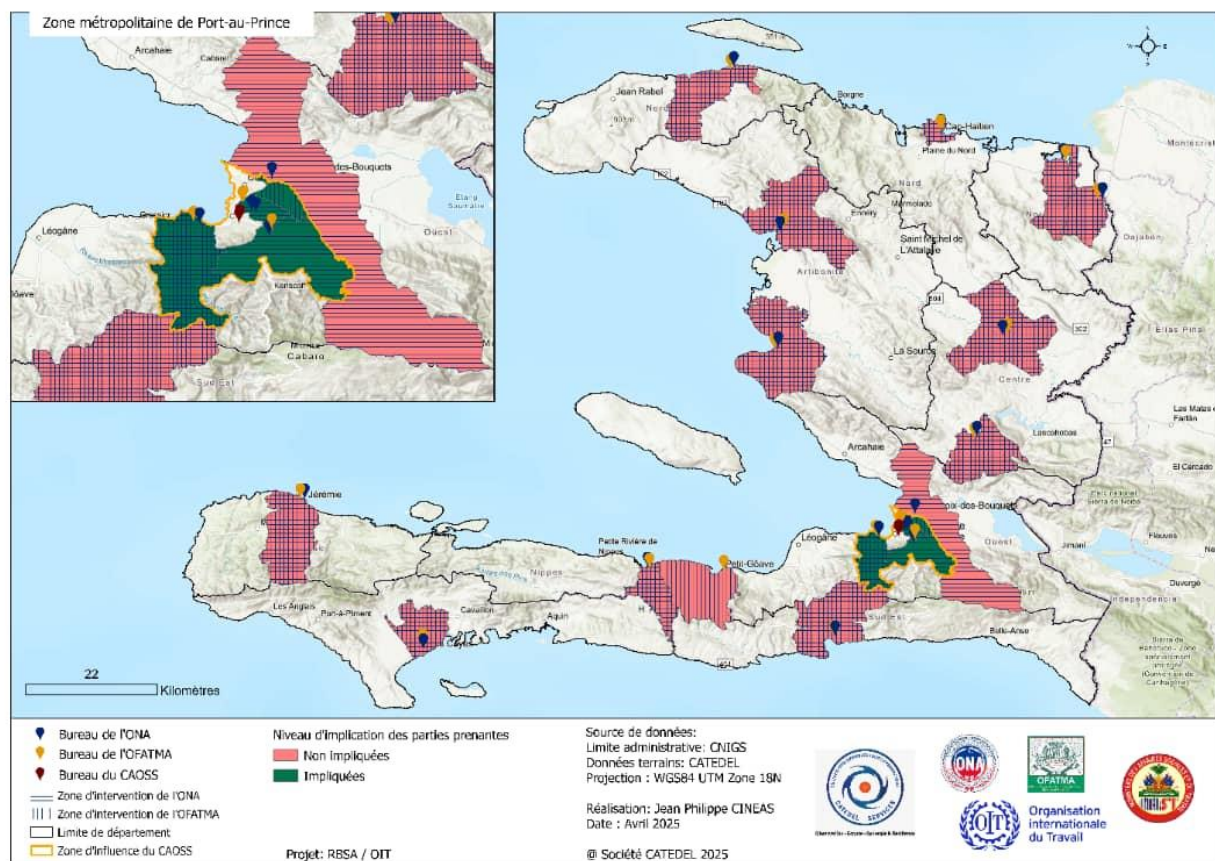
It is important to emphasize, however, that the project's primary objective was not to work directly with individuals, but to strengthen the capacities of institutions responsible for social advancement. With this in mind, a HIMO (High Intensive Labor) component, designed to respond more directly to

³Information System of the Ministry of Social Affairs and Labor, commonly known as “SIMAST,” is a data management tool related to social protection activities. SIMAST is designed to help better understand vulnerability issues and facilitate more effective resource allocation to Haiti's poorest. URL: https://www.eeas.europa.eu/node/45088_en (Accessed April 23, 2025)

the economic needs of the most vulnerable households, was developed with the support of a consultant and in consultation with key stakeholders. However, this initiative is still awaiting funding.

Thus, the activities carried out within the framework of the RBSA project have generated varied results and notable benefits, strengthening efforts to promote social policies focused on resilience and social justice. The progress made in structuring institutional frameworks has been geared towards improving the conditions of vulnerable groups, particularly women and workers in the informal economy. These advances are part of a process of institutional consolidation and gradual transformation of the social protection system in Haiti.

However, the insufficient integration of the Ministry for the Status of Women and Women's Rights (MCFDF) into decision-making processes constitutes a significant weakness. This absence has limited the inclusion of critical concerns regarding the rights of women, widows, girls, and marginalized populations. A more active involvement of the MCFDF, including a formal right to review and advise on strategic directions, would have been crucial to ensuring the integration of human rights at the heart of social protection system reform.



Map 3: Level of representativeness of the involvement of potentially key stakeholders in the project

After examining the effectiveness of the project implementation, the following section explores its efficiency and the strategic management of the resources mobilized, focusing on their use in a constrained operational context.

2.4. QE4 | • Efficiency and effectiveness of project management HTI/22/01/RBS

The evaluation of the efficiency and effectiveness of project management assesses the extent to which human, financial, and technical resources were mobilized strategically and cost-effectively in response to a Haitian context hit by a persistent multidimensional crisis—combining political instability, widespread insecurity, logistical constraints, and weakening institutional capacity. This

chapter highlights the project's ability to deploy an **adaptive, flexible, and results-oriented management approach**, which enabled essential activities to continue despite systemic disruptions. The evaluation focuses in particular on the relevance of adjustments made to work plans, the rationalization of expenditures within a framework of strengthened accountability, flexibility in resource allocation, and the targeted use of international technical assistance to bridge local capacity gaps. This adaptive dynamic was accompanied by a marked sensitivity to issues of equity, social inclusion, and gender, thus confirming the project's commitment to effectively responding to differentiated needs in an unstable environment.

2.4.1 QE4 | • How were financial, human and technical resources used to maximize results in a context of crisis and remote implementation arrangements?

In a particularly unstable Haitian environment, the implementation of the RBSA HTI/22/01 project required agile and resilient management of financial, human, and technical resources to maximize its impact, despite the major constraints of the crisis context. However, an important nuance must be made regarding coordination capacities on the ground: the ILO's presence in Haiti was reduced, for this project, to a single person in charge of national coordination. This factor profoundly influenced the operational dynamics of the project.

In a climate of widespread public insecurity and growing institutional tensions, this unique coordination unit found itself faced with an overload of responsibilities, combining strategic planning, technical monitoring, inter-institutional coordination, and the management of logistical or political contingencies. Tasks that, while seemingly simple—such as organizing a meeting, confirming participation, or ensuring administrative follow-up—proved to be extremely complex to execute in practice, due to the volatility of relational dynamics between actors, the absence of formal communication channels in some institutions, and multiple unexpected disengagements or withdrawals. These realities sometimes hampered the fluidity of decision-making or limited local ownership of activities.

Despite this, available resources were used with strategic efficiency in mind. Financially, the project focused on targeted investments, prioritizing the production of transferable deliverables (diagnostics, guides, modules) and remote capacity building. The hybrid approach (in-person/virtual) helped limit costs while maintaining a minimum level of proximity with stakeholders. Technically, the use of digital tools, such as SIMAST and shared databases, supported the targeting of social interventions and enabled better traceability of actions.

In summary, while the project demonstrated remarkable organizational resilience, its scope could have been further amplified with a larger coordination team, better equipped to address the intensity of needs on the ground. In such a fluid and unpredictable context, the continuity of efforts depends largely on the ability to structure versatile teams, capable of acting with agility while building trust between institutions that are often misaligned or weakened.

2.4.2 QE4 | • How effective was the project management and governance structure in ensuring operational efficiency and minimizing unnecessary costs?

The evaluation addressed this issue from two angles: on the one hand, the governance and management system established to guide and supervise the implementation of activities; on the other hand, the allocation and/or reallocation of amounts currently being implemented in order to meet the challenges of the project.

2.4.2.1 QE4 | • Implementation governance and management system

The previous answer already offers several clarifications but would benefit from being supplemented by additional strategic reflections, with a view to constructive criticism and forward-looking projection. To begin, let's examine the analysis of the project's organizational chart. The figure below

presents the current configuration of this organizational chart, highlighting the levels of coordination in place as well as the areas of vulnerability identified within the framework of strategic governance.

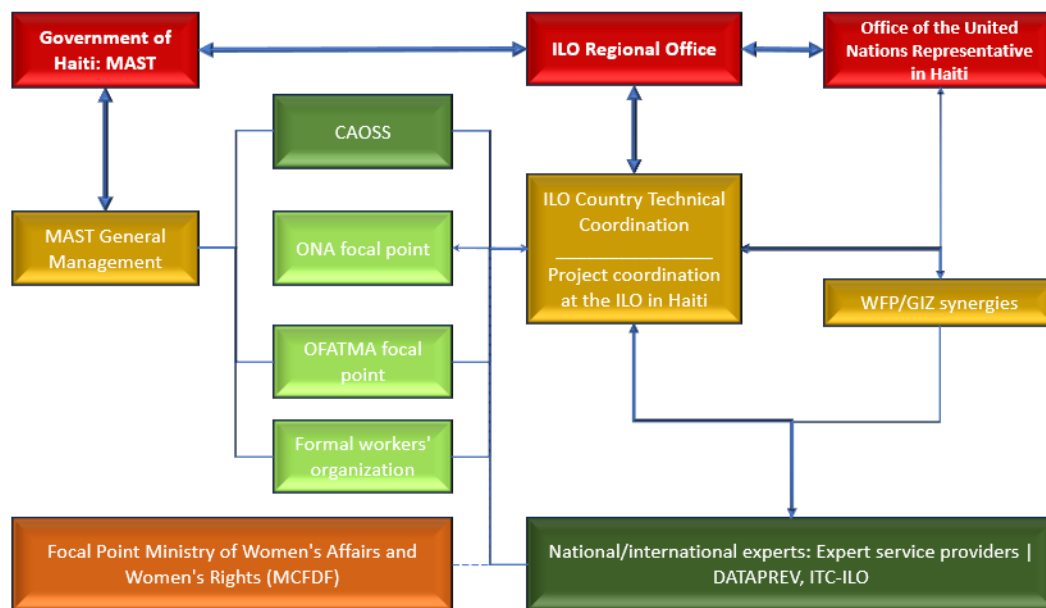


Fig. 16: Actual organization chart of the RBSA Project (Guerrier and Altéus/CATEDEL, April 2025)

The organizational chart presented illustrates the institutional structure of the RBSA project around the main national and international bodies active in Haiti. At the apex of the governance architecture are the Haitian Government, through the Ministry of Social Affairs and Labor (MAST), the ILO Regional Office, and the Office of the United Nations Representative in Haiti, which provide overall strategic and political direction. At the national level, the MAST General Directorate coordinates technical relations with the CAOSS, the focal points of the ONA and OFATMA, as well as formal workers' organizations.

The Ministry of Women's Rights and the Status of Women's Focal Point (MCFDF) is also involved in the program, but it is important to emphasize that its involvement has remained primarily limited to training and awareness-raising sessions. Ideally, the MCFDF should have had the right to review and advise on the project's broad strategic directions, in order to ensure better consideration of the most vulnerable social categories.

Faced with the prolonged erosion of Haiti's public administration, the project had to adopt an agile and adaptive management model. However, this approach encountered significant limitations due to the absence of a formal Steering Committee (CoPIL). While this choice may be justified by the fragile security and institutional context, the absence of a structured space for strategic arbitration limited the project's capacity for inter-institutional coordination, harmonization of priorities, and rigorous monitoring of activities.

First, the excessive centralization of sectoral governance initiatives in Port-au-Prince, without sufficient involvement of local authorities and the decentralized offices of ONA and OFATMA, risks producing counterproductive effects in the medium term, contrary to the logic of decentralization and equity advocated by the national social protection strategy. According to several respondents consulted, the concerns expressed by regional branches differ significantly from those at the central level, due to gaps in access to services, specific economic constraints, and the chronic lack of human and material resources in the provinces.

Second, the absence of a Steering committee has contributed to accentuating fragmented governance dynamics. In a context marked by significant institutional dispersion and latent tensions, this lack of

collective leadership has limited the ability to build a shared vision and secure implementation processes in a sustainable and inclusive manner.

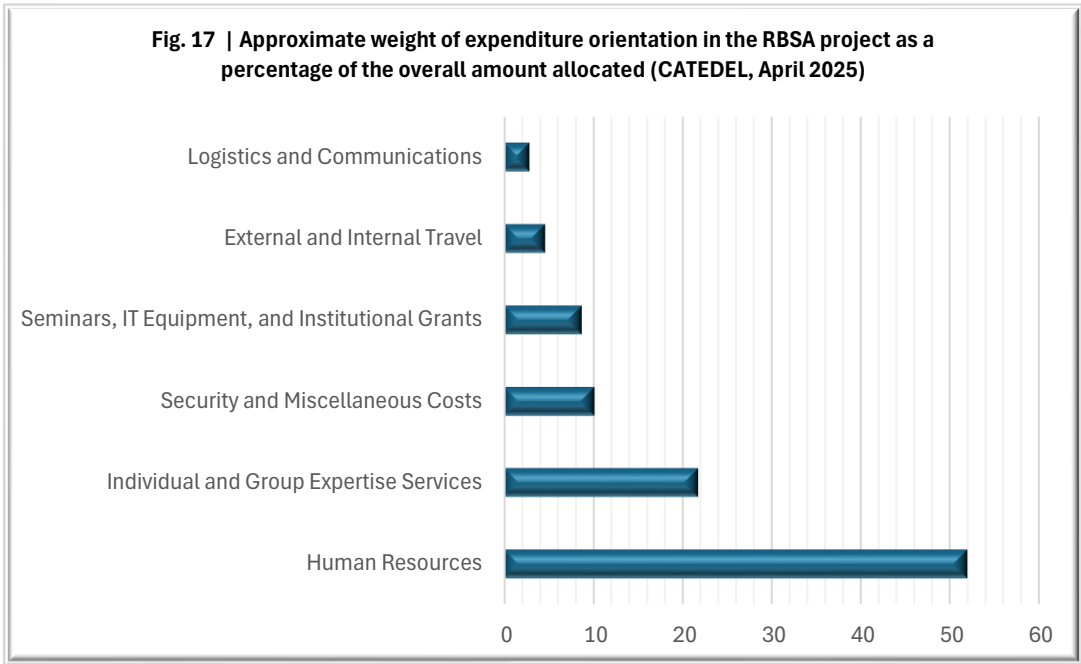
Furthermore, the insufficient integration of academic actors, human rights organizations, and regional networks constitutes a strategic gap. These actors could have played a vital role as a critical interface between the state, civil society, and communities, providing independent expertise, strengthening transparency, and consolidating the territorial anchoring of initiatives.

Analyzing the project's configuration, it appears that a more ambitious inclusion dynamic would have been desirable from the design phase. In particular, the integration of youth representative organizations, certain federations of cooperatives working with workers in the informal economy in rural areas, as well as associations of people with reduced mobility, would have helped to strengthen the socio-political basis of the project and ensure better territorialization. Their relative absence is partly explained by an initial structural bias, which favored a concentration of efforts around traditional institutional operators, mainly located in Port-au-Prince.

It is well recognized that the extremely degraded security context severely constrained the possibilities of territorial deployment and community mobilization. However, this operational constraint combined with an initial orientation of the project too focused on traditional actors, which limited the expansion of the circle of beneficiaries and strategic stakeholders.

2.4.2.2 QE4 | • Contextual resource management: allocations and reallocations in the budget

To shed light on the analysis of the project's efficiency, it is useful to present the approximate distribution of expenditures by category of activity. The graph below illustrates the relative weight of each budget item expressed as a percentage of the overall amount allocated. This breakdown provides a better understanding of the strategic and operational priorities defined within the framework of the project, as well as the investment choices made in a context heavily constrained by financial, security, and logistical limitations. The analysis of this budgetary orientation provides key elements for assessing the extent to which resources were mobilized in a manner consistent with the initial objectives of institutional strengthening, technical coordination, and support for national and regional actors involved in promoting social protection in Haiti. The following graph presents, for information purposes, the observed situation:



The graph presented illustrates the approximate breakdown of expenditures incurred under the RBSA HTI/22/01 project, as a percentage of the total allocated amount. This budget breakdown provides a useful insight into the strategic choices made to maximize the project's impact in an operational context heavily constrained by the security instability in Haiti.

Overall, human resources represent the largest portion of the budget, accounting for approximately 50% of the total amount. This level of investment is justified by the need to mobilize high-level national and international expertise, essential for technical coordination, partner support, and securing implementation. Expert services, meanwhile, absorb nearly 20% of the funds, corresponding to the mobilization of external consultants for strategic studies, the development of technical tools, and the conduct of targeted training.

Expenditures related to seminars, IT equipment, and institutional grants represent around 10%, supporting the material and logistical capabilities of the national partners involved (ONA, OFATMA, CAOSS). Security and miscellaneous costs (around 5%), as well as internal travel and extreme travel (around 3%), reflect adaptation to the severe constraints of the Haitian context, particularly the need to secure interventions and guarantee mobility in an unstable environment. Finally, logistics and communication expenses remain marginal (less than 2%), indicating a desire to maximize the allocation of resources toward higher value-added activities.

However, it is worth noting that gender-related activities and gender-specific initiatives were not disaggregated in the budget. This lack of specific breakdown makes it difficult to analyze the budget's impact on gender issues and does not allow us to assert that the budget is truly gender-sensitive. This observation constitutes a significant limitation, particularly in light of international commitments on gender equality and social justice.

Furthermore, it is essential to clarify that this financial analysis does not replace a full audit. Only a methodologically rigorous external audit could provide precise answers to more technical or complex questions related to financial procedures, compliance, and the efficiency of resource use.

However, the documents reviewed as part of this evaluation – including consultant contracts, Terms of Reference (TOR) and service provider Curriculum Vitae (CV) – reveal a good match between the amounts allocated, the quality of the deliverables produced, and market standards for similar services. All of the identified service providers demonstrate proven expertise in their respective fields, and the quality of the products delivered, despite an extremely difficult context, attests to a good level of professionalism and commitment.

It is also important to remember that Haiti is a lower-middle-income country and remains a regional priority, particularly in terms of support for social protection. The operational context there is particularly complex, especially since the ILO does not have a permanent national office in Haiti. The adverse security environment requires the use of exceptional measures in line with UN security standards. As a result, the project had to exceptionally allocate approximately 52% of the RBSA budget to staff, in order to ensure the success of national coordination (in particular the P5-level CTA position).

Ultimately, and with due respect, without claiming to be an exhaustive financial evaluation, the documentary analysis conducted as part of this evaluation tends to demonstrate that the budgetary allocations observed generally reflect the realities on the ground, taking into account the risks, security constraints and the institutional strengthening objectives targeted by the project.

2.4.3 QE4 | • Did the project meet the deadlines set for key activities, taking into account the necessary adjustments due to the security crisis and logistical limitations?

The project had to benefit from an unpaid extension of approximately five (5) months.

Meeting the deadlines set for key activities under the RBSA HTI/22/01 project was heavily influenced by a particularly challenging operational context, marked by a prolonged security crisis, logistical

disruptions and widespread institutional instability. From a pragmatic perspective, it should be noted that while several deliverables were actually produced within the planned deadlines — including institutional diagnostics, some training tools and capacity-building activities — other components had to be rescheduled or adapted due to contextual factors beyond the project's control.

Among the most significant adjustments, we note the need to redirect certain activities towards remote implementation methods (via Zoom, WhatsApp or Teams), replacing the in-person workshops initially planned in the regions. In addition, the deployment of certain strategic actions, such as the operationalization of a National Steering Committee (CoPIL), the consolidation of a territorialized approach to reforms, or the effective expansion of coverage to vulnerable groups, has experienced significant delays. These delays are explained both by the complexity of inter-institutional coordination and by the gradual demobilization of several public agents, exacerbated by insecurity.

In summary, although the project met a number of technical deadlines thanks to proactive coordination and adaptive adjustments, the security situation and logistical challenges required constant flexibility, making it necessary to redefine priorities and spread certain activities over a longer period than planned. This illustrates the project's resilience but also highlights the need to rethink implementation deadlines in protracted crisis contexts, through the formulation of risk assumptions for future actions, by integrating realistic adjustment margins into the initial logical frameworks and timetables.

2.5. QE5 | • Orientation towards the impact of the HTI/22/01/RBS project

The analysis of the project's impact orientation allows us to assess the depth and scope of the transformative effects generated by the intervention, in a Haitian environment marked by a multidimensional crisis – political, security, economic and institutional – that is both persistent and alarming. This chapter highlights the project's capacity to produce lasting structural changes in the governance and coverage of the social security system, while mobilizing **agile adaptive management**, sensitive to the dynamics of fragility. Based on these analytical elements, the following sections propose organized responses to the key evaluation questions defined within the framework of this mandate:

2.5.1 QE5 | • What evidence is there of structural changes in the governance and coverage of the social security system as a result of the project?

The evaluation results reveal that the RBSA project has initiated several fairly significant structural changes in the governance of the social security system in Haiti. However, it is important to note that these transformations, although promising, remain at a fragile stage of evolution, mainly due to a national context deeply marked by political, institutional and security instability, independent of the direct scope of the project.

One of the most tangible achievements concerns the reactivation of the Social Security Organization Support Committee (CAOSS), which had long remained inactive. Through sustained technical support, the organization of multi-stakeholder working sessions, and the revision of its operating framework, this tripartite body has been repositioned as a strategic platform for coordinating social dialogue. It now brings together state actors (MAST, ONA, OFATMA), trade unions, and employer representatives in a more structured manner. This institutional revival is in line with the international standards promoted by the ILO in the area of social dialogue, although the consolidation of this dynamic will depend closely on the evolution of the political and institutional context.

On the normative level, the project supported in-depth technical discussions aimed at modernizing the legal frameworks of the two main contributory schemes, ONA and OFATMA. Through legal consultations, gap analysis workshops, and actuarial modeling work, the project highlighted existing structural shortcomings, particularly in terms of universality of coverage, gender inclusion, and financial sustainability. Although no legislative reform has yet been formally adopted, this

preliminary work constitutes essential milestones for initiating a structural transformation of the sector, particularly aimed at including workers in the informal economy who have historically been excluded from social protection schemes.

At the same time, the introduction of monitoring and evaluation tools integrating gender and territorialization dimensions represents another major structural contribution. By encouraging a results-oriented management culture, based on qualitative and quantitative indicators, the project has helped modernize institutional steering practices. However, the persistence of a siloed working culture within Haitian institutions has significantly limited the optimization of these tools. For example, attempts to capitalize on historical records of social security contribution management over the past ten to twenty years have encountered major obstacles, making any robust prospective analysis difficult. This lack of data prevents the development of credible financial sustainability scenarios, thus hampering the promotion of a contributory social insurance scheme that is transparent, attractive, and sustainable. This weakness could also, in the long term, discourage donors from making substantial investments, in an international context where public development aid and humanitarian aid are being redefined and tangible results are required.

It is nevertheless necessary to recognize that, despite these advances, certain structural limitations persist. The effective inclusion of local dynamics, young people, informal workers, and civil society organizations—such as regional federations of agro-processing producers, agricultural cooperatives, and community microfinance structures — remains insufficient. However, to hope to build a resilient, financially viable social protection system that truly promotes social justice, it is imperative to broaden governance to include stronger territorial participation, based on an intergenerational approach and an alternative to traditional institutional channels alone.

Ultimately, it is crucial to move beyond the centralization often referred to as the "Republic of Port-au-Prince" and promote governance that is more open, inclusive, and representative of local realities. This requires actively strengthening the integration of provincial stakeholders, community movements, and younger generations, in order to create a truly national social protection system that is equitable, systemic, and sustainable.

2.5.2 QE5 | • How have project activities contributed to strengthening institutional capacities and fostering greater integration of social protection into the humanitarian-development-peace (HDP) framework?

The RBSA project's activities did not directly involve the implementation of income-generating activities on the ground. Instead, the project's intervention focused on developing technical frameworks to guide sectoral public action on social protection and employment in fragile contexts. With this in mind, the project facilitated, in particular through the mobilization of a senior national consultant, the development of strategic guidance documents to support High Intensive Labor (HIMO) initiatives. These initiatives specifically aim to strengthen institutional capacities and promote better integration of social protection into the Humanitarian-Development-Peace (HDP) framework in Haiti, by combining different complementary strategies.

First, in terms of institutional capacity building, the project has produced structuring operational tools, including guidelines and standard operating procedures (SOPs) for employment-intensive projects (EIPs). These tools ensure a systematic approach to environmental and social safeguards, while integrating the principles of decent work, social protection, occupational safety and health, gender equality and the inclusion of people with disabilities. By guiding the planning, implementation and monitoring of EIP interventions, they aim to strengthen the capacities of national public institutions – such as MAST, MTPTC and MDE – to intervene in a more coherent, sustainable manner and in accordance with international standards.

Second, in terms of the development of information and management systems, the feasibility study for the establishment of an information system specific to PIE programs constitutes a

fundamental contribution. This system is designed to centralize data on beneficiaries, projects, financing and social results, in order to strengthen transparency, improve monitoring and evaluation and promote accountability. It represents a strategic lever for strengthening administrative efficiency, optimizing resource allocation, and promoting institutional learning based on evidence.

Third, in terms of integration within the HDP framework, the project sought to align social protection and job creation initiatives with immediate humanitarian priorities, recovery dynamics, and medium- and long-term sustainable development objectives. The HIMO guidelines emphasize, in particular, the protection of fundamental labor rights, the prevention of social and environmental risks, and the promotion of the economic and social resilience of local communities. The inclusion of grievance mechanisms, labor dispute resolution, and empowerment measures for vulnerable groups—women, youth, and people living with disabilities—demonstrates an adaptive, inclusive approach that is consistent with the spirit of the Humanitarian-Development-Peace nexus.

Fourth, in terms of induced effects, these activities have promoted a transition towards a more participatory governance approach, focused on the co-construction of projects with local communities and social accountability. Although the results remain fragile due to the extremely volatile Haitian context, the production of normative tools, the organization of training and support for social dialogue constitute critical milestones for strengthening local ownership of social protection strategies and sustainably integrating these dynamics into sectoral public policies.

2.5.3 QE5 | • What effects did the project have on the perception and commitment of key actors towards the reform of the social security system in Haiti?

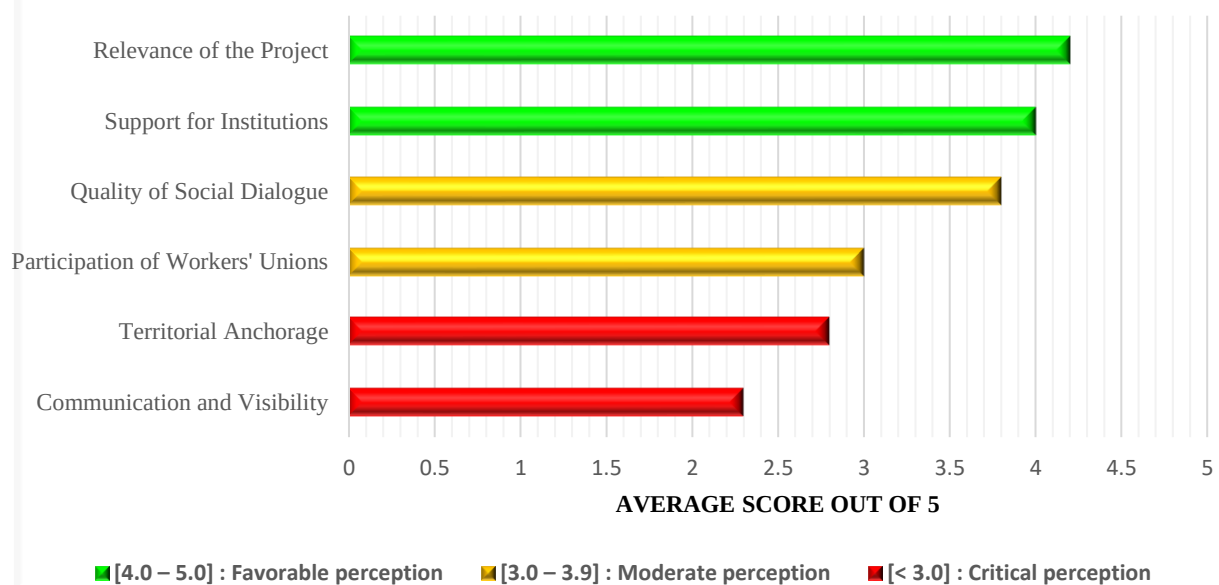
Analysis of data from semi-structured interviews conducted with the project's institutional partners reveals several divergent interpretations of the project's strategic choices, priority targets, and implementation mechanisms. On the one hand, some respondents—particularly from trade union organizations—believe that the project places a disproportionate emphasis on strengthening state structures such as the ONA and OFATMA, to the detriment of the recognition and active inclusion of workers' organizations. This approach is perceived as an imbalance, strengthening state institutions whose governance is sometimes deemed opaque or lacking credibility.

Other partners, on the contrary, defend this orientation by asserting that it is imperative to consolidate the national institutional framework of social security, by centralizing efforts around public bodies, in order to guarantee the sustainability, coordination and institutional anchoring of reforms. Moreover, divergences remain on the way in which the project takes into account specific needs: some criticize insufficient attention to gender issues and the realities of remote areas, while others insist on the cross-cutting and strategic scope of the project, emphasizing that these dimensions are implicitly integrated and must be reflected at the time of actual implementation. These differences in perception reflect classic tensions between the logic of institutionalization and the imperatives of social inclusion and underline the need for more participatory governance and strengthened communication between the different groups of actors involved.

These findings do not call into question the strategic relevance of the project but call for greater attention to be paid to the mobilization of all social partners, the revitalization of consultation spaces, and the implementation of a proactive and inclusive communication strategy.

The following figure summarizes the trend of perception of different types of respondents with regard to this question:

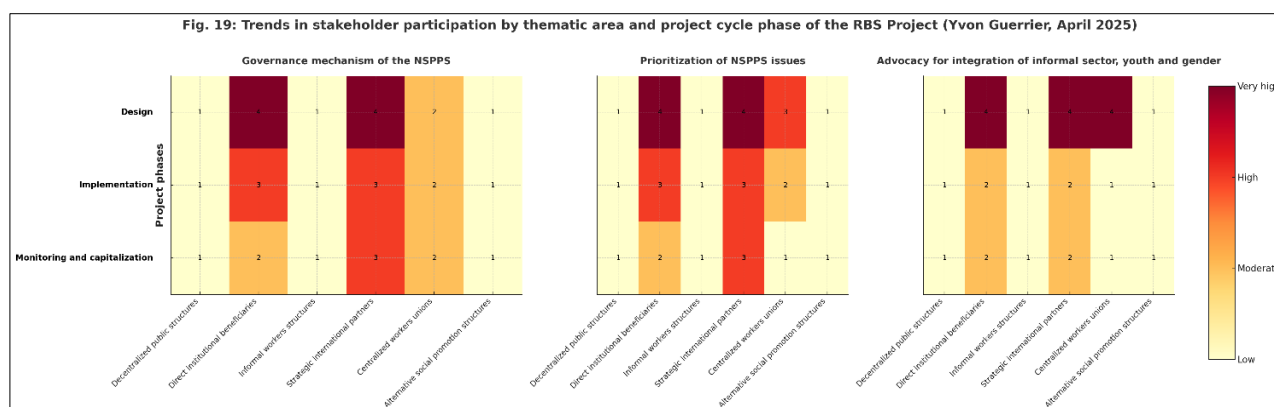
Fig. 18: Trend in respondents' perception of the RBSA project evaluation on key and strategic themes (Guerrier/CATEDEL, April 2025)



The graph above illustrates, using the final score method aggregated by weighted average, the crossed trends of perception expressed by the respondents during the project evaluation, highlighting the three dominant categories of judgment: favorable, moderate and critical. This visualization makes it possible to represent the diversity of institutional positions by considering the overlaps between these categories. Indeed, the data collected during the semi-structured interviews reveal contrasting perceptions, where several respondents recognize the strategic relevance of the project - in particular its alignment with the PNPPS and its technical support to public institutions - while expressing notable reservations about the weakness of communication, the limited involvement of trade union organizations, the low visibility of results on the ground, as well as the constraints related to the governance of the CAOSS.

Some institutions considered that the project placed a disproportionate emphasis on state structures (ONA and OFATMA), to the detriment of a more sustained dialogue with social partners. Others, however, recognized the coherence of this orientation, in a logic of strengthening existing public frameworks. This divide in assessment is visually reflected in the partial overlap between the spheres of favorable and moderate perception. In addition, a significant proportion of respondents highlighted the project's weaknesses in terms of participatory governance and territorial anchoring, accentuated by the absence of a national steering committee and the lack of inter-institutional communication. Thus, the intersection zone between the three categories in the diagram reflects the complexity of the perceptions collected, where recognition of progress, structural criticism, and unmet expectations coexist. This configuration reveals a conditional support for the project and calls, for the future, for an exit strategy that is more inclusive, concerted, and sensitive to differentiated institutional dynamics.

The following figure illustrates the participation trends of the main categories of stakeholders in the different phases of the RBS Project management cycle, according to three strategic themes: PNPPS governance, prioritization of social protection issues and integration of informal sectoral, youth and gender dimensions. This visualization allows us to compare the intensity of involvement observed across the design, implementation and monitoring-capitalization phases.



The figure above summarizes the participation dynamics observed among the main stakeholders of the RBS Project, according to strategic themes and phases of the management cycle. Trend analysis reveals a notable concentration of engagement around direct institutional beneficiaries and international strategic partners, particularly during the design and implementation phases. Conversely, decentralized public structures, workers' unions, and informal sector organizations show lower involvement, especially during the monitoring and capitalization phases. This asymmetrical distribution of participation poses major challenges for the effective and sustainable operationalization of the National Policy for Social Protection and Promotion (PNPPS).

Strategically, these findings reflect a risk of weakening the reforms initiated, particularly in terms of local institutional ownership, the sustainability of the governance mechanisms put in place, and the coverage of the specific needs of historically marginalized groups. They highlight the need to broaden consultation processes to all categories of actors from the design phase, to strengthen the organizational capacities of decentralized structures, and to consolidate inclusive advocacy mechanisms around youth, gender, and the informal sector.

For the future of the RBS project and the consolidation of the PNPPS, it appears crucial to adopt a more resolutely participatory governance approach, based on structured dialogue, increased accountability of regional actors, and strengthened networking of stakeholders. This strategic repositioning would not only help to amplify the impact of interventions, but also to sustainably anchor social protection in a logic of social justice, territorial equity, and systemic resilience.

2.5.4 QE5 | • How did the project improve short-term institutional capacities and coordination mechanisms for social protection in crisis contexts?

Sustainability, as a key element, allows us to assess not only the long-term viability of the benefits, but also the project's ability to adapt and respond to future challenges. Therefore, the following section delves deeper into the dimensions of sustainability, highlighting the strategies and actions that ensure the continuity of the expected benefits.

2.6. QE6 | • Sustainability of the HTI/22/01/RBS project

The project sustainability assessment aims to measure the extent to which the intervention's achievements are likely to be maintained and strengthened after the end of external funding. This chapter analyzes the project's ability to consolidate institutional reforms, to integrate its products (tools, guidelines, procedures) into the operational practices of the main entities concerned — in particular ONA, OFATMA, and CAOSS—and to promote their appropriation by national stakeholders. The assessment also focuses on the replicability of the approaches introduced, the retention of trained staff, and the adoption by beneficiary institutions of strategies and instruments promoting the continuity of action. In an environment marked by chronic fragility, the efforts made to integrate the project's recommendations into regulatory frameworks and sectoral policy plans are key indicators of its long-term sustainability.

Drawing on these analytical elements, the following sections are designed to provide clearly organized and articulated responses to the priority evaluation questions defined in this mandate:

2.6.1 QE6 | • What progress has the project made in strengthening institutional capacities to ensure the continuity of reforms and the implementation of the PNPPS?

The RBSA project has made significant progress in strengthening institutional capacities, which are essential to support the continuity of reforms and the effective implementation of the National Policy for Social Protection and Promotion (PNPPS). One of the project's major contributions has been to raise awareness among key stakeholders of the need to revisit certain structural and cyclical issues which, if ignored, would have compromised any ambition to build a sustainable and inclusive PNPPS.

By fostering the emergence of minimal consensus around critical issues, the project helped establish a culture of inter-institutional collaboration. This dynamic has enabled the gradual consolidation of several structural and functional achievements, in a context marked by significant institutional fragmentation and chronic instability. The approach adopted, based on adaptive management and oriented towards realistic but transformative results, has focused efforts on the development of technical skills, methodological appropriation and organizational structuring.

Notable advances include the clarification of institutional roles, the revision of sector governance tools, and the organization of multi-stakeholder social dialogue sessions. These initiatives have helped re-establish the governance of the social protection system in a spirit of shared responsibility between traditional stakeholders: the state, unions, and employers, in accordance with ILO standards on social dialogue.

In terms of skills development, the project facilitated the development of specialized training modules on social protection governance, results-based management, gender-sensitive analysis, and monitoring and evaluation of social programs. These tools, widely distributed among managers of the main partner institutions (MAST, ONA, OFATMA), helped standardize professional practices while creating a common reference base for the implementation of the PNPPS.

However, it is important to emphasize that the limited involvement of regional and decentralized offices in this process constitutes a notable weakness. This lack of territorial anchoring risks compromising efforts to democratize and decentralize skills and social databases. Without effective ownership by territorial actors, including in a pilot approach, social and institutional adaptation capacities will remain fragile, which could ultimately lead to resistance to change at the local and provincial levels.

Furthermore, the provision of methodological guides, targeting grids, gender-sensitive monitoring tools, and indicator matrices constitutes another strategic contribution of the project. These instruments have strengthened the capacity of partner institutions to design, implement, and evaluate social policies in a more structured and systematic manner. They have also supported the institutionalization of a logical intervention framework for the PNPPS, defining clear benchmarks for monitoring reforms and progressively planning priorities.

Finally, one of the project's most structuring contributions lies in its efforts to connect institutional reform to local dynamics. Although severely hampered by widespread insecurity, the initiative to further involve the decentralized branches of central institutions remains essential for territorializing social policies. Such an approach is crucial to ensuring that the implementation of the PNPPS is based on a bottom-up, inclusive, and resilient dynamic, capable of responding to the differentiated realities of the territories and ensuring the sustainability of the reforms undertaken.

2.6.2 QE6 | • How are the project products and tools integrated into the regulatory and operational frameworks of key institutions such as ONA, OFATMA and CAOSS?

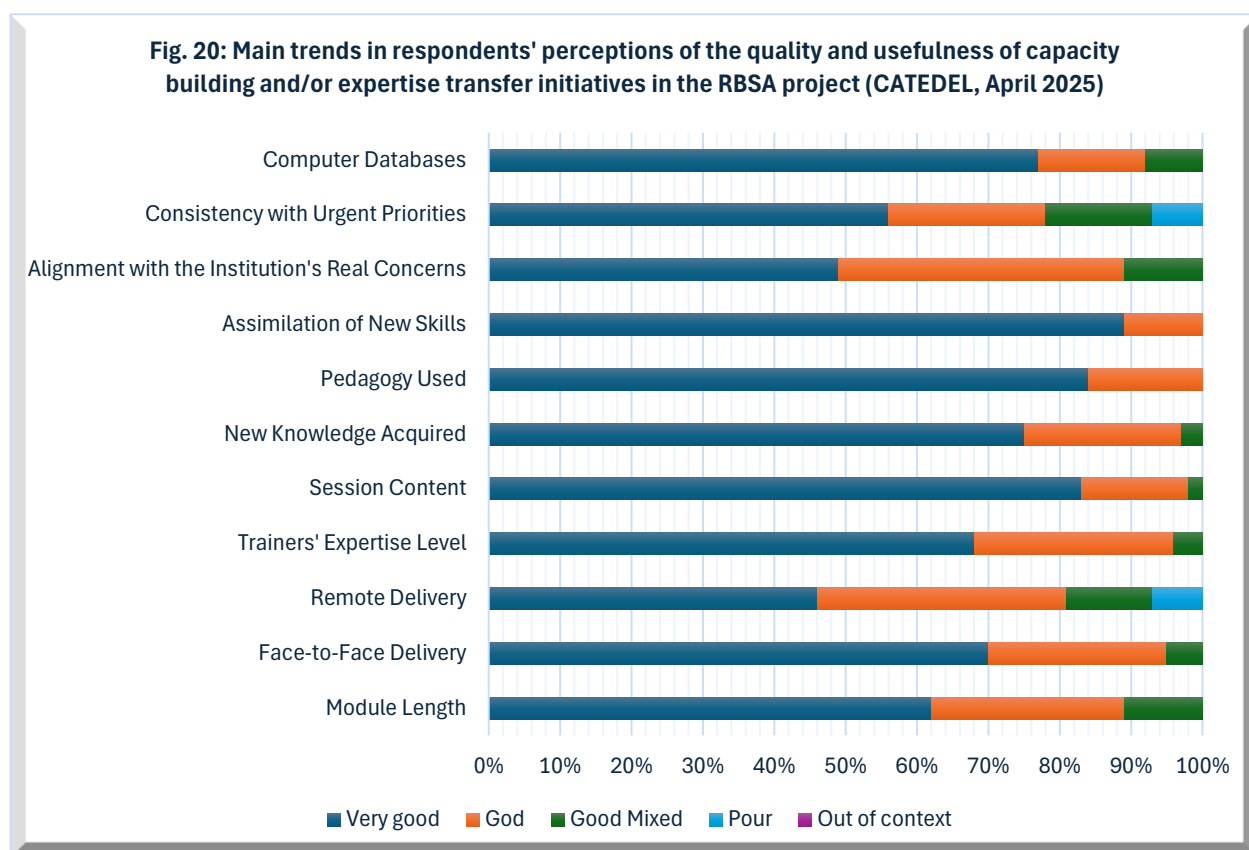
The tools have nevertheless been gradually integrated into the regulatory and operational frameworks of ONA, OFATMA and CAOSS, through a pragmatic approach that respects institutional dynamics.

However, this integration remains uneven, hampered by staff turnover, logistical weaknesses and political uncertainties.

At the time of the evaluation, beneficiary institutions expressed a sustained interest in institutionalizing and disseminating the tools and knowledge acquired through the project. The majority of stakeholders appropriated them satisfactorily, while a minority expressed reluctance. However, this reservation is not linked to the nature of the tools or their usefulness for the PNPPS, but rather to a concern about the brevity of the training, with beneficiaries advocating for a continuing training approach to ensure better assimilation over time.

The evaluation considers this claim particularly relevant, especially since several agents trained under the project have been dismissed, replaced, or relocated following changes in institutional leadership. In this unstable context, the dynamics of appropriation of the RBSA project's products and tools remain fragile.

To more precisely assess the impact of the capacity building initiatives and/or expertise transfers promoted by the project, the graph below presents, for information purposes, the main trends revealed by the analysis of qualitative data from the responses of the stakeholders consulted:



The graph above highlights a generally favorable assessment of the capacity-building and expertise transfer initiatives undertaken within the framework of the RBSA project. Participants particularly praised the quality of the computer databases developed, the expertise of the trainers, and the relevance of the content covered, which mostly received "very good" and "good" ratings.

Furthermore, some aspects such as alignment with institutional concerns and the assimilation of new skills present more nuanced assessments. A minority of respondents expressed "mixed" or "poor" perceptions, pointing to opportunities for adjustment to strengthen the adequacy of actions to the specific strategic needs of partner institutions.

Regarding delivery methods, while face-to-face training has been largely well received, remote training requires special attention to optimize its effectiveness and participant engagement in hybrid learning contexts.

Overall, the results reflect a significant contribution to capacity building objectives, while highlighting the importance of maintaining an adaptive approach that is sensitive to the evolving needs of stakeholders.

Furthermore, respondents highlight a new strategic challenge: unlike the situation four years ago, more and more Haitian professionals who choose to remain in the country—or who are unable to emigrate due to rampant insecurity—now prefer to be transferred to the provinces rather than expose themselves to the major risks of Port-au-Prince. This development calls for a reconfiguration of the dynamics of institutional consolidation: it is becoming imperative to integrate more managers working in provincial environments to strengthen territorial ownership of the reforms. This will require a redesigned human resource savings and knowledge management strategy to ensure more resilient, decentralized, and sustainable dissemination of the project's achievements.

In the absence of such an adjustment, the risks of discontinuity, dilution of skills and weakening of the reform process remain high.

2.6.3 QE6 | • Are there financial mechanisms or strategic agreements that ensure the sustainability of the project beyond its completion?

The project's exit strategy remains insufficiently defined and requires in-depth and collaborative reflection with the relevant strategic stakeholders. This shortcoming is particularly problematic in the current context, where the country is facing a significant increase in the number of internally displaced persons (IDPs) and a surge in critical social cases requiring urgent care.

At the same time, multiple forms of internal insecurity — whether food, health, education, or public—exacerbate the vulnerabilities of already fragile populations. Added to this are the Dominican Republic's ongoing practices, which, in conditions often described as inhumane, expel migrants en masse to Haiti. These women, sometimes lacking roots or socioeconomic and family reference points, find themselves at the Haitian border in a situation of extreme precariousness.

In this complex and worrying context, it is imperative that the project incorporates strategic considerations regarding its exit. This includes exploring a partnership with the IOM (International Organization for Migration) to ensure concerted, informed, and tailored interventions. Collaboration with the IOM could strengthen response capacities in managing migration flows and protecting vulnerable populations, while ensuring better coordination between national and international stakeholders.

Thus, a clear, inclusive and pragmatic exit strategy appears to be a pressing necessity to respond to the multidimensional challenges facing the country, while laying the foundations for sustainable and equitable interventions.

2.6.4 QE6 | • To what extent has the strategy been adapted to ensure ownership of the results by national institutions and social actors?

The RBSA project strategy incorporated several mechanisms aimed at promoting the gradual appropriation of results by national institutions and social stakeholders. The methodological choice of co-constructing tools, diagnostics, and action plans with institutional partners (MAST, ONA, OFATMA, CAOSS), combined with a multi-stakeholder dialogue approach, helped strengthen the legitimacy of the interventions. The reactivation of CAOSS, as a national platform for consultation on social security, was a structuring measure to encourage the involvement of social partners in decision-making processes. By relying on participatory workshops, collaborative technical sessions, and the promotion of field feedback, the project demonstrated a clear desire to mobilize institutions beyond a logic of simply receiving technical assistance.

However, the evaluation reveals that this strategy, while relevant, has shown its limitations in an unstable and asymmetrical institutional environment. The lack of formalized shared monitoring mechanisms, the weak presence of territorial actors, and the absence of an explicit mandate for focal points have sometimes reduced the capacity of institutions to sustainably appropriate the tools and results. In addition, civil society organizations and social partners have not always been involved in monitoring processes, which may have hindered their involvement beyond ad hoc consultations. Thus, despite an initially inclusive strategy, effective ownership has remained heterogeneous and often dependent on the individual motivation of those involved, rather than on entrenched institutional mechanisms.

In sum, the project strategy has undoubtedly fostered an initial dynamic of engagement and has laid the foundations for partial institutional ownership, but its consolidation will require, in the future, a more structured approach to transfer, joint accountability mechanisms, and a broadening of participation at the territorial and community levels. To transform ownership into a sustainable lever for reform, it will be essential to institutionalize collaborative relationships, by strengthening participatory governance and multi-level coordination capacities.

2.6.5 QE6 | • To what extent has the project strengthened institutional capacity to support short-term improvements and adapt to governance disruptions in social security reforms?

The project successfully strengthened the institutional capacities of key social security stakeholders in Haiti by providing them with operational tools, technical training, and analytical frameworks that could be directly mobilized. These interventions made it possible to initiate short-term improvements in inter-institutional coordination, administrative management, and reform steering, while addressing the immediate constraints of an unstable institutional environment. The project's programmatic flexibility, combined with its sustained technical support, played a decisive role in maintaining momentum in a context marked by insecurity, the disorganization of public services, and the absence of a functional legislative framework.

However, these advances, while significant, remain fragile in the absence of a robust institutional foundation. Excessive staff turnover, the lack of mechanisms to safeguard acquired skills, and the absence of continuity procedures limit the sustainable appropriation of the tools produced. The project has laid the foundations for structural strengthening, but this cannot be consolidated without a strategy of institutionalizing skills, stabilizing human resources, and systematically integrating the tools into public management practices. The challenge ahead is therefore to make a strategic shift from one-off reinforcement to sustainable transformation.

2.6.6 QE6 | • What temporary financial or policy mechanisms were used to extend the benefits of the project beyond immediate donor funding?

This aspect remains to be clarified in the project's exit strategy. Although the gradual integration of the Humanitarian-Development-Peace (HDP) Nexus dimension could constitute a strategic bridge for future direction, this perspective remains unclear in the minds of the stakeholders interviewed. This underlines the importance of organizing a structuring closing workshop to consolidate a shared vision and position ourselves more firmly on these critical issues.

Furthermore, the imminent closure of the RBSA project poses a real risk: that of an institutional dynamic that is still insufficiently consolidated to withstand the emergence of new, potentially more complex and destabilizing threats. In this context, it is imperative to design and deploy a resource mobilization strategy capable of responding to the emerging and pressing needs identified on the ground. Without such a mechanism, the progress made could quickly be undermined, limiting the ability of institutions to proactively address future challenges.

The evaluation results provide an essential basis for understanding the project's strengths, challenges, and learnings. However, to maximize the impact of these lessons, it is essential to consider how they

can be capitalized on and shared. Knowledge management thus becomes a strategic lever, ensuring that the knowledge acquired contributes to continuous improvement and the enrichment of future practices. The following chapter focuses on this crucial dimension, exploring the mechanisms and tools for effectively structuring, preserving, and disseminating knowledge from the project.

Chapter 3: Knowledge Management and Exit Strategy

This section highlights key lessons learned and good practices from the implementation of the HTI/22/01/RBS project. It aims to promote the capitalization, transfer of learning, and replication of effective approaches in similar contexts, in Haiti and elsewhere.

3.1. Lessons learned

This section highlights the key lessons learned from the project's implementation, taking into account the contextual challenges, strategic adjustments, and institutional dynamics observed. These lessons provide useful benchmarks to guide future interventions in similar environments marked by fragility and instability. The three main lessons identified are:

- **LL 1 | Adaptive management is essential in a crisis context:** In a context of fragility, an adaptive and agile management approach is not only desirable, it is essential to ensure operational viability and strengthen the resilience of partner institutions.

In a Haitian environment marked by political, security, and institutional instability, the project's ability to adjust its activities in real time was crucial. The strategic flexibility adopted—particularly through operational rescheduling, adapting training to a hybrid format (in-person/virtual), and leveraging digital tools—helped maintain the relevance of interventions and ensure minimal continuity in an extremely unstable context.

- **LL 2 | The importance of structured social dialogue to support reforms:** Social dialogue is a long-term process that must be strengthened and institutionalized to prevent progress from remaining fragile or reversible.

The reactivation of the **Social Security Organization Support Committee (CAOSS)** has been a major lever for establishing a dynamic of multi-stakeholder social dialogue in Haiti. However, the evaluation highlights that for this dialogue to contribute to sustainable reforms, it is necessary to go beyond one-off initiatives: it is necessary to consolidate this dynamic over time, through general meetings of the PNPPS, stronger institutionalization, and collective ownership of regulatory frameworks.

- **LL 3 | The need for a strategy of capitalization and continuous capacity building:** The sustainability of capacity building initiatives depends on the institutional anchoring of continuing training systems and proactive knowledge management.

Although the project has enabled significant progress in skills transfer and management tool modernization, the sustainability of these achievements remains uncertain. The high turnover within partner institutions and the lack of institutionalized continuing education programs pose a major risk.

3.2. Good practices

The following section lists a set of good practices from the project's experience, deemed transferable and potentially replicable. They illustrate innovative or effective approaches that have contributed to the achievement of results, the strengthening of local capacities, and the improvement of governance mechanisms. Here are three particularly relevant good practices taken from the final independent evaluation report of the RBSA project:

- **GP 1 | Targeted strengthening of institutional capacities as a vector of innovation and differentiated effectiveness:** Although the direct institutional beneficiaries (ONA, OFATMA, CAOSS in particular) share common concerns regarding the extension of social protection, governance and accountability, their operational and institutional needs differ significantly.

This good practice is based on targeted and differentiated strengthening of the institutional capacities of the main actors in Haiti's social protection system—namely, ONA, OFATMA, and CAOSS. As opposed to a standardized approach, this approach made it possible to tailor interventions to the specific needs of each entity: support for the modernization of management tools for ONA, digitization of social benefits via openIMIS at OFATMA, and institutional support for CAOSS in its sectoral coordination role. This fine-tuned targeting fostered ownership of reforms, stimulated organizational innovation, and strengthened tripartite governance in a more inclusive manner. However, this differentiated effectiveness was only possible through a rigorous prior diagnosis, a minimum of stability among the actors involved, and adaptive governance.

However, several structural limitations call for caution in any attempt at replication. The main pitfalls identified include the high instability of human resources, the absence of sustainable continuing education programs, weak inter-institutional coordination, and the excessive concentration of interventions in the metropolitan area. These factors have hampered the sustainable anchoring of achievements and highlight the need for a more robust institutional environment. To be effectively transferred to other contexts, this approach must be accompanied by complementary measures: stabilization of key public functions, structured multi-stakeholder governance, harmonized monitoring and evaluation systems, and shared capitalization mechanisms.

Ultimately, good practice B.P1 constitutes a strategic lever for institutional innovation, fully consistent with results 8.1 and 8.2 of the ILO Programme and Budget as well as with SDGs 1 and 10. Its relevance is based on the ability to combine contextual adaptation of support, strategic coordination and organizational learning. To ensure its sustainability and potential for replication, it is imperative to adopt a systemic and territorially anchored approach, supported by a strategy of continuous professionalization and a structured system for the transfer and sharing of knowledge.

- **GP 2 | Implementation of technological tools to modernize social protection services:** The introduction of openIMIS software at OFATMA is a convincing example of initiating the modernization of social benefits management systems, through the digitalization of processes, thus increasing transparency and efficiency.

The implementation of **openIMIS software** at OFATMA is a good practice emblematic of initiating the digital transformation of social protection services in Haiti. By digitizing administrative processes, this tool has improved the traceability, transparency, and efficiency of social benefits management, while laying the foundations for more inclusive governance. Its potential for adaptation to other institutions (such as ONA or MAST) is real, but depends on critical conditions: minimal digital infrastructure, qualified human resources, and sustained technical support. In this sense, openIMIS represents less a simple tool than a strategic lever for reform, consistent with ILO objectives 8.1 and 8.2 and national commitments to universal social protection.

However, several structural limitations call for caution: the geographical concentration of interventions in Port-au-Prince, high staff turnover, the absence of an internal actuarial unit at OFATMA, and poor interoperability with existing systems such as SIMAST. The evaluation therefore recommends avoiding any hasty expansion without an assessment of local technological needs, a progressive territorialization strategy, or an integrated digital governance framework. Any effective replication will require enhanced inter-institutional

coordination, ongoing technical dialogue, securing social data, and ongoing training programs. Without these prerequisites, the catalytic effect of openIMIS risks remaining limited and short-lived.

- **GP 3 | Environmental and social safeguard approach in high-intensive labor (HIMO) projects:** The integration of guidelines and standard operating procedures (SOPs) for labor-intensive projects (PIE) has made it possible to establish social protection mechanisms while minimizing negative impacts on the environment and promoting the inclusion of vulnerable groups.

This innovative methodological framework makes it possible to coherently articulate the creation of temporary jobs, compliance with environmental standards, social inclusion—particularly for people with disabilities—and the promotion of decent work. Designed in a context of high socio-institutional vulnerabilities in Haiti, this approach relies on sustained technical support, a strong capacity to adapt to local realities, and collaborative governance. It is fully in line with the objectives of the ILO's Social Protection Policy for Just Transition, while contributing to SDGs 1, 5, 8, and 13. It thus constitutes a strategic lever for harmonizing practices and strengthening the resilience of territories. By combining decent work, environmental protection, and the inclusion of vulnerable groups, this innovative approach has strong potential for extension to other projects in order to maximize its impact.

However, its larger-scale implementation remains conditional on several essential factors: minimal institutional stability, local capacity building, the existence of effective coordination frameworks, and strong political will. The evaluation also highlights several structural limitations that should not be overlooked, such as the weak institutionalization of environmental standards in public policies, the lack of qualified human resources within local authorities, the absence of gender- and disability-sensitive indicators, as well as security constraints that hinder the territorialization of interventions. To avoid failures, it is imperative not to generalize this approach without prior diagnosis, without an integrated monitoring and evaluation system, and without alignment with national and international regulatory frameworks. Its success will therefore depend on progressive institutionalization, coordinated intersectoral support, and the systematic integration of environmental and social issues into the programming of labor-intensive projects.

3.3.- Prospective scenarios linked to the exit strategy

With a view to ensuring sustainability and the gradual transfer of acquired knowledge, the evaluation analyzed various possible exit scenarios for the RBS Project. This prospective approach aims to anticipate post-project dynamics by identifying the institutional, technical, and partnership conditions necessary to ensure the sustainability of the results obtained. Each proposed scenario takes into account levels of stakeholder ownership, local management capacities, contextual stability, and levers for anchoring in public policies. This analysis thus makes it possible to compare options based on their feasibility, associated risks, and potential long-term impact, in order to guide strategic decisions toward a responsible transition aligned with the systemic resilience objectives pursued by the project. These scenarios explicitly take into account the critical cross-cutting parameter of widespread insecurity in Haiti.

Scenario 1: Gradual exit by progressive transfer and hybrid support (SSS₁)

◆ Description :

- Exit approach spread over 12 to 18 months after the official end of the project.
- Maintaining remote support combined with highly targeted and secure one-off visits.
- Gradual transfer of responsibilities to a core of strengthened institutions (MAST, CAOSS, ONA, OFATMA).

◆ Security parameter taken into account : — Limiting physical movement to what is strictly necessary. — Intensive use of digital tools.
◆ Estimated feasibility : — Moderate to high (if international support is maintained for technological and diplomatic security).

Scenario 2: Accelerated Exit with Consolidation by Third-Party Partners (SSS₂)

◆ Description : — Expedited release within a short period (6 months). — Transfer of acquired knowledge to more stable third-party partners (IOM, WFP, international NGOs). — Signing of partnership protocols for the continuity of actions.
◆ Security parameter taken into account : — Support for existing protection systems of humanitarian agencies.
◆ Estimated feasibility : — High (in the short term) but risk of dilution of the RBSA strategy.

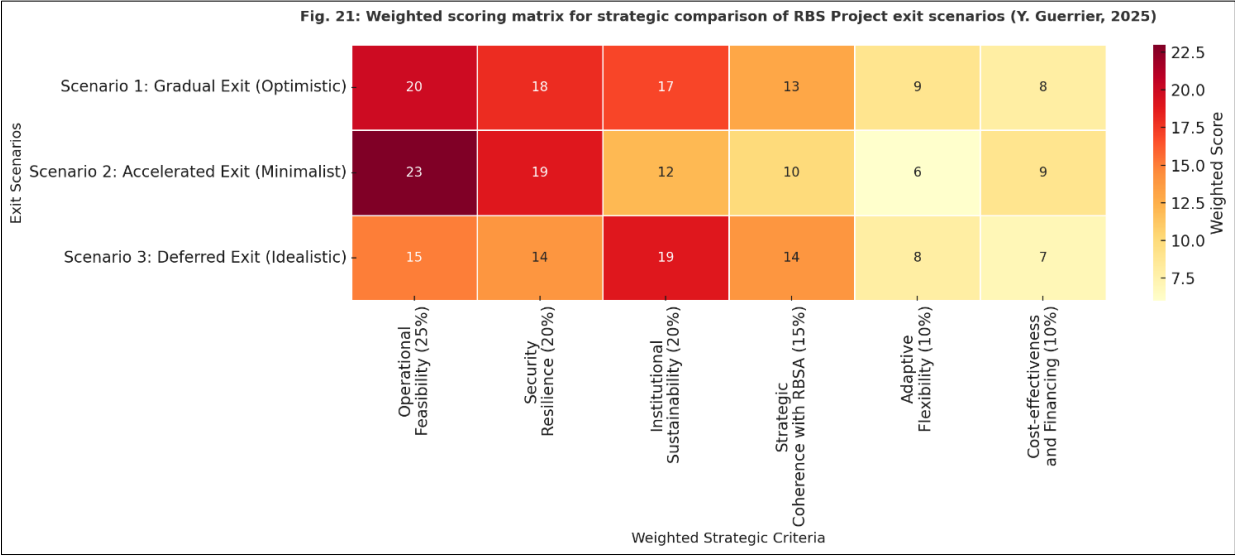
Scenario 3: Delayed exit in the form of a mini-institutional anchoring project (reduced Phase II) (SSS₃)

◆ Description : — Implementation of a reduced Phase II over 18 to 24 months. — Focus on digital management, capitalization and stabilization of social dialogue.
◆ Security parameter taken into account : — Focus on activities requiring little or no physical mobility. — Work in relatively more stable geographical areas.
◆ Estimated feasibility : — Average (highly dependent on additional funding and local institutional commitment).

In all the scenarios considered, the security dimension constitutes a determining cross-cutting factor to ensure a gradual and structured exit from the RBS Project. Indeed, the chronic instability that characterizes the Haitian context requires the systematic integration of a dedicated security monitoring system, capable of anticipating risks and adjusting interventions in real time. It is also recommended to establish a targeted psychosocial assistance mechanism, particularly for institutional executives exposed to pressures or forms of trauma related to the insecurity environment. Finally, the adoption of flexible implementation modalities – taking into account regional variations and contextual developments – is essential as a guiding principle, in order to adapt each exit scenario to the reality on the ground and to preserve the institutional progress achieved. This cross-cutting security analysis thus makes it possible to strengthen the operational feasibility and resilience of the proposed options.

At the same time, in order to objectify the comparative analysis of the RBSA Project exit options in the Haitian context, a weighted scoring grid was developed. It is based on six strategic criteria deemed decisive, each associated with a weighting proportional to its relative importance. Each scenario was evaluated according to six important criteria, such as practical feasibility, the capacity to adapt to insecurity, institutional solidity, and consistency with the initial objectives of the project. These criteria were weighted according to their importance, which makes it possible to give an overall score

to each option. The darker the color, the better the scenario scores on the criterion considered. The following figure (21) presents the results of this evaluation, by assigning each scenario an aggregate score out of 100, calculated from the weightings retained:



The visualization presented offers a comparative strategic reading of the three exit scenarios considered, positioning them according to their feasibility, their transformational potential, and their level of contextual dependence. The so-called *deferred* scenario —corresponding to a relaunch in the form of a mini-project (Phase II)—stands out for its long-term robustness and its capacity to sustainably consolidate institutional achievements. However, its implementation remains conditional on the mobilization of new financing and a minimum stability of the context. At the other extreme, the *accelerated scenario* offers the advantage of rapid implementation, but its weak institutional anchoring carries a significant risk of diluting the results obtained. Between these two options, the *gradual scenario* offers a more realistic middle path, based on a hybrid support logic and a gradual transfer of responsibilities to national institutions. This gradual approach would strengthen local capacities while securing the project's effects in a volatile context. The comparative grid thus produced therefore constitutes a decision-making tool, by facilitating a cross-evaluation of the strengths, limits and critical conditions of each scenario, particularly in light of the persistent security uncertainties in Haiti.

- It should be noted that the construction of exit scenarios is based on a socio-constructivist and praxeological approach, using strategic foresight tools and an adaptive reading of the theory of change. This approach made it possible to model three plausible post-project transition trajectories, taking into account contextual uncertainties, particularly security uncertainties, as well as the institutional and partnership dynamics observed. The scenarios were developed in a participatory manner, based on empirical data from the evaluation, and aim to inform strategic decision-making by identifying the feasibility conditions, the levers of sustainability and the risks associated with each option.

Main conclusions and recommendations of the final evaluation

The cross-sectional analysis of the evaluation criteria highlights a general consistency between the strategic design of the HTI/22/01/RBS project and the implementation dynamics observed on the ground. Despite a particularly unstable institutional and security context, the project was able to activate relevant levers of adaptation, coordination and capacity building, promoting a gradual appropriation of the results by the partner institutions. The complementarity between the technical

approaches and the inter-institutional dialogue processes helped to anchor the project's effects in structural perspectives, while generating differentiated results for the benefit of vulnerable groups. These findings pave the way for strategic recommendations to strengthen the sustainability, replicability and systemic impact of the actions undertaken.

A- General conclusions of the final evaluation of the project

The findings of this evaluation are based on a rigorous, mixed and contextualized methodology, based on a systematic triangulation of qualitative and quantitative sources. Despite certain limitations – notably the geographical concentration of the data and the instability of institutional staff – the empirical robustness of the analyses and the diversity of stakeholders consulted give a high degree of reliability to the results, while inviting a nuanced reading with regard to their national scope. The following sections present the main findings of the evaluation, structured according to the OECD DAC criteria and based on the performance rating system described above (see Table 1). They are also based on the cross-sectional analysis of the evaluation questions and sub-questions, the details of which are provided in **Annex I**.

In a context of **deep systemic vulnerabilities**, chronic security instability and governance deficits, the **HTI/22/01/RBS project** has emerged as a **highly relevant intervention** (Rating: **4/4 – Highly relevant [TP]**). By aligning its objectives with the National Policy for Social Protection and Promotion (PNPPS), ILO standards and the Sustainable Development Goals (SDGs), the project has contributed to repositioning social protection as a structuring pillar of national resilience. Long perceived as a privilege reserved for urban elites, social protection in Haiti has, through this initiative, initiated a shift towards the progressive inclusion of historically marginalized groups, notably informal workers and women. This repositioning has strengthened the legitimacy of the PNPPS and stimulated greater recognition of the strategic role of social protection in development policies.

The **internal and external coherence** of the project (Rating: **3/4 – Coherent [C]**) was generally satisfactory. The project built relevant operational synergies with key partners such as GIZ, WFP and several agencies of the United Nations system. However, the evaluation highlights that the mechanisms for intersectoral collaboration still have room for improvement. The paradigm shift desired by the PNPPS requires a true culture of “working together”, going beyond administrative silos and also involving community, informal and territorial actors. The lack of structured coordination between the MAST, the MCDF and other institutions further hinders the integration of cross-cutting and inclusive governance.

The **project's efficiency** (Rating: **4/6 – Moderately Satisfactory [MS]**) is based on a pragmatic capacity to adapt in an unstable implementation environment. The project was able to mobilize its resources responsibly, despite the geographical concentration of interventions in Port-au-Prince. This operational centralization, although understandable in the security context, limited territorial equity in access to the project's benefits, which underlines the urgency of a strategic expansion to the decentralized offices of ONA, OFATMA and CAOSS. The absence of a formal system of capitalization and continuing training also hinders optimal efficiency in the long term.

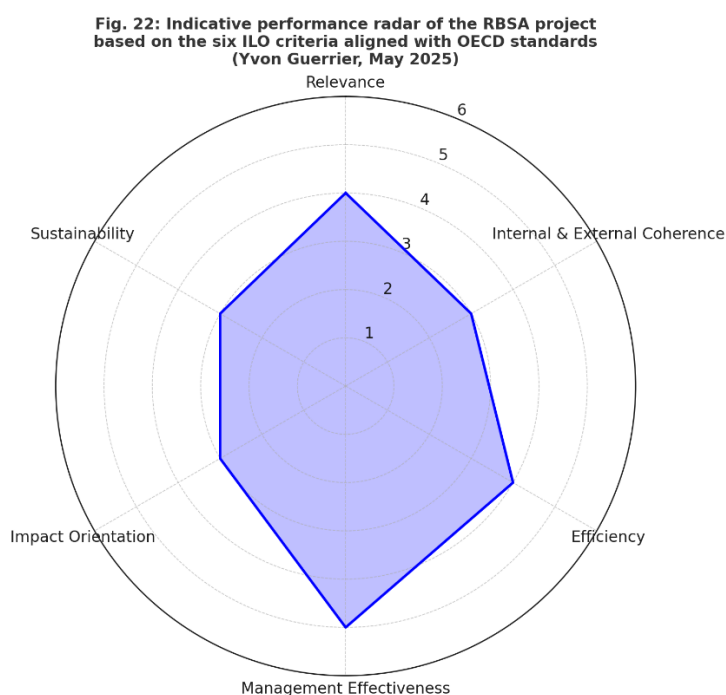
In terms of **management effectiveness** (Rating: **5/6 – Satisfactory [S]**), the project stood out for its **adaptive and agile governance approach**, which enabled the relaunch of the CAOSS, the improvement of the ONA and OFATMA management tools, as well as the initiation of the digitalization of social benefits via openMIS. These results are undeniably structuring. However, the anchoring of these advances remains too limited at the central level, and the expected leverage effects in rural or peripheral areas are still insufficiently perceptible. In addition, the process of developing reform proposals did not sufficiently integrate the provincial offices of the ONA and OFATMA, which could limit institutional ownership in the regions and harm the social acceptability of the planned measures. Thus, although solid foundations have been laid, the operational implementation of the legal reforms remains conditional on lasting institutional stabilization and strengthening of territorial

dialogue. The fragility of the coordination structures, aggravated by the instability of staff and the absence of a steering committee, also reduces their scope.

Regarding **impact orientation** (Rating: **2/3 – Moderate [M]**), the evaluation identifies encouraging signals: increased visibility of the role of social protection, increased awareness among decision-makers, and the emergence of a political discourse in favor of expanding social protection schemes. However, these advances remain fragile and unevenly distributed, particularly from the perspective of women and rural populations. Consolidating them will require joint mobilization of the public, community, economic and social spheres, to create coherent and sustainable chains of impact.

Regarding **sustainability** (Rating: **3/4 – Moderately Likely [MP]**), the institutional foundations laid are promising, but their sustainability remains conditional on several structuring factors. It is essential to **stabilize** public institutions, secure sustainable financing mechanisms, and above all, sustainably transform the dynamics of collaboration. The challenge is twofold: on the one hand, to anchor the achievements in the daily practices of the beneficiary institutions; on the other hand, to stimulate the emergence of a collective culture of social innovation, oriented towards solutions co-constructed with all stakeholders.

The graph below provides an overview of the strengths and areas for improvement of the RBSA project, based on the six main criteria used for the evaluation, as defined by the ILO and aligned with OECD international standards:



This radar summarizes the mixed but promising performance of the RBSA project. It reveals strong strategic relevance and adaptive management capacity in an extremely unstable environment, attesting to the project's transformative potential. However, the more modest scores in terms of sustainability, real impact, and inter-institutional coherence call for renewed mobilization of public and social stakeholders. For the progress made to be sustainable, it is imperative to move beyond centralized logic, strengthen shared management mechanisms, and anchor practices in a culture of social innovation driven by the regions.

The evaluation highlights the catalytic role of the ILO National Coordination, also serving as Chief Technical Advisor, whose strategic positioning has helped to strengthen inter-institutional networks,

promote the Decent Work Agenda and foster synergies between development and humanitarian actors, despite a deeply unstable national context.

Ultimately, the RBSA project's experience demonstrates that it is possible to initiate ambitious structural reforms even in highly fragile contexts, provided that an approach based on human rights, systemic resilience, and operational flexibility is adopted. For this dynamic to truly play a catalytic role, it is now imperative to strengthen the territorial anchoring of the system, systematize learning, and operationalize more inclusive tripartite governance. Under these conditions, the RBSA experience could constitute a strategic reference for building an equitable, resilient social protection system focused on the most vulnerable in Haiti.

B- Main recommendations

The following recommendations are based on field observations, lessons learned, and best practices identified during the evaluation. They aim to strengthen the achievements of the RBSA project while addressing identified weaknesses. They are addressed to Haitian public institutions as well as to technical and financial partners, civil society actors, and the international agencies involved. Their objective: to propose concrete and realistic ways to extend the project's achievements, ensuring that the results are sustainable, useful in other contexts, and transformative.

These recommendations were developed in direct response to the evaluation's findings and are consistent with internationally recognized methodological criteria, including those of the OECD's Development Assistance Committee (DAC). They are also aligned with the three project exit scenarios considered in the evaluation, each based on risk assumptions and implementation options tailored to Haitian realities.

To facilitate their use and appropriation, the recommendations are presented in a hierarchical manner, according to two essential criteria: their degree of priority and their operational feasibility. They are formulated in accessible and action-oriented language, so as to speak equally to policymakers and field practitioners, researchers and beneficiaries.

On this basis, here are the main recommendations classified according to their level of priority and feasibility:

R.1 | Strengthening and institutionalizing adaptive management in social reform projects: The operational flexibility of the RBSA project has proven essential in the context of multiple crises.

The RBSA project's experience has demonstrated that operational flexibility is an essential lever for maintaining continuity of action in an environment characterized by multiple and unpredictable crises. It is therefore recommended to explicitly integrate adaptive management into the action plans of future social reform initiatives. This involves the establishment of rapid rescheduling mechanisms, the creation of contextual monitoring units capable of anticipating changes in the environment, and the systematic use of digital technologies to facilitate teleworking, hybrid training, and remote management. Such an approach would strengthen institutional resilience and the agility of interventions.

R.2 | Sustain and extend structured social dialogue through a multi-stakeholder roadmap: The CAOSS has enabled a revival of dialogue, but its functioning remains fragile.

- The redeployment of social dialogue through the CAOSS represents a significant, but still fragile, step forward in the participatory governance of the social protection system. To consolidate this momentum, it is recommended that a multi-year roadmap for social dialogue be adopted, structured around regular and inclusive mechanisms. This roadmap should include the organization of annual general meetings of the PNPPS, the expansion of the CAOSS's membership to include representatives of the informal sector, youth, and women, as well as the legal recognition of the CAOSS as a permanent body for strategic consultation. Such a structure would strengthen the legitimacy, continuity, and impact of multi-stakeholder decision-making processes.

R.3 | Adopt a harmonized framework of social and environmental safeguards for HIMO projects: Inclusive and eco-responsible HIMO guidelines have enabled positive impacts.

- The guidelines applied within the framework of the RBSA project have demonstrated that it is possible to reconcile the efficiency of HIMO (High Intensive Labor) works, social inclusion, and environmental responsibility. To ensure its sustainability and widespread adoption, it is recommended that a harmonized regulatory framework of social and environmental safeguards be adopted, applicable to all labor-intensive public projects. This framework should include mandatory clauses in calls for tenders, social and environmental performance indicators, as well as specific requirements for the representation of vulnerable groups—including women, young people, and people with disabilities—on HIMO projects. Such an approach would help anchor inclusive and sustainable approaches at the heart of public temporary employment policies.

R.4 | Formalize a continuing training system for institutional executives: The positive impact of one-off capacity building remains limited without lasting anchoring.

- To ensure the sustainability of capacity-building achievements, it is essential to move beyond one-off actions to a structured and sustainable system. It is therefore recommended to develop an institutionalized, certified continuing education program in collaboration with Haitian universities and international technical centers. This program should integrate the modules already developed under the RBSA project, offer professionalization paths adapted to the specific needs of ONA, OFATMA, MAST, and CAOSS executives, and include a mentoring system to promote the intergenerational transfer of skills. Such an approach would contribute to sustainably professionalizing the management of the social protection system.

R.5 | Extend the deployment of OpenIMIS to other social institutions: The successful introduction of OpenIMIS at OFATMA is a good technological practice.

- The successful introduction of the OpenIMIS platform at OFATMA represents a strategic step forward in the digitalization of social protection services. To capitalize on this technological best practice, it is recommended that a multi-sector OpenIMIS integration plan be implemented, including the ONA, MAST, and CAOSS. This deployment should be accompanied by particular attention to the interoperability of data systems, targeted training of key users, and rigorous security of sensitive databases. Such an extension would promote more integrated, efficient, and transparent management of social security schemes, while strengthening institutional coordination.

R.6 | Create a national capitalization and innovation unit in social protection: The evaluation highlights the absence of a structured mechanism to promote and transfer the knowledge produced.

- The evaluation highlights a lack of formal mechanisms to consolidate, disseminate, and replicate learning from reform projects. To address this gap, it is recommended that a national social protection capitalization and innovation unit be created under the auspices of the MAST and in collaboration with technical partners. This multi-sectoral entity would be tasked with archiving, updating, and disseminating the technical tools produced (guides, standardized operating procedures, training modules), documenting innovations and adjustments that have proven effective, and supporting institutions in adopting evidence-based practices. Such a structure would strengthen institutional memory, promote collective learning, and support the continuous improvement of social policies.

From a capitalization and strategic scenario perspective, the map below illustrates an ideal network configuration ("dream map") for a more integrated, inclusive, and resilient social protection system in Haiti. Designed based on empirical findings and lessons learned from the evaluation, it proposes an interconnected model that highlights the necessary synergies between public actors, international partners, organized civil society, and beneficiaries. This visualization is part of the knowledge management dynamic, projecting avenues for systemic improvement for more coherent, territorialized governance focused on the needs of vulnerable groups. In this way, it sets the stage for an in-depth discussion on current and future " *Response Management* " management arrangements, emphasizing the importance of better-anchored and more representative collaborative structures to ensure the effectiveness and sustainability of the reforms undertaken.

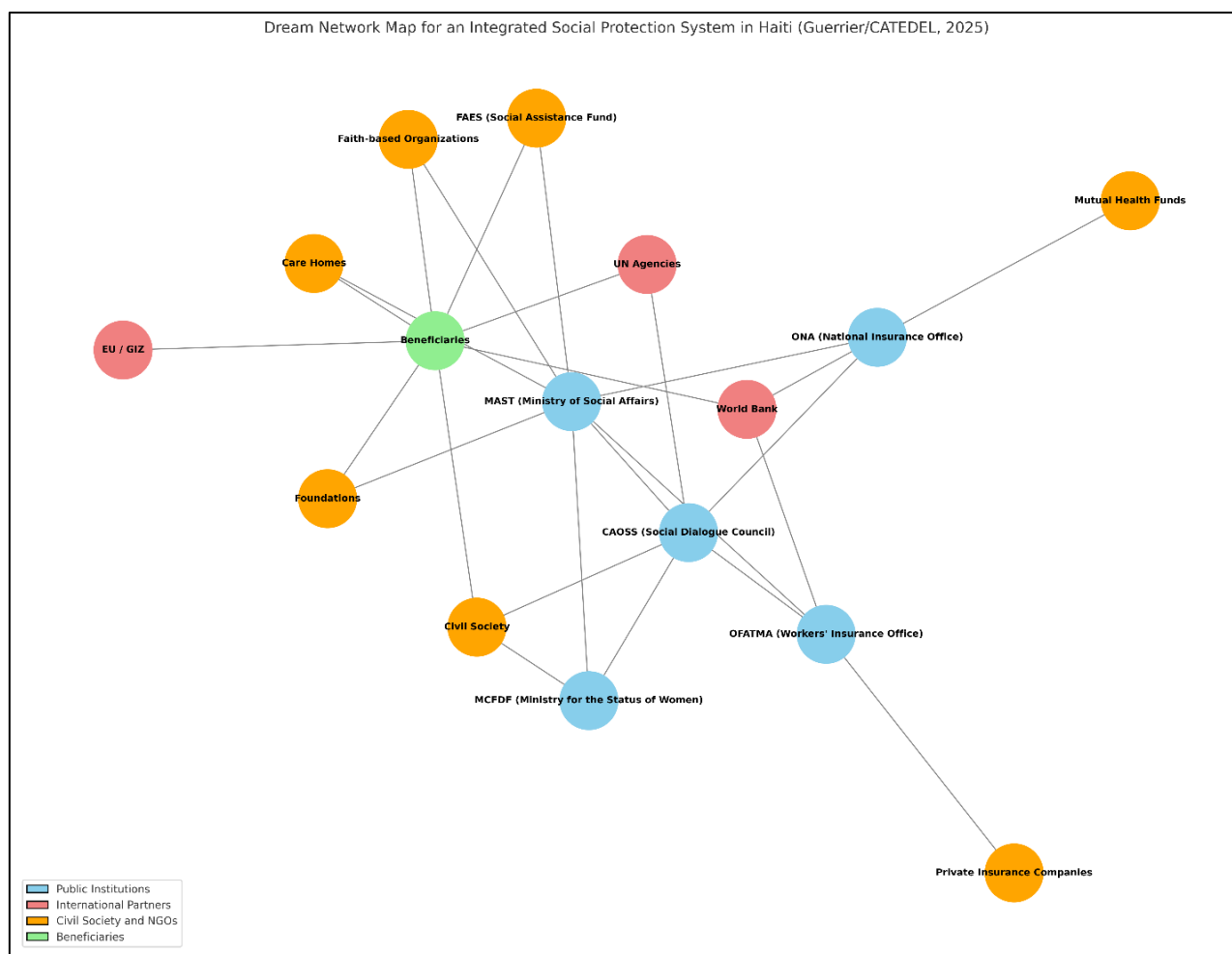


Fig. 23: Ideal map of the PNPPS stakeholder network in Haiti – Qualitative analysis based on the findings of the RBSA Project evaluation

Indeed, this configuration, inspired by a balance zone between the three scenarios, illustrates an ideal configuration where the links of collaboration, influence and coordination are densified between the different categories of actors in the sector. It highlights a more fluid, interconnected and representative institutional network, in which organizational silos are reduced in favor of strengthened strategic bridges. Differentiated by color code, the nodes correspond to public institutions, international partners, civil society organizations and beneficiaries, reflecting the plurality of actors involved. This configuration aims to promote more effective multi-stakeholder dialogue, strengthened co-responsibility and collaborative governance in the service of more inclusive, equitable and territorialized social protection. The objective is thus to lay the foundations of a resilient institutional ecosystem, capable of supporting reforms and ensuring the continuity of social services in a context of prolonged fragility.

Based on the findings, lessons learned, best practices, and recommendations from the evaluation, the matrix below presents the proposed framework to address the concerns raised. It specifies the modalities for resource mobilization and the strategies envisaged to overcome the identified obstacles.

C- Matrix of management arrangements

Table 6: Key elements on the management of responses linked to recommendations (Ri), good practices (G.Pi), lessons learned (LLi) and scenarios (SSS_i)

Recommendations (Ri-)	Intended for:	Priority Level	Time range	Resources involved	Links to lessons learned, best practices and other very specific findings	Feasibility level: Objective links with suggested exit scenarios (SSS _i)
R.1 Strengthen and institutionalize adaptive management in social reform projects : The operational flexibility of the RBSA project has proven essential in a context of multiple crises.	ILO Country Office in Haiti, by mobilizing the Project team, in consultation with: Implementing Partners Provincial ONA and OFATMA Offices Departmental Directorates MAST and MCFDF Representation of people with reduced mobility and human rights.	First row (Top)	Short term	Medium: It requires significant planning and resources to create contextual monitoring units capable of anticipating changes in the environment, as well as the systematic use of digital technologies to facilitate teleworking, hybrid training and remote management. (To be planned for another phase)	LL ₁ GP ₁ GP ₂	SSS ₂
R.2 Sustain and extend structured social dialogue through a multi-stakeholder roadmap: The CAOSS has enabled a resumption of dialogue, but its functioning remains fragile.	Relevant technical departments at Headquarters (HQ) ILO Decent Work Team (DWT) and Country Office ILO Central and Regional Office for the LAC region Regional and Subregional Technical Office ITC-ILO/DATAPREV MAST Other representative alternative promoters in the region FAES	First row (Top)	Short term	Fairly low impact on resources as such: It could be considered from rather strategic and programmatic angles; or even a key aspect to be integrated into the establishment of priorities for the Decent Work Country Programme (DWCP) 2025-2030 in perspective.	LL ₂	SSS ₂
R.3 Adopt a harmonized framework of social and environmental safeguards for HIMO projects: The inclusive and eco-responsible HIMO guidelines have enabled positive impacts.	Headquarters (HQ) ILO Decent Work Team (DWT) and ILO Central and Regional Office Country Office for the LAC region Regional and Subregional Technical Office ILO Country Office in Haiti, in consultation with MAST and MCDF Implementing	First row (Top)	Short term	Medium: This approach could be considered from both a strategic and programmatic perspective and even constitute a key lever in defining the priorities of the Decent Work Country Programme (DWCP) 2021-2025. To achieve true synergy, enhanced coordination is necessary. Sustained investment in developing a culture of	LL ₃ GP ₃	SSS ₂

	partners: OFATMA and ONA expanded			collaboration between the various actors involved in the implementation of the DWCP is essential.		
R.4 Formalize a continuing training system for institutional executives: The positive impact of one-off capacity building remains limited without lasting anchoring.	Monitoring Regional and national coordination of the ILO project in Haiti, support to the MAST and CAOSS	Second row (Medium)	Medium term	Strong: Due to staff withdrawals, it is also possible that in the short term, the measures implemented will not have a sufficient number of qualified professionals to promote certain technological advances in the project. (To be planned for another phase)	GP ₁ GP ₃	SSS ₁ SSS ₃
R.5 Extend the deployment of OpenIMIS to other social institutions: The successful introduction of OpenIMIS at OFATMA is good technological practice.	Relevant technical departments at Headquarters (HQ) ILO Decent Work Team (DWT) and ILO Central and Regional Office for the LAC region Regional and Sub-regional Technical Office ITC-ILO/DATAPREV ONA and OFATMA, including their provincial branches in particular	Second row (Medium)	Medium term	Very strong: Establishing a system that is interoperable with other social protection and security actors requires in-depth diagnostic analyses and considerable resources, well beyond the limited resource mobilization support offered by the RBSA Project.	LL ₃ GP ₁ GP ₂	SSS ₁ SSS ₃
R.6 Create a national capitalization and innovation unit in social protection: The evaluation highlights the absence of a structured mechanism to promote and transfer the knowledge produced.	Headquarters (HQ) ILO Decent Work Team (DWT) and ILO Central and Regional Office Country Office for the LAC region Regional and Subregional Technical Office ILO Country Office in Haiti, in consultation with MAST and MCDF Financial partners Financial partners	Third row	Long term	Very strong: This dimension, both substantial and essential, could be established and adopted within the framework of the general assembly on the PNPPS in Haiti, with a more strategic perspective. It is part of a logic of continuity aimed at consolidating achievements in a particularly volatile and fragile context. Its integration is essential to promote the desired paradigm shift.	LL ₃ GP ₁ GP ₂ GP ₃	SSS ₃

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relevant annexes

Appendix I: Final Evaluation Quotation Provisional Balance Sheet Matrix & Performance Criteria Scoring System

#	Criteria for evaluation questions	Indicators	Sources	Methodology
A.	Relevance: <i>The extent to which the intervention objectives and design respond to the needs, policies and priorities of beneficiaries, partners/institutions and the country, as well as global priorities, and continue to do so even when conditions change.</i>			
	To what extent did the project address the priorities and needs of the Government of Haiti in terms of strengthening social security, including coverage, governance, and sustainability?	• Level of adequacy of the strategy defined in the conceptual and operational framework of the project in relation to the field context, the real concerns of the target groups and sectoral public policies • Articulation between the real evolving needs and priorities in the areas of intervention claimed by the project in relation to the overall problem and the theory of change advocated	• Project Baseline • Project document and related budget structure • National Strategy for Social Protection and Promotion of Haiti • PSDH Volume 2: Inter/trans-sectoral public policy roadmap & Transnational references (Government of Haiti, 2012) ; and other sectoral public policy documents, • Humanitarian-Development-Peace (HDP) Nexus Approach • International instruments for the promotion and protection of social affairs ratified and adopted by Haiti • Legislative agenda over the last 10 years relating to social promotion and protection • Legal and institutional framework • Cross-sectoral public policies • Specifications for institutions operating in the social promotion and protection sector (CAOSS, OFATMA, ONA, etc.) • Mapping of actors, target groups, needs and differentiated priorities in the PNPPS • Diagnosis of the institutional trajectory and capacity building needs • Public policies on climate residence and interconnections with social protection • Socio-environmental safeguards strategy for the project	• Documentary analysis • Thematic analysis • Brainstorming coupled with SWOT matrix • Historical surveys of institutional and organizational capacities and capabilities before and during project implementation • Stakeholder and action mapping • Semi-structured interviews • Thematic study groups • Remote participant observation of relevant event activities •

			• Responsiveness and adaptation strategy developed in the project, in consultation with key stakeholders • Government roadmap on the thematic areas concerned) • Book of grievances of the most representative organized groups of civil society at different levels and contexts in Haiti • Reports on country governance over the project implementation period;	
	How do the project objectives and activities align with the National Strategy for Social Protection and Promotion (PNPPS) and the specific needs of vulnerable populations, such as informal economy workers and women?	• Articulation of the project's theory of change in relation to Haiti's changing and worrying context in terms of PNPPS	• Project Baseline • Project document and related budget structure • Databases and diagnostic analysis on informal economy workers and women in Haiti • Haiti's National Social Protection and Promotion Policy/Strategy, PNPPS (MAST Haiti et al., 2020) • Specifications for institutions operating in the social promotion and protection sector (CAOSS, OFATMA, ONA, etc.) • Mapping of actors, target groups, needs and differentiated priorities in the PNPPS • Strategies for mobilizing, accessing and using resources in favor of the PNPPS • Post-disaster recovery, social and systemic resilience strategies • National Adaptation Programmes of Action (NAPAs) • Haiti 's Nationally Determined Contributions Document ⁴(UNFCCC, 2015)	• Documentary analysis • Brainstorming coupled with SWOT matrix • Trajectory of the capacities of institutions and organizations involved in social promotion and protection • Stakeholder and action mapping • Semi-structured interviews • Thematic study groups • Remote participant observation of relevant event activities • Mapping of informal economy workers and women • Analysis of PNPPS service lines in Haiti

⁴NDCs are non-binding national climate commitments defined under the Paris Agreement by the States Parties to the UNFCCC. They describe the actions that each country must take to contribute to the overall goal of limiting global temperatures to 1.5°C. This, in turn, helps ensure (sufficient) financing to support these adaptation and mitigation efforts through multilateral cooperation.

			• National Policy on Adaptation to Climate Change (PNACC Haiti) • <i>World Risk Index</i> ⁵ (Sandvik et al., 2022) • Haiti's National Adaptation Plan (NAP) (UNCC, 2024) • United Nations Framework Convention on Climate Change (UN Environment and IPCC, 2023) • ...	
	Does the project design reflect an appropriate approach to addressing the structural and governance weaknesses of the social security system in Haiti, including gender mainstreaming?	• Appropriation of the project's theory of change in relation to institutional structural concerns regarding PNPPS • Degree of sensitivity of the project to gender and intersectional perspectives • Level of involvement of the Ministry of Women's Affairs and Women's Rights in decision-making processes	• Project strategy on gender in implementation • Project Baseline • Project Logic Matrix • Project progress reports • Project document • Key gender skills in the project team • The Report on the State of Social Protection in Haiti (ILO & Mathieu, 2000) , • Sectoral public policy documents • Gender sensitivity of the criteria system established for the integration of target groups into the project • Sectoral public policy documents on gender • Composition and gender-based collaboration model (influence and power relations) in the steering committee and related project structures • Report on missions and event exchanges in the project	• Document analysis • Analysis of the quality of representation of actors in the decision-making and operational mechanism of the project according to sex and gender (<i>Gender-differentiated analysis</i>) • Semi-structured interviews and focus group (where possible) • Analysis of the criteria established in the project to benefit from the advantages • Analysis of the sensitivity of the project budget with regard to sex and gender issues

⁵The WorldRiskIndex (WRI) is an index that quantifies and compares natural disaster risks between countries around the world. It is based on four components: i) exposure, ii) susceptibility, iii) coping capacities, and iv) adaptive capacities. The geometric mean of the last three components is vulnerability. The WorldRiskIndex is defined as the square root of the product of exposure (the natural phenomenon part of the risk) and vulnerability (the societal response part of the risk). Coping capacity here refers to the ability to reduce the negative consequences of the event, which depend on governance, healthcare, social and material security.

	What is the level of alignment of the project with the ILO Programme and Budget 2022-2023 and 2024-2025, with the United Nations Cooperation Framework in Haiti and with the 2030 Agenda (in particular SDGs 1, 3, 5, 8 and 10)?	• Level of adequacy and articulation between the conceptual and operational framework of the project in relation to the programmatic framework of these strategic reference documents; and the limits linked to the evolution of the characteristics of the environment supporting the project (institutional and organizational governance, ecological, socio-economic, legal, socio-cultural, public security, etc.)	• PSDH Volume 2: Inter/trans-sectoral public policy roadmap & Transnational references (Government of Haiti, 2012) ; and other sectoral public policy documents, • Humanitarian-Development-Peace (HDP) Nexus Approach • UNSDCF Framework (Inclusive Economic Transformation: UNSDCF Cluster 3 Outcomes & Basic Social Services: UNSDCF Cluster 4 Outcomes) • The SDGs, the priorities of the ILO Programme and Budget 2022-2023, and the Haiti DWCP • International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (OHCHR, 1990) , • Questions and Answers on the Right to Social Security (OHCHR, 2023) , • International Covenant on Economic, Social and Cultural Rights (OHCHR, 1966) , • Convention on the Rights of Persons with Disabilities (OHCHR, 1996) , • Optional Protocol to the Convention on the Rights of Persons with Disabilities (OHCHR, 2008) , • International labor standards • Applicable standards for environmental guarantees of the National Office for Environmental Assessment of the Ministry of the Environment (BNEE, MDE) • United Nations System Action Plan on Gender Equality and the	• Analysis of documents, including architecture, budget allocations and resources mobilized • Semi-structured interviews with strategic stakeholders
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			Empowerment of Women (UNSDG, 2016) .	
		•	• Project Baseline • Project document...	•
•				
B.	Consistency : <i>It refers to the degree to which the intervention complements or conflicts with others, both internal and external. Internal coherence assesses the synergies between the interventions of the same institution and their alignment with international standards. External coherence analyzes consistency, complementarity, and coordination with the interventions of other actors in the same context, seeking to avoid duplication and providing added value.</i>			
	Internal consistency	•		
	How do the project activities, outputs, and outcomes complement each other to achieve the strategic objectives of strengthening the social security system in Haiti?	• Level of adequacy, articulation and appropriation of the theory of change and/or the conceptual scheme according to a holistic approach	• Baselines of the different components • Updated reports on the evolution of key internal and external environmental parameters of the project • Environmental and social impact studies and environmental management plans carried out as part of the project • Logical framework and project status • Monitoring tools developed within the framework of the project • Mitigation strategies developed in relation to risks and different forms of vulnerabilities linked to the context of project implementation • Project planning frameworks • Recruitment plans, • Purchasing plans • Project management frameworks and systems	• Risk assumptions • Cross analysis of documents, results framework and progress reports • Semi-structured interviews • Perception surveys among direct and indirect beneficiaries • Analysis of mitigation or improvement strategies developed • Critical updates on the security context in Haiti • Nexus Problem Tree and Goal Tree • ...
	Were the project activities coherent and realistic given the context and the implementation time available?	• Level of coherence of the logic model, about the theory of change, the expected results and the resources mobilized • gender integration and participation; transnational instruments and policies of socio-economic rights allied to work; the principles of social and environmental guarantees • Receptiveness of beneficiaries to changes and innovation in favor of sustainable alternatives to combat extreme poverty and social exclusion		
	External consistency	•		
	To what extent have synergies been effective with other ILO interventions and with programs carried out by other UN agencies or strategic partners, such as GIZ and WFP, in maximizing the impact on Haiti's social security?	• Added values of synergy bridges developed within the framework of the project with strategic partnerships	• Letters of agreement • Protocols and other forms of formal and tacit management arrangements developed between targeted partners • Annual project reports • Reports of the steering committee meetings	• Documentary analysis • Semi-structured interviews • Perception surveys • Conceptual map of behavioral mechanisms

			• Correspondence between partners • Service provider study reports • Service evaluation reports • Reports • Partnership coordination model and allied concerted and harmonized planning frameworks	
	How does the project ensure its alignment with ILO international standards, such as Conventions 102 and 128, and how does it contribute to compliance with them?	• Degree of sensitivity and conformity of the project to specific international standards, such as up-to-date ILO Conventions and Recommendations concerning social security (ILO, 2012)	• Previous studies on the adaptability and applicability of targeted International Standards • Progress reports on the integration strategy and application to targeted standards • Grid and approach for integrating standards into the project's theory of change • Capacity building plan linked to targeted standards • Convention (No. 102) concerning Social Security (Minimum Standards), 1952 • C128 - Convention concerning Invalidity, Old-Age and Survivors' Benefits, 1967 (No. 128) • Analysis report on the applicability of standards in relation to the Constitution of the Republic of Haiti of 1987 amended in 2011 (L'État d'Haïti, 2011) , the National Policy for Social Protection and Promotion of Haiti, PNPPS (MAST Haiti et al., 2020) and the mission and legal framework of key institutions: ◦ The National Policy for Social Protection and	• Analysis of the project's logical framework • Thematic analysis • Semi-structured interviews with the standards-promoting interface • Perception surveys • PESTEL Matrix⁶ • Lexicometry

⁶ The PESTEL matrix is a framework for analyzing business strategy, which stands for **Political, Economic, Sociological, Technological, Environmental & Legal**, and covers the macro-environmental factors that can influence (positively or negatively) a system, a company, an institution or an organization, depending on the context.

			- Promotion of Haiti, PNPPS (MAST Haiti et al., 2020) , ○ Legal framework of OFATMA: Office of Work Accident, Sickness and Maternity Insurance (State of Haiti, 2005) , ○ Decree of November 8, 1965 establishing compulsory old-age insurance (State of Haiti, 1965) , ○ Moniteur: Official Journal of the Republic of Haiti. 138th. Year No. 82, Thursday, November 24, 1983, ○ 3rd. Age: Information Bulletin of the National Insurance Office – Old Age. June – July 1999.	
		•	• ...	•
•				
C	Effectiveness: <i>The extent to which the intervention achieved, or is expected to achieve, its objectives and outcomes, including differential outcomes between groups.</i>			
	What progress has the project made towards expected outcomes, such as expanding coverage, improving institutional governance and strengthening analytical capacity?	• Level of achievement of project outputs (including, where applicable, those not foreseen in the initial design) and the main factors explaining the difference in the level of achievement • Quality of the implementation process, performance factors and knowledge management in the project	• Established initiator system, monitoring plan and tools and project evaluations by component • Project management structure template (organizational chart) • Communication and results sharing plans between partners and beneficiaries • Project Baseline • Project Reference Documents • Logical framework of the project • Progress reports • Dashboard	• Historical surveys of the different categories of stakeholders • Semi-structured interviews with key informants • Cross-analysis of project reference documents • Surveys on perception and satisfaction among different categories of beneficiaries • Discussion group on key themes

			• Lists and telephone numbers, addresses of beneficiaries by component • Audiovisual documents and archives • Specifications of the areas subject to the traceability system • System of criteria established to benefit from the advantages of the project • Efforts initiated in favor of the quality and/or certification of plots, products and/or certain organizations • Quality standards • Knowledge management strategy in the project	• Mapping and georeferencing of insurance coverage and institutional improvement • SWOT matrix and PESTEL analysis...
	What were the main factors that facilitated or limited the achievement of results, and how were these challenges managed?	• Quality of management strategy in the face of emerging constraints • Effectiveness of the developed adaptation strategy	• Risk Log • Dashboard • Project Logic Matrix • Risk assumptions and mitigation strategies • Progress reports • Decision-making and operational mechanisms and programming model for activities and results • Strategic model developed within the project to address the impact of the pandemic and the related communication plan • Project Reference Documents • Project budget and related financial reports • Consultation mechanism developed in the context of the pandemic • Regular progress reports • Reports on ad hoc meetings for the co-construction of specific strategies	• Identification of the necessary technical and operational skills • Semi-structured interviews with key informants • Cross-analysis of missing reports and other documents • implementation process • Discussion group • History of movements of political, strategic and technical personnel in the project at ILO and state level • Diagnostic analysis of co-constructed response strategies • Identification and analysis of strategies developed by the project and stakeholders to address major unexpected or emerging challenges

			• WHO guidelines on the pandemic • Presidential Decree on the Pandemic • Security strategy and plans related to the implementation of the project...	• Historical investigations into constraints • SWOT and PESTEL analyses • Focus group and brainstorming on the analysis of the differentiated weight of constraints
	How did the project contribute to strengthening social dialogue and reactivating CAOSS as a key platform for reforming the social security system?	• Quality of the capacity building and/or expertise transfer strategy and the degree of ownership by the needy stakeholders • Assessment of the evolution of expectations by components in relation to the capacities to be improved in the project	• CAOSS Capacity Building and Expertise Transfer Project Theory of Change • Basic reports, logical framework and project status • Diagnostic analysis and identification of common and differentiated needs and priorities in terms of capacity of institutions and organizations targeted in the CAOSS • Specifications at different levels of the institutional and organizational ecosystem of stakeholders • Potential Memorandum of Understanding on the polling of certain services and the joint use of certain strategic resources • Adaptation of the methods and tools developed based on the concerns expressed in the ProDoc • System of criteria established to assess the improvement of capacities in the project	• Analysis of differentiated needs and priorities for capacity building on the unifying themes of the project • Semi-structured interviews • Discussion groups • Perception surveys on satisfaction among institutional beneficiaries • Perception survey among beneficiaries and at different levels • Factsheet on lessons learned and good practices • Institutional trajectory analysis using scenario method (past, present and prospective) • Stakeholder Theory • Capability approaches
	To what extent have project activities generated differentiated results and specific benefits for vulnerable groups, including women and workers in the informal economy?	• Involvement of women in decision-making and operational processes in different segments of value chains and equitable access to the benefits or profits generated	• Gender representation in the project steering committee and/or other representation structures: Analysis of influence relationships in decision-making mechanisms	• Perception surveys • Focus Group / Chat • Analysis of the project budget architecture from a gender perspective • Brainstorming • Stakeholder Theory

		Changes and/or adaptations that can be envisaged and implemented in the continuation of project activities	- Gender specifications in the project (Baseline, PRODOC, Operational and monitoring mechanism, etc.) - Gender and gender-specific strategy in the project - Report on gender integration, participation and involvement - Sensitivity of established criteria systems to gender and sex, across the different components of the project - Monitoring tools developed on gender and related biopolitical variables	Capability approaches
•				
D	Management efficiency and effectiveness: <i>The extent to which the intervention produces, or is likely to produce, results in a cost-effective and timely manner .</i>			
	How were financial, human and technical resources used to maximize results in the context of crisis and remote implementation arrangements?	- Quality of resource allocations in the project and degree of sensitivity regarding the gender and sex dimension - Possibility of mobilizing international experts not available in the country if necessary - Adequacy of plans in relation to emerging needs and constraints - Changes and/or adaptations that can be envisaged and implemented in the continuation of project activities	- Project budget and related financial reports - Results framework - Implementation timeline - Project budget - Recruitment plan - Procurement or purchasing plan - Financial planning - Periodic work plans - Allowances related to gender integration and project participation - Up-to-date staff training plan - Accounting documents and expense history - Alternative plans (Insecurity, scarcity of specific expertise, currency volatility, etc.)	- Analysis of spending possibilities - Analysis of the timing and quality of expenditures or investments - Gender sensitivity analysis of the budget - Gender-based budget analysis - Analysis of responsible and healthy management practices - Integration of costs related to public insecurity, to the cost of the agent (instability of the national currency) - Consultation of staff members' files (if necessary)
	How effective was the project management and governance structure in ensuring operational efficiency and minimizing unnecessary costs?	Quality of the strategy developed to optimize the use of resources	- Grid or system of criteria developed for the analysis of effects and impacts - Strategy and financing plan	- Analysis of expenditure and investments - Analysis of the quality/cost ratio in the project

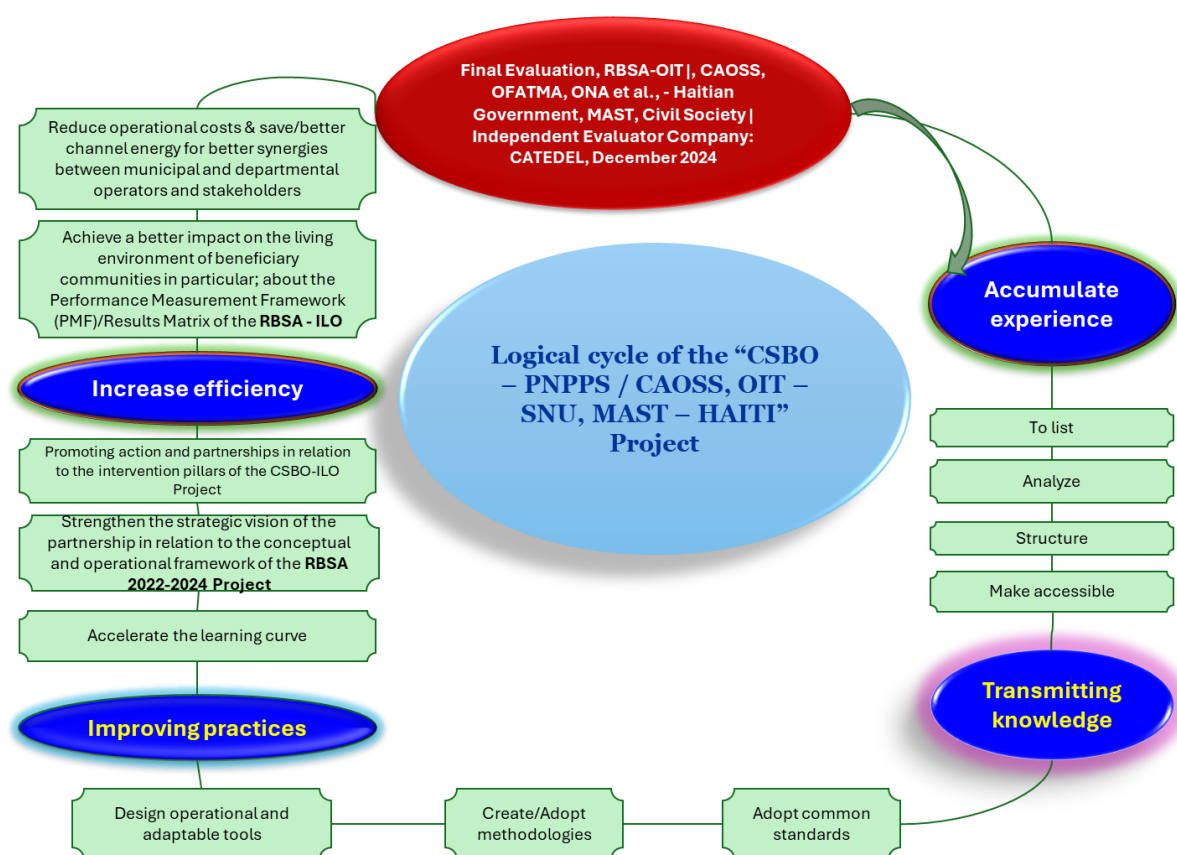
			Accounting documents and expense history	- Analysis of decision-making processes and procedures - Questioning decision-making and operational practices - Comprehensive surveys of administrative managers and technical referents on the project - Analysis of the efficiency and effectiveness of expenditure - Analysis of the efficiency, effectiveness and sustainability of the adopted financial allocation model
	Did the project meet the deadlines set for key activities, taking into account the necessary adjustments due to the security crisis and logistical limitations?	Level of adequacy and adaptability of the planning and monitoring-evaluation system in the project	- Project document - Logical framework of the project - Dashboard - Coordination mechanism - Monitoring and evaluation system - Risk assumptions - Periodic progress reports by component - Results and/or performance framework - Performance criteria system - Project budget - Monitoring and evaluation tools	- Logical Matrix Analysis - Analysis of the adaptability of monitoring and evaluation tools - Questioning the monitoring and evaluation system - Assessment of risk assumptions formulated in the logical framework - Semi-structured interviews with the monitoring team - Analysis of the quality of reports related to project monitoring and evaluation - Question the adaptability and level of flexibility of monitoring and evaluation tools in relation to changes in certain determining parameters
		•	•	•
E	Impact Orientation. <i>The extent to which the intervention has generated, or is expected to generate, significant effects – positive or negative, intended or unintended – at the highest level.</i>			

	What evidence is there of structural changes in the governance and coverage of the social security system as a result of the project?	• Levels of capacity improvement at different institutional, organizational and territorial levels in terms of developing strategies, public policies and functional mechanisms in favor of target groups. • Transparency and fairness of benefit systems in the project	• Project Reference Documents • Gender-based analysis • Disaggregated biopolitical and gender parameters in the project database • Initial basic and priority capacity building needs (baseline diagnostic studies or other ex ante diagnostic studies) • Capacity building strategy and plan • Tools for monitoring and evaluating effects and impact • Periodic reports on progress made • Institutional, legal, socio-political obstacles or constraints,	• Analysis grid of the level of integration of the humanitarian-development-peace (HDP) approach into the project's theory of change • Historical surveys of expressed needs (see baseline), according to a three-dimensional perspective: Before, during and after (APA) • Analysis of the adaptability of the theory of change in relation to the trajectory of the targeted institutions • Identification, description and comprehensive analysis of parameters linked to forms of resistance to change and social innovation • Evaluation of changes observed, appreciated or measured • Identification and analysis of emerging issues • PESTEL Analysis Matrix • SWOT Analysis Matrix • A look at ecological biases in benefit sharing and/or distribution in the project • Established system of criteria for benefits • Weight of the voice of the most vulnerable categories • Photo Voice
	How did the project activities contribute to strengthening institutional capacities and fostering greater integration of social protection into the humanitarian-development-peace (HDP) framework?			
	What effects did the project have on the perception and commitment of key	• Degree of gradual appropriation of processes by the actors	• Project Reference Documents	• Perception surveys on the level of satisfaction of direct and indirect beneficiaries

	actors towards the reform of the social security system in Haiti?	• Assessment of externalities and overall impact levels of the project • Beneficial, sustainable and observable behavior changes	• Diagram identifying levers, types and differentiation of impacts (short, medium and long term) • Environmental and social impact studies • Environmental and social management plan • Communication plan • Exit strategy • Strategy for gender integration and participation in the project • Periodic reports on progress made	• Prospective analysis and scenario formulation • Semi-structured interviews • Discussion groups • Surveys of project-related behavioral changes • Analysis of externalities • Photo Voice
•				
F	Sustainability . <i>The extent to which the net benefits of the intervention continue or are likely to continue</i> .			
	What progress has the project made in strengthening institutional capacities to ensure the continuity of reforms and the implementation of the PNPPS?	• Leveraging the effects of capacity building initiatives • Capacity for replicability and strengthening of good management practices from which institutions benefit (sustainability, resilience and replicability of achievements) • Changes and/or adaptations that can be envisaged and implemented in the continuation of project activities	• Theory of change • Risk assumptions • Institutional and organizational stability • Dynamics and principles of accountability highlighted (Accountability) • Initial basic and priority capacity building needs (baseline diagnostic studies or other ex-ante diagnostic studies) • Capacity building strategy and plan • Monitoring and evaluation tools on related capacity building • Project Reference Documents • Periodic reports on progress made • Institutional, legal, socio-political obstacles or constraints, • Evolution of the legal and institutional framework • Project budget and related financial reports	• Analysis of the new service lines developed in the PNPPS Strategy • Identification and analysis of changes observed in institutions • Level of ownership of tools developed by key resources • Analysis of the effectiveness and quality of monitoring and evaluation tools developed to support the exit strategy • Semi-structured interviews with key individuals • Analysis of persistent and emerging constraints • Testimonies from people concerned or affected by the services • A look at the application of international safeguard standards in the area of social promotion and protection
	How are the project's products and tools integrated into the regulatory and operational frameworks of key institutions such as ONA, OFATMA and CAOSS?			
	Are there any financial mechanisms or strategic agreements that ensure the sustainability of the project beyond its completion?			

			• Additional capabilities to mobilize additional resources • Roles, responsibilities and bridges of sustainable synergies developed between the different components of the institutional and organizational ecosystem • Installed capacities and intervention capabilities	• Analysis of the degree of vulnerability and resilience of beneficiaries in relation to the evolution of the unstable and alarming socio-political context
	To what extent has the strategy been adapted to ensure ownership of the results by national institutions and social actors?	• Level of usefulness and appropriation of the project outputs and achievements by partners • Potential dissensions and/or cohesion in the project	• Mapping and analysis of roles and responsibilities • Analysis of stakeholder expectations and limitations in the project • Respect for the level of differentiated commitments • Project Reference Documents • Project Baseline • Analysis of capacity building needs (ex ante diagnostic study) • Theory of change	• Surveys on the evolution at spatio-temporal scales of the differentiated levels of satisfaction of partners by component • Comparative analysis of initial and emerging needs expressed by partners • Interviews with resource people • Semi-structured interviews • Analysis of the response capacity of the project and other actors in the institutional and organizational ecosystem (including the identification of prospective initiatives) • Participatory and inclusive construction of objective and pragmatic prospective scenarios

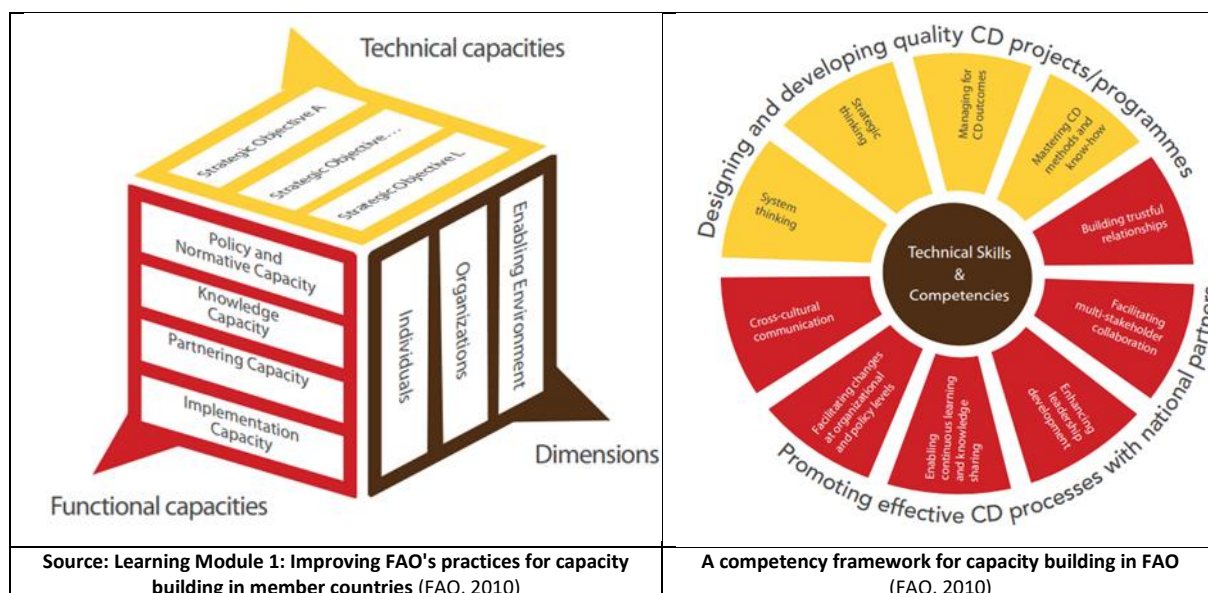
Annex II: Illustrative summary of the different facets of the management process to be considered in the final evaluation of the project



Analysis grid adapted to the implementation of the co-construction system for the final evaluation of the ILO/RBSA (Adaptation Yvon GUERRIER, February 2025)

Annex III: Illustrative figures of the analytical framework proposed to assess the aspects relating to development and/or capacity building within the framework of the Project.

The assessment of the contribution of capacity building initiatives ⁷was essentially focused on the analysis of the essential needs of stakeholders (Cf.: Different categories of institutional, organizational, socio-environmental beneficiaries, etc.). The following figures, supplemented by the transformational leadership framework, illustrate the generic model of the analysis framework used to assess the aspects relating to the development and/or strengthening of capacities within the framework of the Project:



The combined mobilization of these diagrams, in alignment with the theory of change, served as a guiding thread not only to refine the analysis grid combined with the assessment of the performance indicator monitoring system, but also and above all to draw the necessary triggers and conclusions.

Annex IV: Main tools used for data collection

⁷ Capacity refers to "the ability of individuals, organizations and the community as a whole to manage their affairs successfully" for the purpose of achieving the main Global Goals promoted by the UN (United Nations System), in accordance with national development plans. Capacity development relates to "the processes by which individuals, organizations and the community as a whole release, create, strengthen, adapt and maintain capacities over time"

Appendix V: List of main respondents contacted for the evaluation (excluding anonymous respondents)

1	Name	First name	Institution	Role	E-mail
2	Odney	Pierre Ricot	Ministry of Social Affairs and Labour (MAST)	Former Minister	pierrericotodney@gmail.com
3	Ibreus	André	Ministry of Social Affairs and Labour (MAST)	Deputy Labor Director	andreibreus7070@gmail.com
4	Thias	Garry	Ministry of Social Affairs and Labour (MAST)	TSPS Coordinator	garrythias69@gmail.com
5	Michel	Marie Herrolle	Ministry of Social Affairs and Labour (MAST)	President of CAOSS	herollemichel@yahoo.fr
6	Paulemond	Wilson	Ministry of Social Affairs and Labour (MAST)	CAOSS Member	wilsonpaulemond22@gmail.com
7	Navar	Marie Michelle	Ministry of Social Affairs and Labour (MAST)	CAOSS Member	navarm2006@yahoo.fr
8	Marescot	Berthe	National Old Age Insurance Office (ONA)	General Manager	berthoms2001@yahoo.com
9	John the Baptist	Wilfrid	National Old Age Insurance Office (ONA)	Senior Technical Advisor	wjeanbap@yahoo.com
10	Celestin	Dario	National Old Age Insurance Office (ONA)	Director of Actuarial Services	dariocelestin@yahoo.fr
11	Jean Francois	Marc Michel	National Old Age Insurance Office (ONA)	Director of Legal Affairs	mmjeanfrancois@gmail.com
12	Garnier	Vikerson	Office of Work Accident, Sickness and Maternity Insurance (OFATMA)	General manager	garvi05@yahoo.fr
13	Francois	Carl	Office of Work Accident, Sickness and Maternity Insurance (OFATMA)	Former Managing Director	francoiscarl2088@gmail.com
14	Caesar	Djeniffer	Office of Work Accident, Sickness and Maternity Insurance (OFATMA)	Technical advisor	laurenzacesaire@gmail.com
15	Rochefort	Played	Office of Work Accident, Sickness and Maternity Insurance (OFATMA)	Director of Social Security	joubert.rochefort88@yahoo.com

16	Bazil	Robenson	Office of Work Accident, Sickness and Maternity Insurance (OFATMA)	Director of IT Services	robensonbazile1@gmail.com
17	Tanis	Patrick	Office of Work Accident, Sickness and Maternity Insurance (OFATMA)	IT Services Department	patrick.tanis@hotmail.com
18	Fatal	Jean Bonald	Confederation of Public and Private Sector Workers (CTSP)	President	jeanbonaldgolinsky@gmail.com
19	Admit	Yvel	Confederation of Public and Private Sector Workers (CTSP)	Secretary General	yvelad99@gmail.com
20	Belzin	Jacques	Confederation of Haitian Workers (CTH)	President / Member CAOSS	jacquesbelzin007@gmail.com
21	Saint-Cyr	Finely tuned	Autonomous Central of Haitian Workers (CATH)	Secretary General	fignolesaintcyr@gmail.com
22	Saint-Eloi	Dominique	National Center of Haitian Workers (CNOHA)	President	sainteloid@yahoo.com
23	Jean-Paul	Laimond	National Center of Haitian Workers (CNOHA)	CAOSS Member	jeanpaullaimond@gmail.com
24	Dorvil	Marc Michel	Confederation of Public and Private Sector Workers (CTSP)	CAOSS Member	dorvilm00@gmail.com
25	Joseph-Riboul	Sophia	Association of Industries of Haiti (ADIH)	Executive Director	adih.director@gmail.com
26	Adamson	Tom	Association of Industries of Haiti (ADIH)	Former CAOSS Member	safico@gmail.com
27	Edward	Yvette	Private sector	CAOSS Member	yvetteedouard@gmail.com
28	Francois	Rose Midrene	Private sector	CAOSS Member	rosemidrenefrancois@yahoo.fr
29	Laroche	Ronald	DASH	President	rlaroche@dashprocare.org
30	Buddha	Katia	PAM	Program Policy Officer	katia.boudrahem@wfp.org
31	Richardson	Ulrika	A	Resident Coordinator	ulrika.richardson@un.org

Appendix VI: Summary typology of social promotion actors in Haiti (CATEDEL)

National public services

Structure (Source Actor)	Service Type (or Link Type)	Target Audience (Target Actor)	Remarks
OFATMA	Health insurance, maternity, work accidents	Formal employees, civil servants	Limited to declared employees
ONA	Retirement (pension), disability, death	Contributing employees	Not very accessible to informal workers
CAOSS	Coordination and supervision	Tripartite framework	Weakly operational
MAST	Social security policy, social assistance	General population	Management of the PNPPS

Private insurance services

Structure	Type of service	Target audience	Remarks
Private companies	Health, life, accident, retirement	Individuals, executives, formal employees	Coverage limited to solvent persons
Health insurance companies	Primary care, death	Cooperative members, unions	Community initiatives

International Services

Structure	Type of service	Target audience	Remarks
UNICEF, WFP, ILO, UNDP	Social safety nets, transfers, psychosocial support	Children, vulnerable families	RBSA, AMEX, KORE LAVI projects
World Bank	Reinforcement, transfers	Very poor households	ASP Project
EU / GIZ	Transfers, social safety nets	Rural women, disabled	One-off projects

Alternative / non-traditional services

Structure	Type of service	Target audience	Remarks
FAES	Transfers, food baskets	Disadvantaged neighborhoods	Strategic role, unstable
Communal asylums	Accommodation, basic care	Elderly people	Rural and urban presence
Faith-based organizations	Social assistance	Vulnerable people	Strong territorial roots
Private foundations	Health, education, integration	Young people, women	Innovative approaches

Annex VII: Summary of the academic and experiential profile of the main experts participating in the final and independent evaluation

No.	Profile of the main experts to be mobilized for consultancy
E-01	Yvon GUERRIER Expert in the Evaluation of Humanitarian, Recovery and Sustainable Development Initiatives (HEAD OF EVALUATION MISSION) ✳ Doctoral program in International Studies at Laval University, Graduate School of International Studies (https://www.ulaval.ca/etudes/programmes/doctorat-en-etudes-internationales) ✳ Master 2 in International Relations, “Management of International, Intergovernmental and Non-Governmental Programs” course, Faculty of Law/ Jean MOULIN University, Lyon 3, France ✳ Master 2 in Geography and Planning, Territorial Policies for Sustainable Development (University of Maine - France) ✳ Master 2 in Science and Technology, Agronomy-Agrifood (SupAgro Montpellier - France) (Specialty: Tropical Agrarian Systems & Environmental Management / Course: MOQUAS (Markets, Organization, Quality, Services)) ✳ Master 2 in Local Authority Management (IFG-CAR/AUF) ✳ BS Management Natural Resources and Environment (FAMV - State University of Haiti) ✳ International and transnational relations in their political, legal, economic, social and military dimensions ✳ Trade, economic integration, investment ✳ Economic development, environment and social justice ✳ Certified in Environmental and Social Assessments, World Bank, Senghor University - Egypt, In partnership with OIF-IFDD-SIFEE / Environmental and Social Safeguards Expert " World Bank " ✳ https://www.linkedin.com/in/yvon-guerrier-86780028 https://www.catedel-services.org/yvon-g
E-02	Engineer Patrick ALTEUS, Expert in institutional planning and versatile translator ✳ Areas of expertise: Monitoring and evaluation of projects and programs, management of development projects, management of natural resources, conservation of biodiversity, adaptation based on ecosystems, management of risks and disasters, climate change, strategic planning, quality assurance and integration of cross-cutting approaches (gender, environmental and social standards, and accessibility) ✳ Master of Science in Environmental Planning and Management, College of the Coast and Environment, Louisiana State University, United States ✳ Certificate in Project Management, Shaw Academy ✳ Certified in Project Evaluation, UNDP ✳ Certificate in Monitoring and Evaluation Planning, International Federation of the Red Cross ✳ Certified in Results-based Project Management: Monitoring and Evaluation Certificate, Edx ✳ Certified in Natural Resources for Sustainable Development, SDG Academy ✳ BS in Natural Resources & Environment, Faculty of Agronomy and Veterinary Medicine / State University of Haiti.
E-03	David LINDOR, PHD, expert Anthro-po-Sociologist, gender equality, participatory development, institutional / organizational analysis ✳ Dr. Theology and Arts, El Shaddai Christian College & Theological Seminary, ✳ Bachelor’s degree in educational sciences (Orientation: Andragogy), University Institute of Educational Sciences and Psychological Research (CREFI) ✳ Bachelor's degree in Socio-Anthropology: Orientation in Sociology of socio-environmental vulnerability centers & Institutional/organizational capacity building - Operational research; Faculty of Ethnology/UEH. ✳ Educational Science at the University Institute of Educational Sciences and Psychological Research (CREFI). ✳ Andragogy / Pedagogy; Social Mobilization; Operational Research; Gender-Mainstreaming; Universal Design; Management of Cohesion and Social Peace; Support for Local Governance; Conflict Management; Rural Sociology and Environmental Resilience; Social Water Management (WWM); Social Risk Mapping; Participatory Territorial Diagnosis: Participatory and Inclusive Community Development Approach; Social Safeguards; Study & Strategic Management of Organizations; SDGs and the Fight Against Exclusion and Extreme Poverty; Evaluation of Projects/Programs/Socio-Economic Public Policies; Musicology and Society;

E-0 4	Jean Philippe CINEAS, Ing.-Agr. MSc Spatial Analysis and Crisis Mapping (multi-risk mapping) ✿ Agricultural Engineer specializing in Natural Resources and the Environment, graduated from the Faculty of Agronomy and Veterinary Medicine of the State University of Haiti ✿ Master of Science in Geomatics with a research profile in Geographic Information Systems (GIS), Spatial Analysis and Crisis Mapping (multi-risk mapping) at the Faculty of Forestry, Geography and Geomatics (FFGG) of Laval University, Quebec, Canada ✿ Certificates and attestations in Remote Sensing and Geomatics, Responsible Management, Environmental Compliance and Regulations, Development of Forest and Agroforestry Farm Plans and in Andragogy
E-05	Dr. Genet PIERRE, MSc. Expert in Public Health: Epidemiological Aspects/Community Health ✿ Mastery of Spanish and the realities of the healthcare system in the Dominican Republic and cross-border dynamics ✿ Medical studies at the University of Notre Dame d'Haïti (UNDH), license obtained on 08/26/2007 registered on 12/14/2007 at no. 1641 ✿ IWRM Seminar: Integrated Water Resources Management (OUSE, 2014) ✿ Specialization in Obstetrics and Gynecology at the Justinien University Hospital of Cap Haïtien (HUI) ✿ Instructor of CALS ESSENTIALS (Comprehensive Advanced Life Support) ✿ Professor State University of Haiti Faculty of Medicine King Henry Campus, School of Nursing: DBTEC, Jean-Price Mars and IPVA ✿ Head of the Maternity Department at CMSO/MSP (Ouanaminthe Medical-Social Center) ✿ Seminar with CALS on emergency care with the application of the Universal approach ✿ Training seminar on comprehensive care for people living with HIV at CIFAS with PEPFAR. ✿ Training seminar on the setting up of PIC (municipal investment program) UNDP/UNCDF with AGLNE (Local Governance Support North-East) ✿ Training on setting up a community development plan with FAES ✿ Training seminar on vital emergencies CHU Amiens France



Annex VIII: Template 4.1: Lessons Learned

"Supporting the implementation of the National Strategy for Protection and social promotion of Haiti

Project DC/SYMBOL: HTI/22/01/RBS

Name of Evaluator: CATEDEL Company

Date: 19 May 2025

The following lesson learned has been identified during the course of the evaluation. Further text explaining the lesson may be included in the full evaluation report.

LESSON LEARNED ELEMENT	Adaptive management is essential in a crisis context
Brief description of the lesson learned (link to a specific action or task)	In a context of fragility, an adaptive and agile management approach is not only desirable, it is essential to ensure operational viability and strengthen the resilience of partner institutions. In a Haitian environment marked by political, security, and institutional instability, the project's ability to adjust its activities in real time was crucial. The strategic flexibility adopted—particularly through operational rescheduling, adapting training to a hybrid format (in-person/virtual), and leveraging digital tools—helped maintain the relevance of interventions and ensure minimal continuity in an extremely unstable context.
Background and associated preconditions	Lesson learned LL1 emerges from a particularly unstable Haitian context, marked by chronic insecurity, weakened governance, and frequent institutional changes, particularly within partner entities such as the Ministry of Social Affairs and Labor (MAST), the National Old Age Insurance Office (ONA), and the Office for Workplace Accident, Sickness, and Maternity Insurance (OFATMA). Added to these vulnerability factors are severe logistical constraints, a persistent socio-political crisis, and accelerated staff turnover, which have limited the territorialized implementation of project activities. In this uncertain environment, rigid planning approaches have proven ineffective, necessitating the adoption of a more flexible management framework capable of adjusting in real time to external disruptions. This requirement for flexibility has been reinforced by the need to maintain the link with beneficiary institutions while preserving the continuity of interventions, despite the impossibility of physical deployment in certain areas. The prerequisites that enabled this effective adaptive management were based on several strategic levers implemented by the project. First, a co-construction approach made it possible to adjust activities in constant dialogue with local partners, taking into account their evolving constraints and priorities. Second, the provision of digital tools (Zoom, Teams, etc.) and the conversion of many training courses to a hybrid format made it possible to circumvent access limitations and ensure a degree of operational continuity. Finally, the dynamic reprogramming of actions, based on a continuous contextual reading, contributed - to a certain extent - to strengthening the institutional resilience of the partners and maintaining the strategic coherence of the project, despite an operational environment marked by



Template 4.1: Lessons Learned

	instability. This observation highlights an important lesson: adaptive management, far from representing a cyclical response or a tactical retreat, asserts itself as a central strategy for the viability, performance and legitimacy of projects in contexts of prolonged crisis.
Target Users / Beneficiaries	The target users and main beneficiaries of this lesson learned are, above all, the technical and decision-making executives of Haitian partner institutions (MAST: Ministry of Social Affairs and Labor, ONA, OFATMA, CAOSS: Administrative Council of Social Security Bodies), directly involved in the implementation of social protection reforms. In addition, there are international cooperation agencies, such as the ILO, GIZ (German Agency for International Cooperation for Sustainable Development) and UNDP, which operate in similar contexts of fragility. This lesson is also of interest to local authorities and civil society organizations called upon to play a local interface role. By strengthening their capacity to navigate uncertainty, adapt systems in real time and guarantee continuity of essential services, adaptive management constitutes a strategic tool for all actors engaged in social governance dynamics, particularly in contexts of protracted or multidimensional crises.
Negative Challenges/Lessons - Causal Factors	The identification of lesson learned LL1 stems from a series of concrete challenges encountered throughout project implementation in a Haitian context characterized by acute political instability, widespread insecurity, and strained institutional governance. Key obstacles include frequent staff turnover in partner institutions, physical blockages related to insecurity, the impossibility of organizing face-to-face workshops in certain areas, and a lack of inter-institutional coordination. These constraints revealed the limitations of rigid planning, which is often inadequate in the face of contextual volatility. In this sense, an important negative lesson was that the initial absence of adaptive management protocols, combined with poor anticipation of contextual risks, compromised the smooth implementation of several planned activities. This highlighted the need to build more flexible, iterative, and responsive mechanisms from the project design stage. On a pragmatic and socio-constructivist level, the response to these challenges was developed collaboratively, through successive adjustments, in consultation with local institutions and technical partners. The flexibility observed—particularly through the rescheduling of activities, the use of digital tools for teleworking and training, and the implementation of hybrid modalities—was the result of a dynamic of collective learning in the face of unforeseen events. This process also made it possible to identify favorable causal factors, such as the partners' openness to change, the technical commitment of certain middle managers, and the project team's ability to navigate between strategic planning and tactical responses. The experience thus highlighted the importance of designing adaptive governance mechanisms that value the active participation of stakeholders, integrate uncertainty as a steering variable, and recognize local knowledge as a lever for institutional resilience.
Successes / Positive Problems - Causal Factors	The implementation of lesson learned LL1 is based on a series of operational efforts that illustrate the pragmatic value of adaptive management in a highly unstable Haitian context. One of the main positive factors was the project's ability to maintain the continuity of essential activities despite security crises, thanks to agile rescheduling, the adoption of a hybrid format for training, and the increased use of digital tools. This rapid shift to flexible modalities made it possible to avoid the interruption of critical services. Thus, adaptive management was not only a contextual response, but a strategic lever for building institutional resilience



Template 4.1: Lessons Learned

	through co-construction, promoting real-time learning and the practical knowledge of field actors.
ILO administrative matters (staffing, resources, design, implementation)	The identification of lesson LL1 reveals major administrative challenges related to the management of the project by the ILO team, which faced significant structural and contextual constraints. In an environment marked by insecurity, the absence of a formal steering committee, and frequent staff turnover in partner institutions, the project team had to deal with limited human resources, a high coordination burden, and limited room for maneuver for traditional planning. These challenges highlighted the limitations of standardized management tools and underscored the need for a more flexible design focused on continuous adaptation. The team had to make constant adjustments—reassigning tasks, using hybrid training formats, and making schedules more flexible—while maintaining strategic coherence and accountability to partners. This experience revealed the importance of equipping teams with crisis management skills, strengthening local delegation and putting in place anticipation mechanisms to integrate uncertainty as a constant parameter of implementation in fragile contexts such as Haiti.

LESSON LEARNED ELEMENT	The importance of structured social dialogue to support reforms:
Brief description of the lesson learned (link to a specific action or task)	Social dialogue is a long-term process that must be strengthened and institutionalized to prevent progress from remaining fragile or reversible. The reactivation of the Social Security Administration Council (CAOSS) has been a major lever for establishing a dynamic of multi-stakeholder social dialogue in Haiti. However, the evaluation emphasizes that for this dialogue to contribute to sustainable reforms, it is necessary to go beyond one-off initiatives: it is necessary to consolidate this dynamic over time, through general meetings of the PNPPS (National Policy for Social Protection and Promotion), stronger institutionalization, and collective ownership of regulatory frameworks.
Background and associated preconditions	Lesson learned LL2 emerges from a Haitian context where the social security system remains historically fragmented, elitist, and weakly anchored in the dynamics of social consultation. Before the project's intervention, institutional dialogue on social reforms was characterized by a lack of a formal coordination framework, a weakening of tripartite bodies, and persistent mistrust between social partners. The revival of the CAOSS in this context of disarticulation was a major step forward, providing an inclusive platform bringing together representatives of the government, employers, and unions. This reactivation made it possible to structure exchanges on a relatively more regular basis, strengthen the legitimacy of the proposed reforms, and reinstate the PNPPS in a logic of multi-stakeholder consultation. The preconditions that enabled this dynamic were based on the technical will of the Ministry of Social Affairs and Labor (MAST), the strategic support of the ILO, and the availability of an institutional space (CAOSS) that could serve as an operational lever to facilitate the dialogue. However, the evaluation shows that the impact of the dialogue remains fragile in the absence of a clear roadmap, dedicated resources, and a more robust legal basis. The project has helped initiate a cultural change in the governance of the sector, but the progress achieved remains dependent on the ability of national actors to institutionalize this approach, particularly through the holding of



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	General Estates of the PNPPS and the collective appropriation of international social security standards. In short, this lesson reveals that social dialogue, to be a driving force for reform, must be thought of as a strategic process to be implemented over time, and not as a simple tool for one-off consultations.
Target Users / Beneficiaries	The target users and main beneficiaries of this lesson learned are the institutional actors in the social protection sector – notably MAST, ONA, OFATMA and CAOSS – as well as social partners, such as trade unions and employers' organizations. They are the ones at the heart of the dynamics of multi-stakeholder dialogue and who have the capacity to sustainably anchor reforms in participatory processes. Also concerned are sectoral planning bodies and political decision-makers, called upon to support the institutionalization of dialogue through formal mechanisms (roadmap, general meetings, budgetary support). Finally, citizens and vulnerable groups, the final beneficiaries of social protection policies, are indirectly affected: a structured social dialogue in fact promotes decisions that are fairer, more legitimate and better anchored in local realities.
Negative Challenges/Lessons - Causal Factors	Lesson learned LL2 stems from a set of structural and cyclical challenges that have hampered the consolidation of stable social dialogue in Haiti. Historically, the haitian social security system has suffered from a lack of consultation and a weak culture of shared governance between public institutions, unions, and employers. The evaluation highlighted the negative effects of ad hoc initiatives, often launched without formal monitoring mechanisms, a consolidated regulatory framework, or consistent political support. Furthermore, the fragility of the CAOSS prior to its reactivation, mistrust among social partners, the lack of a dedicated budget, and insufficient social mediation skills have hampered the legitimization of this space for dialogue. These findings reveal an important negative lesson: without an institutionalized mechanism, social dialogue remains vulnerable to political interruptions, administrative disruptions, and cyclical exploitation. Furthermore, this revival has encountered several structural limitations: weak collective appropriation of regulatory frameworks (notably the PNPPS), weak representation of trade union organizations in certain consultations, and a lack of continuity in multi-party dynamics. Causal analysis shows that the resilience of dialogue depends heavily on three conditions: securing a lasting institutional space, the availability of technical and financial resources, and the gradual anchoring of consultation practices within administrative routines. In other words, social dialogue can only become a driver of reform if it is understood not as an event, but as a method of public action, structured, adapted to local dynamics, and carried out collectively over time.
Successes / Positive Problems - Causal Factors	Lesson learned LL2 draws on the relative success of the reactivation of the CAOSS, which has made it possible to relaunch a formal space for multi-stakeholder social dialogue around the reform of the social security system in Haiti, after several years of dysfunction. This positive result stems from the technical will of the MAST, the strategic support of the ILO and the occasional commitment of certain social partners, who saw in this committee a lever to assert their positions within a structured framework. However, this progress remains fragile in the absence of a sustainable facilitation mechanism, dedicated funding and real integration of the CAOSS recommendations into decision-making processes. Thus, structured social dialogue only produces its transformative effects when it is understood as a long-term process,



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	supported by open and inclusive governance mechanisms with functional legitimacy.
ILO administrative matters (staffing, resources, design, implementation)	Lesson learned LL2 highlights significant administrative challenges for the ILO project team, particularly in terms of strategic design, resource mobilization, and multi-stakeholder management. Relaunching CAOSS required complex institutional engineering in a context of historical mistrust between social actors, a lack of a culture of structured dialogue, and weak administrative capacity in partner institutions. The project team had to deal with a dual imperative: maintaining regulatory rigor while demonstrating operational flexibility, ensuring – when conditions permitted – continuous mediation between stakeholders with sometimes divergent interests. In terms of resources, several structural obstacles hampered the institutionalization of the CAOSS, including the insufficient resources dedicated to its management, the absence of permanent staff assigned to its management, and the lack of a recurring budget to ensure its continuity. These limitations highlight that the effective management of social dialogue requires, beyond the technical capacities of the ILO team, a more robust political-administrative anchoring strategy. This should integrate structuring budgetary support, long-term planning and progressive support for the dynamics of institutional legitimation in order to consolidate multi-stakeholder governance around social protection issues.

LESSON LEARNED ELEMENT	The need for a capitalization and continuous capacity building strategy
Brief description of the lesson learned (link to a specific action or task)	The sustainability of capacity building initiatives depends on the institutional anchoring of continuing education systems and proactive knowledge management. Although the project has enabled significant progress in skills transfer and the modernization of management tools, the sustainability of these achievements remains uncertain. The high turnover within partner institutions and the absence of institutionalized continuing education systems pose a major risk.
Background and associated preconditions	Lesson learned LL3 emerges from a Haitian institutional context characterized by chronic staff instability, weak organizational memory, and the absence of structured continuing education mechanisms within the project's main partner institutions, including the Ministry of Social Affairs and Labor (MAST), the National Old Age Insurance Office (ONA), and the Office for Workplace Accident, Sickness, and Maternity Insurance (OFATMA). Although the project delivered several training sessions and introduced modernized management tools (including openIMIS), the impact of these interventions remains limited by the lack of institutional anchoring and the absence of sustainable capitalization mechanisms. The frequent departures of trained managers, combined with the absence of internal relays, compromise the transmission of acquired knowledge and make capacity-building actions vulnerable to rapid skills erosion. The prerequisites for identifying this lesson lie in the project's efforts to adapt its content to the operational needs of institutions and to promote the appropriation of digital tools. However, the evaluation revealed that these efforts were not supported by an institutionalized training strategy, nor by knowledge management mechanisms to consolidate, disseminate and continuously develop skills.



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	This observation underscores the importance of a strategic shift: it is not enough to provide one-off training to individuals; it is necessary to design an organizational architecture capable of supporting a dynamic of long-term collective learning. This involves creating internal training units, systematizing feedback, and integrating knowledge management into the governance functions of partner institutions.
Target Users / Beneficiaries	The target users of this lesson learned are primarily the technical and management executives of the partner institutions of the social protection system in Haiti, notably MAST, ONA, OFATMA and CAOSS, as well as those responsible for planning and human resources within these structures. They are at the heart of the processes of transfer, consolidation and dissemination of skills. The main beneficiaries also include institutional trainers, the new integrated agents, as well as the end users of modernized services, who indirectly benefit from a more competent and responsive administration. In addition, this lesson is aimed at technical and financial partners, called upon to support not only one-off training but above all the establishment of structured capitalization and continuing training mechanisms, guaranteeing the sustainability and impact of the reforms undertaken.
Negative Challenges/Lessons - Causal Factors	Lesson learned LL3 highlights a central and recurring challenge: the lack of institutionalized mechanisms for continuing education and knowledge management within partner organizations, in a context where staff turnover is high and organizational memory remains very weak. Despite the RBSA project's efforts to transfer technical skills and introduce modern digital tools, these skills remain precarious, as they are highly dependent on the individuals trained, many of whom left their positions shortly after their training. This situation revealed an important negative lesson: in the absence of a stable organizational framework and sustainable capitalization mechanisms, even the best-designed training quickly loses its impact, leading to a loss of continuity and low appropriation of the tools introduced. From a pragmatic perspective, this situation highlights that capacity building cannot be conceived as a simple series of one-off workshops, but as a collective and cumulative process, requiring an intentional strategy of capitalization, intergenerational transfer of skills, and consolidation of practical knowledge. In the same vein, this final and independent evaluation identifies several causal factors explaining this fragility: the absence of internal cells dedicated to training, the lack of budgetary resources allocated to skills development, and the weak articulation between the training received and the actual functions of the agents. In response, it calls for the implementation of continuous training systems, internal resource libraries, functional pairs for mutual learning, and digital knowledge management tools, in order to build a learning, adaptable and sustainable organizational culture.
Successes / Positive Problems - Causal Factors	Lesson learned LL3 is based on concrete progress achieved by the project, particularly in the transfer of technical skills, the adoption of modern management tools such as openIMIS, and the training of key personnel in several partner institutions. These efforts demonstrated that targeted support can rapidly strengthen operational capacities in the short term. However, the rapid departure of several trained staff, combined with the absence of formal capitalization mechanisms, limited the transfer of skills and reduced the transformative effect of the capacity-building actions. This observation reveals a critical causal factor: in a context of high staff turnover and weak organizational memory, the sustainability of capacity building depends less on the content delivered than on the existence of an institutional ecosystem that supports continuous learning, organizes



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	knowledge management, and integrates training into a long-term organizational strategy.
ILO administrative matters (staffing, resources, design, implementation)	Lesson learned LL3 highlights major administrative challenges for the ILO management team, faced with the need to reconcile ambitious capacity-building objectives with institutional realities marked by instability, a lack of resources, and the absence of structuring mechanisms. The main challenge was therefore to structure a relevant and responsive training offer, while knowing that no sustainable mechanism would guarantee the capitalization of acquired knowledge. In addition, the lack of a specific budget for post-training monitoring, the weakness of traceability tools for transferred knowledge, and the workload of technical managers limited the project team's room for maneuver. This context reveals a strategic need: to integrate a systemic vision of knowledge management from the design stage of projects, providing dedicated resources, capacity monitoring tools, and a logic of institutional co-construction to support sustainable and reproducible learning.



Annex IX: Template 4.2: Emerging good practices

"Supporting the implementation of the National Strategy for Protection and social promotion of Haiti

Project DC/SYMBOL: HTI/22/01/RBS

Name of Evaluator: CATEDEL Company

Date: 19 May 2025

The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.

GOOD PRACTICE ELEMENT	Targeted institutional capacity building as a driver of innovation and differentiated effectiveness
Brief summary of the good practice (link to project objective or specific deliverable, context, objective, etc.)	Although the direct institutional beneficiaries—the National Old Age Insurance Office (ONA), the Office for Work Accident, Sickness and Maternity Insurance (OFATMA) and the Administrative Council of Social Security Bodies (CAOSS), in particular—share common concerns regarding the extension of social protection, governance and accountability, their operational and institutional needs differ significantly. The ONA, for example, is facing challenges related to the digitalization and modernization of contribution management; the OFATMA, to challenges related to the universalization of care and the integration of vulnerable groups; while the CAOSS requires reinforced support to structure its role of coordinating the informal sector. By adjusting the technical and methodological support to the diverse priorities of the institutions concerned, the project was able to respond, within the limits of its room for maneuver and according to the evolving context, to specific emergencies while maintaining a common strategic vision focused on strengthening the national social protection system. This approach, both adapted and coherent, encourages the emergence of innovative practices, thus contributing to the progressive improvement of transparency and the establishment of the foundations of more inclusive and efficient governance.
Relevant conditions and context: limitations or guidance in terms of applicability and reproducibility	This identified good practice is promising, but its applicability to other contexts requires a nuanced analysis of the conditions underlying its implementation in Haiti. The project benefited from in-depth preliminary diagnostics and differentiated targeting, taking into account the specific needs of each institution (ONA, OFATMA, CAOSS). This approach made it possible to offer targeted training, adapted to the requirements of modernizing management tools, particularly with the introduction of openIMIS, for which training has been initiated. This targeting also facilitated a certain local appropriation and produced certain immediate effects on internal capacities. However, these results were obtained in a cooperation framework where adaptive management played a central role. The transferability of this good practice therefore depends heavily on the capacity of local actors to engage in a co-construction process, as well as the existence of a minimum of institutional stability. At the same time, several limitations were identified that limit its replicability without adaptation. High staff turnover, a lack of inter-institutional coordination, the centralization of interventions around the metropolitan



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	area of Port-au-Prince, and initial distrust between partners weakened the lasting anchoring of achievements. Furthermore, the project suffered from the absence of a formalized continuing education system and an official steering committee. These factors reduce the prospects for scaling up without complementary reforms. Therefore, any attempt to replicate this approach in other countries or regions must imperatively include measures to stabilize key public functions, a clear strategic framework for multi-stakeholder governance, and a continuous capitalization strategy to ensure organizational learning. In summary, the good practice is relevant, but requires rigorous contextual calibration to maximize its effectiveness in other fragile or transitional environments.
Establish a clear cause-and-effect relationship	The identification of good practice “G.P1” in the context of the evaluation of the RBSA project is based on a fairly clearly observable cause-effect relationship between the adoption of targeted strengthening of institutional capacities and the differentiated improvement of the organizational performance of the beneficiary institutions. By adapting the strengthening actions to the specific needs of ONA, OFATMA and CAOSS – rather than applying a standardized approach – the project has generated direct and concrete effects: increased professionalization of ONA executives, advanced technological modernization at OFATMA (via the deployment of openIMIS), and functional reactivation of CAOSS as a tripartite governance platform. This strategic targeting has therefore introduced a dynamic of institutional innovation, by promoting both the appropriation of the tools introduced and the legitimization of the reform processes. However, these advances remain conditioned by external factors such as staff stability, inter-institutional coordination and the territorialization of actions, emphasizing that the differentiated effectiveness obtained is inseparable from the precision of the preliminary diagnosis and the flexibility of the operational management of the project.
Indicate the measurable impact and the targeted beneficiaries	Although it is still premature to fully measure its structural impact, the “G.P1” good practice suggests encouraging signs of institutional capacity building. The transformation engineering of public systems relies on long and complex processes, particularly when it comes to sustainably anchoring technical, analytical and organizational skills in institutions with specific mandates. At this stage, the initial results reflect tangible progress: at ONA, three specialized training cycles have initiated a process of professionalizing internal management, contributing to a gradual improvement in service to policyholders; at OFATMA, the introduction of openIMIS software has triggered a structuring digital transition, bringing expected effects in terms of transparency, traceability and efficiency; at CAOSS, the revival of the tripartite consultation role has revitalized social dialogue, a fundamental pillar of governance in social protection. However, these advances remain fragile and require sustained consolidation over time. Ensuring the consistency of institutional commitments, strengthening the ownership of the innovations introduced, and sustainably embedding these practices within viable budgetary frameworks constitute major strategic challenges. To date, the fairly visible effects have been concentrated at the level of institutional frameworks, but they foreshadow broader medium-term impacts, particularly for workers in the informal economy, women and vulnerable groups targeted by policies to extend social coverage. Assessing the real scope and sustainability of these transformations will require



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	rigorous longitudinal monitoring, in order to assess their anchoring and their contribution to systemic changes.
Replication potential and by whom?	See previous sections.
Upward links to higher ILO objectives (DWCP, country programme outcomes or ILO strategic programme framework)	This good practice is aligned with the ILO's strategic objectives in that it reflects a differentiated, contextualized and systemic approach to institutional capacity building, an essential condition for the sustainability of social protection systems. By specifically addressing the urgent and distinct needs of entities such as ONA, OFATMA and CAOSS, the project has provided a concrete illustration of the implementation of ILO Programme and Budget outcomes 8.1 and 8.2, relating to the expansion of social coverage and the strengthening of institutional governance. This approach also contributes to the SDGs, in particular SDG 1 (fight against poverty) and SDG 10 (reduce inequality), by targeting workers in the informal economy and vulnerable groups. By aligning with the National Policy for Social Protection and Promotion (PNPPS) and the UN Strategic Framework (2023–2027), it constitutes an effective operational lever for translating the ILO's normative commitments into concrete actions, while strengthening the resilience of institutions in a context of multidimensional crisis.
Other relevant documents or comments	Good practice G.P1 highlights the value of targeted and differentiated institutional capacity building , taking into account the operational realities specific to each actor (ONA, OFATMA, CAOSS), rather than a uniform approach. The implementation of this principle aims to optimize technical support according to institutional maturity levels, specific mandates and governance constraints. However, the evaluation emphasizes that to strengthen the transformative scope of this approach, it is essential to associate it with a strategy of inter-institutional coordination , progressive territorial anchoring, as well as support for the ongoing professionalization of human resources. In addition, the absence of harmonized monitoring systems , the compartmentalization of information systems and low inter-institutional capitalization limit the circulation of knowledge and innovations between entities. To make this practice fully replicable and sustainable, it is therefore recommended to couple targeted strengthening with cross-cutting mechanisms of pooling, cross-learning and alignment with national social protection governance frameworks.

GOOD PRACTICE ELEMENT	Implementation of Technological Tools to Modernize Social Protection Services
Brief summary of the good practice (link to project objective or specific deliverable, context, objective, etc.)	The introduction of the openIMIS software at OFATMA (Office for Occupational Accident, Health and Maternity Insurance) stands as a compelling example of efforts to modernize social benefits management systems. By digitizing operational processes, this initiative has enhanced both transparency and efficiency. By digitizing administrative processes, this tool has helped strengthen traceability, improve operational efficiency, and consolidate institutional transparency. If decision-makers deem it appropriate, based on their political and strategic priorities, to institutionalize it and extend its use in a harmonized manner across the public administration ecosystem, its deployment could open up promising prospects for adaptation in other institutions, such as the ONA (National Old Age Insurance Office). This would, in particular, centralize data, optimize contribution monitoring, and facilitate



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	the gradual inclusion of new beneficiaries in the national social protection system.
Relevant conditions and context: limitations or guidance in terms of applicability and reproducibility	The implementation of the openIMIS software at OFATMA represents a significant strategic step forward in the modernization of social protection services in Haiti. However, its implementation, still partially completed in a context marked by frequent staff turnover, is largely explained by the technical support provided by partners such as GIZ (German Agency for International Cooperation for Sustainable Development) and DATAPREV (Social Welfare Technology and Information Company), by targeted investments in training, as well as by a sustained initial mobilization of specialized managers. These conditions have laid the foundations for a digital transformation, the sustainability of which will depend on institutional stability and the continued commitment of stakeholders. These conditions suggest that the replicability of the model depends heavily on the capacity of institutions to guarantee similar conditions: basic digital infrastructure, qualified human resources, and appropriate technical support. Thus, although the software is flexible and adaptable, its transfer to other institutions such as ONA or MAST (Ministry of Social Affairs and Labor) would require a prior assessment of functional needs, technological gaps and local organizational capacities. Furthermore, several structural factors limit the applicability on a larger scale, including the absence of a unified technological governance framework, the low territorialization of interventions (mainly concentrated in the metropolitan area), and institutional instability characterized by frequent staff turnover. The lack of integration with existing systems, such as SIMAST (Information System of the Ministry of Social Affairs and Labor), increases the risks of data duplication and fragmentation of social bases. In addition, constraints related to insecurity, weak inter-institutional coordination and insufficient continuing training hinder the sustainable appropriation of these technological innovations. It is therefore essential to accompany any attempt to reproduce openIMIS with a capacity-building strategy, interoperable data governance, and sustained dialogue between institutions, in order to ensure its effectiveness, sustainability and territorial equity.
Establish a clear cause-and-effect relationship	The introduction of openIMIS software at OFATMA has effectively acted as a technological catalyst, initiating a structural transformation of social benefits management in Haiti. By digitizing processing, monitoring, and reporting processes, this tool has overcome the limitations of traditional systems, which are often characterized by opacity, administrative burden, and a lack of traceability. This modernization has triggered a virtuous dynamic focused on improving administrative efficiency, promoting transparency in the management of health and maternity schemes, and strengthening evidence-based decision-making capacities. Furthermore, by centralizing information on beneficiaries, contributions, and benefits, openIMIS has laid the foundation for more inclusive and responsive governance, paving the way for expanding social security coverage to historically marginalized groups, such as workers in the informal economy. Thus, the implementation of this tool is not limited to a technical improvement: it constitutes a strategic lever for institutional transformation, replicable subject to strong political will, sustained technical support, and enhanced interoperability with existing national systems.
Indicate the measurable impact and the targeted beneficiaries	The introduction of openIMIS at OFATMA represents a structuring step in the process of modernizing social protection services in Haiti. While the expected transformative effects at the central level are still being consolidated, the



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	concrete progress observed remains relatively limited to date. This situation is explained in particular by the absence of a specialized unit in statistical and actuarial management, essential for optimal exploitation of the tool's potential. Aware of this strategic gap, the new OFATMA administration plans to seek technical support from the ILO to establish such a structure, with the aim of strengthening administrative transparency, improving benefit monitoring, and ensuring the regular production of reliable data on beneficiaries, contributions, and social benefits. Despite these structural constraints, some positive effects are beginning to emerge, particularly among technical managers who have received initial training in the use of the software, as well as among certain categories of social security beneficiaries, notably workers in the informal economy. These results, although apparently modest, are significant in a national context characterized by significant institutional instability, frequent staff turnover, insufficient inter-institutional coordination, and persistent weaknesses in the legislative framework and public financing mechanisms. The sustainability of these achievements will largely depend on sustained investment in continuing training programs, the stabilization of human resources, and the institutionalization of results-based management practices. Furthermore, the project's impact remains limited to the Port-au-Prince metropolitan area for the time being, reflecting the limited territorialization of interventions. This situation highlights the urgent need to develop a strategy for gradual, inclusive, and equitable expansion to other departments of the country. Such an approach is essential to ensure equitable social coverage, reduce inequalities in access to basic services, and lay the foundations for a truly national social protection information and management system.
Replication potential and by whom?	The replication potential of openIMIS is high, thanks to its flexibility and alignment with national priorities for modernizing social services. To ensure effective implementation, it is essential to mobilize ONA, MAST, and CAOSS as pivotal institutions, with technical support from partners such as GIZ and DATAPREV. The ILO can play a key role as a strategic facilitator, supporting training, contextual adaptation, and interoperability with existing systems, including SIMAST, to ensure sustainable ownership and expanded coverage at the national level.
Upward links to higher ILO objectives (DWCP, country programme outcomes or ILO strategic programme framework)	The introduction of openIMIS at OFATMA is directly aligned with the ILO's strategic objectives, including outcomes 8.1 and 8.2 of its Programme and Budget 2022–2023, aimed respectively at strengthening social protection institutions and expanding access to universal social coverage. This good practice also contributes to the implementation of the ILO's Social Protection for Just Transition Policy (SPTP), by improving the efficiency, transparency and inclusiveness of social security schemes in a context marked by high informality and institutional instability. Finally, it fits into the priorities of the United Nations Sustainable Development Cooperation Framework (2023–2027) in Haiti, by promoting resilient, digital and rights-based social protection systems, in line with the Sustainable Development Goals (SDGs 1, 3, 5, 8 and 10).
Other relevant documents or comments	Good practice G.P2 demonstrates a significant shift towards the digital transformation of social protection services in Haiti, through the introduction of openIMIS at OFATMA. Beyond its immediate positive effects, this initiative also reveals essential systemic considerations. The evaluation highlights in particular the need to ensure interoperability with other existing systems, such as SIMAST, to avoid fragmentation of social data. It also draws attention to the importance of long-term technical support, including data security, ongoing staff training, and the establishment of a digital governance framework shared between institutions. Finally, the reproducibility of this



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	innovation depends on the ability of public actors to integrate the tool into a national strategy for the digital transformation of the social sector, supported by multi-sectoral coordination and sustainable resources. Thus, openIMIS should not be seen solely as a technological solution, but as a structural lever for integration, equity and accountability in the implementation of social protection.
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GOOD PRACTICE ELEMENT	Environmental and social safeguards approach in employment-intensive projects (EIPs)
Brief summary of the good practice (link to project objective or specific deliverable, context, objective, etc.)	The integration of guidelines and standard operating procedures (SOPs) for employment-intensive projects (EIPs) has enabled the establishment of social protection mechanisms while minimizing negative environmental impacts and promoting the inclusion of vulnerable groups. This illustrates an innovative approach combining decent work, environmental safeguards, and the inclusion of people with disabilities, which could be extended to other projects to maximize impact.
Relevant conditions and context: limitations or guidance in terms of applicability and reproducibility	The environmental and social safeguard approach applied to Intensive Employment Projects (IEPs) in Haiti, identified as a good practice, is based on the integration of standardized operating procedures (SOPs) aimed at simultaneously addressing social protection issues and environmental requirements. This model, anchored in a logic of collaborative governance and socio-ecological progress, proposes a structured methodology for articulating the creation of temporary jobs with minimum guarantees in terms of security, inclusion, and environmental sustainability—in a national context marked by profound economic, institutional, and ecological vulnerabilities. The relevance of this approach lies in its ability to function as a normative and ethical framework that can be operationalized in complex environments. It relies on rigorous methodological supervision, constant technical support from international partners, and a strong capacity to adapt to local specificities—whether topographical constraints, varying levels of accessibility, or differentiated socio-community dynamics. The development of SOPs has enabled local stakeholders to be equipped to better prevent risks, regulate complaint mechanisms, and systematically integrate gender, community participation, and environmental protection dimensions into decision-making processes. However, the optimal deployment of this approach can be observed mainly in relatively stable areas with active local structures for coordination, social control, and monitoring and evaluation. This dynamic underlines that the effectiveness of the approach remains closely conditioned by the quality of the local institutional environment. Consequently, strengthening technical and organizational capacities in more fragile areas appears to be an essential strategic lever to ensure equitable, coherent, and sustainable implementation of this approach at the national level. Furthermore, several limitations may hinder its reproducibility on a larger scale. The weak institutionalization of environmental standards in national policies, the lack of technical capacity of local authorities, and the inadequacy of monitoring and evaluation mechanisms integrating gender- and disability-sensitive indicators are prominent examples. In addition, security instability restricts the establishment of labor-intensive construction sites in certain regions, thus limiting the universality of the approach.



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Establish a clear cause-and-effect relationship	The development of specific reference frameworks for the integration of guidelines and standard operating procedures (SOPs) into employment-intensive projects (EIP) aims to facilitate and institutionalize an implementation approach articulating the objectives of decent work, minimum social protection and environmental safeguarding, in a Haitian context characterized by persistent socio-economic precariousness and accelerated degradation of ecosystems. Provided it is applied in a contextual and appropriate manner, this methodological structuring should contribute directly to improving the quality of future EIPs. It will notably allow for the establishment of reinforced safety standards, the integration of inclusion criteria for vulnerable groups—particularly people with disabilities—as well as the adoption of responsible environmental practices. As a result, the projects will not only have generated better-supervised temporary jobs, but will also have strengthened local social cohesion while reducing the risks of negative impacts on the environment. However, this cause-and-effect relationship remains conditional on the existence of adequate institutional supervision, sufficient local technical capacity, and a political will to perpetuate these standards in larger-scale public programming.
Indicate the measurable impact and the targeted beneficiaries	Although SOPs have not yet been deployed in EIPs, their initial implementation is planned through pilot projects awaiting validation and funding. The prospective analysis suggests promising effects, particularly in terms of supervised temporary employment, workplace safety, environmental protection, and the inclusion of vulnerable groups (women, young people in precarious situations, people with disabilities). This approach should also strengthen local capacities in planning, monitoring, and adopting environmentally responsible practices.
Replication potential and by whom?	The potential for applying this EIP approach integrating SOPs is high, provided that rigorous methodological support and a strong institutional commitment are provided. It can be effectively implemented by local authorities, supported by MAST, FAES (Economic and Social Assistance Fund) and the Ministry of Public Works, Transportation, and Communication (MTPTC), with technical supervision from the ILO and partners such as UNDP or GIZ (German Agency for International Cooperation for Sustainable Development). These actors are able to guarantee the integration of decent work standards, inclusion principles and environmental safeguards, while ensuring local anchoring, intersectoral coordination and rigorous monitoring in areas of high social and ecological vulnerability.
Upward links to higher ILO objectives (DWCP, country programme outcomes or ILO strategic programme framework)	The environmental and social safeguard approach applied to EIPs is fully aligned with the ILO's Social Protection for Just Transition Policy (SPWP), by simultaneously integrating the dimensions of decent work, environmental sustainability and the inclusion of vulnerable groups, including persons with disabilities. This good practice contributes directly to ILO Programme and Budget outcomes 8.1 and 8.2 by promoting more inclusive and resilient social protection systems, while supporting the creation of quality jobs in fragile contexts. It also strengthens the implementation of the United Nations Sustainable Development Cooperation Framework (2023–2027) in Haiti, by demonstrating that it is possible to link social action and ecological performance in local, labor-intensive projects. This model thus embodies an operational response to SDGs 1, 5, 8 and 13, while illustrating the ILO's capacity to adapt its international standards to realities on the ground.
Other relevant documents or comments	The B.P3 good practice, based on the integration of environmental and social SOPs in HIMO projects, directly responds to the operational needs of the National Bureau of Environmental Assessments (BNÉE) of the Ministry of the Environment in Haiti, which seeks to strengthen the effective application of safeguard measures in public projects with a high social and territorial



Template 4.2: Emerging good practices

impact. By aligning with the **Environmental and Social Performance Standards (SIF)** used by the **Inter-American Development Bank (IDB)** and the **World Bank**, this approach creates a harmonized framework that facilitates regulatory compliance while promoting decent work, the inclusion of vulnerable groups and the protection of ecosystems. Its modular and adaptable nature makes it a **powerful integrating lever**, capable of strengthening the coherence of interventions co-financed by several donors in the areas of employment, climate adaptation and social protection. It thus makes it possible to articulate the technical requirements of international partners with national priorities, while consolidating more inclusive, sustainable and resilient socio-environmental governance.

Annex X: Terms of reference

Términos de Referencia:

Evaluación Final Independiente del Proyecto

Support the implementation of the National Social Protection and Promotion Strategy of Haiti

Código del Proyecto: HTI/22/01/RBS

Título del Proyecto: Support the implementation of the National Social Protection and Promotion Strategy of Haiti

País: Haití

P&P Resultado: Outcome 7: Adequate and effective protection at work for all
Outcome 8: Comprehensive and sustainable social protection for all

ODS:

CP Resultado: HTI103

Duración del proyecto: 1/6/2022 – 31/12/2024

Presupuesto del Proyecto: 975,471 USD

Fecha de la evaluación: Enero- abril de 2025

Donante: Core voluntary funds (RBSA)

Unidad Administrativa: DWT/CO-San Jose

Unidad de Soporte Técnico:

Tipo de evaluación: Final Independiente

Presupuesto de la evaluación: -

Gestora de evaluación: Cybele Burga, Oficial Regional de Evaluación

Antecedentes de la evaluación

- La evaluación final del proyecto "Apoyo a la Implementación de la Estrategia Nacional de Protección y Promoción Social de Haití" (RBSA HTI/22/01/RBS) se enmarca dentro de las políticas de evaluación de la OIT y las Normas y Estándares para la Evaluación del Grupo de Evaluación de las Naciones Unidas (UNEG).

Estas políticas estipulan que las intervenciones financiadas bajo la modalidad de recursos regulares presupuestarios de asignación estratégica (RBSA), de esta magnitud y con esta importancia estratégica, deben ser evaluadas de manera independiente para garantizar la rendición de cuentas y el aprendizaje institucional.

- La OIT define la evaluación independiente como un proceso gestionado y llevado a cabo por entidades y personas no involucradas en el diseño ni la implementación de la intervención. Para esta evaluación, se contará con el apoyo de un equipo consultor especializado, seleccionado para garantizar un enfoque objetivo e imparcial. La gestión de la evaluación estará a cargo de la Oficial Regional de Evaluación de la OIT, quien no ha participado en las etapas de implementación del proyecto, asegurando la imparcialidad en el proceso.
- La evaluación tiene como objetivo analizar los niveles de logro alcanzados en relación con los resultados esperados y los inesperados, examinando los procesos, la cadena de resultados, los factores contextuales y las relaciones causales. Se utilizarán los criterios del Comité de Asistencia al Desarrollo (CAD) de la OCDE, tales como pertinencia, coherencia, eficacia, eficiencia, impacto y sostenibilidad, para estructurar el análisis.
- Los hallazgos y recomendaciones de esta evaluación serán fundamentales para:
 1. Evaluar el impacto del proyecto en el fortalecimiento del sistema de protección social en Haití, particularmente en las áreas de cobertura, gobernanza y coordinación institucional.
 2. Identificar lecciones aprendidas que permitan optimizar la implementación de futuras intervenciones bajo la modalidad RBSA en contextos similares.
 3. Asegurar que los resultados obtenidos se alineen con las prioridades nacionales y los Objetivos de Desarrollo Sostenible (ODS), particularmente aquellos relacionados con la reducción de la pobreza, la promoción del trabajo decente y la equidad social.
- Además, esta evaluación servirá como una herramienta clave para la toma de decisiones basada en evidencia, promoviendo la sostenibilidad de los resultados alcanzados y facilitando la rendición de cuentas a los financiadores, las contrapartes y los socios estratégicos.
- El proceso evaluativo está previsto llevarse a cabo en un período de 12 semanas, con un enfoque que garantice independencia, imparcialidad y rigor metodológico, adaptándose a las condiciones logísticas y de seguridad en Haití.

Antedecentes de la intervención

Contexto Regional/Nacional respecto a la temática de la intervención

- Haití enfrenta profundas desigualdades sociales y económicas exacerbadas por crisis políticas recurrentes y un entorno de seguridad crítico, especialmente en la capital, Port-au-Prince. Según datos recientes, más del 60% de la población vive por debajo del umbral de pobreza, y el país tiene uno de los sistemas de protección social más débiles de la región. La cobertura de los programas contributivos de seguridad social, gestionados principalmente por la Oficina Nacional de Pensiones (ONA) y la Oficina de Seguros de Salud y Maternidad (OFATMA), es limitada y excluye a una gran proporción de la población activa, en especial a quienes trabajan en el sector informal, que constituye aproximadamente el 80% del empleo total del país.
- La falta de gobernanza eficaz en las instituciones responsables de la seguridad social, junto con marcos legales obsoletos y recursos financieros insuficientes, han obstaculizado la capacidad del sistema para responder a las necesidades de la población. Además, el Consejo Rector Tripartito de las Organizaciones de Seguridad Social (CAOSS), creado para coordinar y supervisar el sistema,

estuvo inactivo durante más de una década hasta su reactivación en enero de 2024, como resultado de este proyecto.

- En este contexto, el proyecto RBSA busca abordar tres áreas prioritarias identificadas en la Estrategia Nacional de Protección y Promoción Social (PNPPS): la reforma y ampliación de la cobertura del sistema contributivo, las reformas institucionales para mejorar la gobernanza y la coordinación del sistema de seguridad social. Estas áreas son fundamentales para garantizar el acceso equitativo a la seguridad social y promover la inclusión social en Haití, en línea con los compromisos internacionales adoptados por el país.

Marco de cooperación de las Naciones Unidas

- El proyecto RBSA se enmarca dentro del **Marco de Cooperación de las Naciones Unidas para el Desarrollo Sostenible (UNSDCF)**, que guía las acciones conjuntas de las agencias de la ONU en Haití hacia el logro de los Objetivos de Desarrollo Sostenible (ODS). Este proyecto contribuye directamente a los siguientes pilares estratégicos del UNSDCF:
 1. **Transformación económica inclusiva (Resultados del Grupo 3 del UNSDCF):**
 - Promueve la creación de sistemas de seguridad social inclusivos, esenciales para el desarrollo económico sostenible y la reducción de desigualdades.
 - Fortalece el vínculo entre desarrollo económico y cohesión social al reducir las barreras al acceso a la protección social para los trabajadores del sector informal.
 2. **Servicios sociales básicos (Resultados del Grupo 4 del UNSDCF):**
 - Contribuye al acceso equitativo a servicios esenciales de salud y seguridad social, abordando la desigualdad estructural que afecta particularmente a las mujeres, niñas y otros grupos vulnerables.
- El proyecto RBSA también asegura la presencia institucional de la OIT en Haití, puesto que el CTA del proyecto también cumple el rol de Coordinador de la OIT en Haití. En este sentido, el proyecto refuerza la capacidad institucional de la OIT dentro del seno del Sistema de Naciones Unidas en Haití y apoya el enfoque del **nexo humanitario-desarrollo-paz (HDP)** promovido por el sistema de la ONU en Haití. Este enfoque busca implementar estrategias integradas que combinen la respuesta inmediata a las crisis humanitarias con objetivos de desarrollo a largo plazo y la construcción de paz, asegurando que las intervenciones sean sostenibles y estén alineadas con las prioridades nacionales.
- El proyecto también contribuye directamente a los ODS **1 (Fin de la pobreza)**, **8 (Trabajo decente y crecimiento económico)** y **10 (Reducción de las desigualdades)**, reforzando la importancia de sistemas de protección social inclusivos como base para el desarrollo sostenible. La inclusión de Haití en la iniciativa global del "Acelerador para el Empleo y la Protección Social" subraya su alineación estratégica con los objetivos internacionales.
- Este marco asegura que el proyecto RBSA no solo responda a necesidades nacionales urgentes, sino que también se integre de manera coherente con los esfuerzos globales y regionales para alcanzar los objetivos de desarrollo sostenible.

Descripción de la intervención

- El proyecto **"Apoyo a la Implementación de la Estrategia Nacional de Protección y Promoción Social de Haití" (RBSA HTI/22/01/RBS)** tiene como objetivo fortalecer el sistema de seguridad social en Haití, un componente crítico para abordar las profundas desigualdades sociales y económicas del país. Con un presupuesto total de USD 975,471, financiado por Recursos Regulares Presupuestarios de Asignación Estratégica (RBSA) de la OIT, el proyecto se lanzó en junio de 2022 y se ha extendido hasta diciembre de 2024 para garantizar la culminación exitosa de sus actividades, en respuesta a los desafíos que han

afectado su implementación, como las recurrentes crisis de seguridad y los cambios en el liderazgo institucional.

- La intervención se centra en tres áreas estratégicas fundamentales. En primer lugar, promueve la **reforma y ampliación de la cobertura del sistema contributivo de seguridad social**, dirigida principalmente a incluir a trabajadores de la economía informal, que constituyen más del 80% de la fuerza laboral haitiana, y a nuevos grupos de dependientes. En segundo lugar, trabaja para mejorar la **gobernanza y los marcos operativos de las instituciones clave** encargadas de administrar la seguridad social en Haití, incluidas la Oficina Nacional de Pensiones (ONA), la Oficina de Seguros de Salud y Maternidad (OFATMA) y el Consejo Rector Tripartito de las Organizaciones de Seguridad Social (CAOSS). En tercer lugar, busca **fortalecer las capacidades analíticas y de gestión** de los constituyentes de la OIT y actores clave, permitiéndoles diseñar, financiar y supervisar políticas de protección social basadas en evidencia y alineadas con las mejores prácticas internacionales.
- El proyecto responde a la necesidad urgente de modernizar un sistema de seguridad social limitado por marcos legales obsoletos, falta de coordinación entre instituciones y bajos niveles de cobertura. Este esfuerzo se desarrolla en el marco de la Estrategia Nacional de Protección y Promoción Social (PNPPS), aprobada por el Gobierno de Haití, que establece una hoja de ruta para la reforma del sistema de protección social con un enfoque inclusivo, sostenible y basado en derechos. Además, el proyecto integra una perspectiva de género para garantizar que las intervenciones consideren las necesidades diferenciadas de mujeres y niñas, especialmente en sectores vulnerables como el empleo informal.
- El enfoque del proyecto ha sido participativo, involucrando a actores tripartitos, incluidos el gobierno, empleadores y trabajadores, en un diálogo social estructurado para construir consenso en torno a las reformas necesarias. También se ha basado en una estrecha coordinación con agencias de la ONU, como parte del Marco de Cooperación de las Naciones Unidas para el Desarrollo Sostenible (UNSDCF) en Haití, lo que ha permitido un alineamiento estratégico con iniciativas internacionales y regionales.

Resultados alcanzados a noviembre del 2024

A pesar de operar en un entorno marcado por desafíos políticos y de seguridad, el proyecto ha alcanzado logros significativos que demuestran su impacto y relevancia en el fortalecimiento del sistema de seguridad social de Haití.

- 1. Reactivación del Consejo Rector Tripartito de las Organizaciones de Seguridad Social (CAOSS):**
Uno de los logros más emblemáticos del proyecto fue la reactivación del CAOSS en enero de 2024, tras más de una década de inactividad. Este organismo tripartito, que incluye representantes del gobierno, empleadores y trabajadores, es clave para coordinar el sistema de seguridad social y garantizar un diálogo social inclusivo. El proyecto apoyó el proceso de sensibilización y selección de miembros, lo que culminó en su instalación formal por resolución del Primer Ministro.
- 2. Revisión actuarial y fortalecimiento de la gobernanza de las instituciones clave:**
El proyecto facilitó una evaluación actuarial de la ONA, cuyos resultados proporcionaron una base técnica sólida para proponer reformas a su esquema de pensiones. Además, inició el proceso de valoración actuarial de OFATMA, con actividades de recopilación de datos y desarrollo de proyecciones específicas. Estos esfuerzos están diseñados para garantizar la sostenibilidad financiera de los esquemas de pensiones, salud y riesgos laborales.
- 3. Modernización tecnológica para la gestión de la seguridad social:**
El proyecto alcanzó un acuerdo con GIZ y DATAPREV para implementar el software openIMIS en OFATMA, sustituyendo un sistema de gestión ineficiente. Este esfuerzo incluyó un análisis inicial de las necesidades tecnológicas de OFATMA y el inicio de la adaptación del software a las condiciones locales, marcando un hito en la modernización de la administración de la seguridad social en Haití.
- 4. Inclusión de la economía informal en la protección social:**

Se lanzó un estudio sobre la extensión de la cobertura de seguridad social al sector informal, abordando las barreras específicas que enfrentan trabajadores en este sector, especialmente las mujeres. Este análisis, en curso, incluye un enfoque diferenciado que considera los riesgos de género y las transiciones en el ciclo de vida.

5. Fortalecimiento de capacidades y diálogo social:

En colaboración con el ITCILO, el proyecto organizó talleres y capacitaciones sobre temas como la extensión de la cobertura de seguridad social, el análisis financiero y la buena gobernanza de las instituciones de seguridad social. Estas actividades, realizadas en 2023 y 2024, han involucrado a constituyentes tripartitos y otros actores clave, promoviendo una comprensión más profunda de las reformas necesarias y el compromiso con su implementación.

6. Sensibilización y posicionamiento en el sistema de la ONU:

El proyecto posicionó a la OIT como un actor clave dentro del sistema de Naciones Unidas en Haití, liderando el Grupo de Resultados 3 del UNSDCF sobre Transformación Económica Inclusiva. Este rol ha permitido integrar el enfoque de trabajo decente y protección social en las discusiones de la ONU, incluyendo actividades en el nexo humanitario-desarrollo-paz (HDP), en colaboración con otras agencias como el Programa Mundial de Alimentos (PMA) y la Organización Internacional para las Migraciones (OIM).

7. Resiliencia operativa en un contexto de crisis:

A pesar de la evacuación temporal del personal internacional debido a la inseguridad, el proyecto adaptó sus modalidades de trabajo para mantener la continuidad. Esto incluyó la implementación de actividades remotas y la coordinación local a través de personal nacional, demostrando flexibilidad y compromiso con los objetivos establecidos.

Vinculación con el P&P

- El proyecto contribuye al logro del **Resultado 8.5** del Plan y Presupuesto (P&P) de la OIT, que se centra en fortalecer los sistemas de protección social para garantizar acceso universal, sostenible y equitativo. Además, aborda áreas críticas como la extensión de la cobertura a trabajadores informales, la mejora de la gobernanza y la modernización de las políticas de protección social, pilares clave de las prioridades estratégicas de la OIT en contextos de crisis.

Vinculación con los ODS

- El proyecto RBSA en Haití contribuye a los siguientes **Objetivos de Desarrollo Sostenible (ODS)** y metas específicas:
 - 1. ODS 1: Fin de la pobreza**
 - Meta 1.3: Implementar sistemas de protección social para todos, incluidos niveles mínimos, y lograr una cobertura sustancial de los pobres y vulnerables.
 - 2. ODS 8: Trabajo decente y crecimiento económico**
 - Meta 8.5: Lograr empleo pleno y productivo, y trabajo decente para todas las mujeres y hombres, incluidos jóvenes y personas con discapacidad, con igualdad de remuneración por trabajo de igual valor.
 - 3. ODS 10: Reducción de las desigualdades**
 - Meta 10.4: Adoptar políticas, especialmente fiscales, salariales y de protección social, y lograr progresivamente una mayor igualdad.

Arreglos de gestión

- La estructura organizativa para la implementación y gestión del proyecto incluye:

1. Equipo de Proyecto:

- **Coordinador Nacional del Proyecto (P5):** Responsable de la dirección estratégica y operativa del proyecto, la coordinación con los constituyentes y las agencias de la ONU.
- **Asistente Administrativo y Financiero (G6):** Gestiona los aspectos operativos y financieros del proyecto y de la Coordinación de la OIT en Haití.
- **Chofer (G2):** Apoya en la logística y movilidad del equipo de proyecto y de la Coordinación de la OIT de Haití.

2. Soporte Técnico:

- Asistencia técnica provista por especialistas de la Oficina Regional para América Latina y el Caribe (ROLAC) y el Departamento de Seguridad Social de la OIT.

3. Coordinación con la ONU:

- Participación activa en el Equipo de País de las Naciones Unidas (UNCT), liderando el Grupo de Resultados 3 (Transformación Económica Inclusiva) y contribuyendo al Grupo de Resultados 4 (Servicios Sociales Básicos).

4. Colaboración con Instituciones Nacionales:

- Relación directa con MAST, ONA, OFATMA y CAOSS para garantizar la sostenibilidad de las reformas propuestas.
 - Relación directa con representantes de trabajadores y empleadores.
- El enfoque participativo y la coordinación estratégica con actores locales e internacionales buscan asegurar que las actividades del proyecto estén alineadas con las prioridades nacionales y las políticas globales de desarrollo sostenible.

Propósito, alcance y clientes de la evaluación

Propósito de la evaluación

La evaluación final del proyecto "**Apoyo a la Implementación de la Estrategia Nacional de Protección y Promoción Social de Haití**" (RBSA HTI/22/01/RBS) tiene como objetivo principal evaluar los resultados alcanzados y el impacto de la intervención, así como extraer lecciones aprendidas que informen futuras acciones en el ámbito de la seguridad social en Haití y otros contextos similares. Esta evaluación, conducida de manera completamente virtual debido a las restricciones de seguridad y logística en el país, también buscará garantizar la rendición de cuentas a los financiadores, socios estratégicos y actores nacionales.

Los objetivos específicos de la evaluación son:

1. **Medir el logro de los resultados esperados:** Analizar los avances alcanzados en los tres componentes del proyecto, identificando logros, desafíos y posibles desviaciones.
2. **Evaluar la eficacia y eficiencia:** Examinar si las estrategias de implementación fueron adecuadas para alcanzar los objetivos, considerando el uso eficiente de los recursos en un contexto de crisis y trabajo remoto.
3. **Identificar fortalezas y áreas de mejora:** Proporcionar recomendaciones prácticas para mejorar futuros proyectos, particularmente aquellos implementados en contextos de crisis y modalidades virtuales.
4. **Evaluar la sostenibilidad:** Determinar el grado de apropiación de los resultados por parte de las instituciones nacionales y la probabilidad de continuidad de las mejoras implementadas.

5. **Extraer aprendizajes organizacionales:** Informar a la OIT y a los socios sobre cómo replicar y adaptar las buenas prácticas en contextos similares, asegurando que los hallazgos sean relevantes para proyectos RBSA y de protección social.

La evaluación se guiará por los criterios del Comité de Asistencia para el Desarrollo (CAD) de la OCDE: **relevancia, coherencia, eficacia, eficiencia, impacto y sostenibilidad**, con adaptaciones para considerar las particularidades de la implementación remota y las condiciones de seguridad en Haití.

Alcance de la evaluación

La evaluación final incluirá:

- **El proyecto en su totalidad:** Se analizarán los tres componentes principales del proyecto:
 1. Reforma y ampliación de la cobertura de los esquemas contributivos.
 2. Mejora de la gobernanza y los marcos financieros de las instituciones clave (ONA, OFATMA y CAOSS).
 3. Fortalecimiento de las capacidades analíticas y de gestión de los constituyentes y actores clave.
- **Dimensiones geográficas y operativas:** Aunque el proyecto se implementó principalmente en Port-au-Prince y sus actividades tuvieron alcance a nivel nacional, la evaluación se realizará de manera completamente virtual. Para ello, se emplearán entrevistas remotas, análisis documental y recopilación de datos proporcionados por las instituciones y el equipo del proyecto. **Es importante precisar que las entrevistas se llevarán a cabo principalmente en francés-creole y español.**
- **Periodo de implementación:** La evaluación abarcará desde el inicio del proyecto en junio de 2022 hasta su finalización en diciembre de 2024, analizando tanto actividades completadas como aquellas en curso al momento de la evaluación.
- **Intervenciones en contexto de crisis:** Se evaluarán las adaptaciones realizadas por el proyecto debido a las crisis de seguridad y la evacuación del personal internacional, incluyendo el trabajo remoto y la coordinación virtual con las instituciones nacionales.
- **Impacto en las políticas públicas y marcos normativos:** Se analizarán los avances en la revisión de los marcos legales, las reformas institucionales y las herramientas tecnológicas implementadas, como el despliegue del software openIMIS en OFATMA.

Clientes de la evaluación

Usuarios internos:

1. **Equipo del Proyecto RBSA en Haití:** Para reflexionar sobre los logros alcanzados y los desafíos enfrentados, y utilizar las lecciones aprendidas para informar futuros diseños de proyectos.
2. **Coordinación en Haití de la OIT:** Para garantizar que los resultados del proyecto contribuyan a las prioridades estratégicas nacionales, en línea con el mandato de la OIT.
3. **Oficina de la OIT para América Central, Haití, Panamá y República Dominicana:** Como responsable final del proyecto, utilizará los hallazgos para garantizar que los resultados contribuyan a los objetivos estratégicos de la OIT en Haití y la región, así como para supervisar la implementación de las recomendaciones.
4. **Oficina Regional de la OIT para América Latina y el Caribe (ROLAC):** Para integrar aprendizajes de la experiencia de Haití en la planificación estratégica regional y el uso de fondos RBSA en contextos similares.
5. **SOCPRO:** Para reforzar el conocimiento sobre enfoques innovadores en protección social.
6. **AP/CRISIS:** en lo que respecta al trabajo de la Coordinación de la OIT en Haití sobre el nexo HDP.

7. **CABINET:** en lo que respecta al posicionamiento estratégico de la OIT en Haití.

Usuarios externos:

1. **Ministerio de Asuntos Sociales y Trabajo (MAST):** Para utilizar los hallazgos de la evaluación como base para consolidar la implementación de la Estrategia Nacional de Protección y Promoción Social.
2. **Instituciones nacionales de seguridad social (ONA, OFATMA y CAOSS):** Para orientar las reformas en gobernanza, marcos operativos y sostenibilidad financiera.
3. **Agencias de Naciones Unidas y socios estratégicos:** Para alinear iniciativas y promover una mayor integración del enfoque de protección social en Haití, en el marco del nexo humanitario-desarrollo-paz.
4. **Organizaciones de empleadores y trabajadores:** Para fortalecer su participación en el diálogo social y asegurar su rol como supervisores de la implementación de las políticas de seguridad social.

Uso previsto de la evaluación

La evaluación final del proyecto "**Apoyo a la Implementación de la Estrategia Nacional de Protección y Promoción Social de Haití**" tiene un propósito central: proporcionar evidencia robusta y análisis críticos que permitan valorar el impacto de la contribución de la OIT al fortalecimiento del sistema de seguridad social en Haití. En un contexto caracterizado por desafíos de seguridad, inestabilidad política y altos niveles de pobreza y desigualdad, esta evaluación representa una oportunidad única para visibilizar el valor estratégico del enfoque de la OIT, identificar factores de éxito y documentar las lecciones aprendidas en un entorno complejo.

El informe de evaluación tendrá múltiples usos estratégicos:

1. **Rendición de cuentas y transparencia:**

La evaluación proporcionará un análisis exhaustivo de cómo los recursos del proyecto RBSA fueron utilizados para generar impacto, cumpliendo con los compromisos de transparencia hacia la OIT, sus socios estratégicos y los actores nacionales. Será un instrumento clave para demostrar la pertinencia de las inversiones en el fortalecimiento de los sistemas de protección social, particularmente en contextos de crisis.

2. **Fortalecimiento del aprendizaje organizacional:**

La experiencia del proyecto en Haití, implementado en un entorno de alta vulnerabilidad, ofrece un conjunto invaluable de aprendizajes para la OIT. La evaluación identificará los factores que facilitaron el avance del proyecto, a pesar de las condiciones adversas, y los aspectos que necesitarían mejora en futuras intervenciones. Este aprendizaje será fundamental para la OIT en el diseño de proyectos en contextos de crisis similares, maximizando la efectividad de los recursos RBSA.

3. **Identificación de factores de éxito y buenas prácticas:**

La evaluación documentará los elementos clave que contribuyeron al éxito del proyecto, como la reactivación del CAOSS, la introducción de herramientas tecnológicas como openIMIS, y la capacidad de adaptación a un entorno de trabajo remoto. Estas buenas prácticas podrán ser replicadas en otras intervenciones de la OIT y difundidas como modelos de referencia para agencias de la ONU y otras organizaciones internacionales.

4. **Generación de conocimiento para la incidencia política:**

El informe de evaluación servirá como una herramienta para influir en la formulación de políticas públicas en Haití, consolidando los avances en la implementación de la Estrategia Nacional de Protección y Promoción Social. Al mismo tiempo, aportará insumos valiosos para las discusiones globales sobre la extensión de la protección social en el marco de los Objetivos de Desarrollo Sostenible (ODS).

5. Aporte a la sostenibilidad de los resultados:

Al evaluar la apropiación de los resultados por parte de las instituciones nacionales, la evaluación ofrecerá recomendaciones concretas para garantizar la continuidad y sostenibilidad de los logros alcanzados. Este análisis será esencial para fortalecer la capacidad institucional de actores como ONA, OFATMA y CAOSS, y para consolidar su rol en el sistema de seguridad social haitiano.

6. Promoción de la contribución estratégica de la OIT:

La evaluación evidenciará el papel transformador de la OIT en Haití, destacando cómo sus intervenciones han fortalecido el diálogo social, mejorado la gobernanza y ampliado la cobertura de la protección social en un país donde estas áreas son críticas. Este impacto posicionará a la OIT como un socio clave para futuras iniciativas en Haití y en otros contextos similares.

7. Apoyo a la movilización de recursos:

Los hallazgos de la evaluación podrán ser utilizados como evidencia para respaldar propuestas de movilización de recursos destinados a nuevas iniciativas en Haití, especialmente en el marco del nexo humanitario-desarrollo-paz. Al demostrar resultados tangibles, la evaluación fortalecerá el caso de inversión en programas de la OIT en la región.

En resumen, se pretende que la evaluación final del proyecto RBSA no solo sea un ejercicio técnico de valoración, sino también una herramienta estratégica para evidenciar el impacto de la OIT, fortalecer la sostenibilidad de los resultados y garantizar que las lecciones aprendidas informen tanto a la planificación interna como a la toma de decisiones políticas a nivel nacional e internacional.

Enfoque y preguntas de evaluación

La evaluación se guiará por las Directrices de la OIT para las evaluaciones basadas en los resultados (*ILO Policy Guidelines for Results-Based Evaluation*). La evaluación cumplirá con las normas y estándares de evaluación y seguirá las consideraciones éticas, todo ello según lo especificado en los procedimientos de evaluación de la OIT. La OIT se adhiere a las normas y estándares de evaluación del Grupo de Evaluación de las Naciones Unidas (UNEG), así como a los estándares de calidad de la evaluación del CAD de la OCDE. La evaluación es una evaluación independiente de medio término, la metodología y las preguntas de evaluación propuestas en estos TdR serán revisados por el equipo evaluador y ajustadas, de ser necesario, en coordinación con la gestora de la evaluación previo a la preparación del informe de inicio de la evaluación.

Para esta evaluación se propone este set base de preguntas de evaluación:

Pertinencia. *El grado en que los objetivos y el diseño de la intervención responden a las necesidades, las políticas y las prioridades de los beneficiarios, de los socios/instituciones y del país, así como a las prioridades globales, y lo siguen haciendo aun cuando cambien las circunstancias*

1. ¿En qué medida el proyecto ha respondido a las prioridades y necesidades del Gobierno de Haití en términos de fortalecimiento de la seguridad social, incluyendo cobertura, gobernanza y sostenibilidad?
2. ¿Cómo se alinean los objetivos y actividades del proyecto con la Estrategia Nacional de Protección y Promoción Social (PNPPS) y con las necesidades específicas de las poblaciones vulnerables, como trabajadores de la economía informal y mujeres?
3. ¿El diseño del proyecto refleja un enfoque adecuado para abordar las debilidades estructurales y de gobernanza del sistema de seguridad social en Haití, incluyendo la integración de la perspectiva de género?
4. ¿Cuál es el nivel de alineación del proyecto con el Programa y Presupuesto de la OIT 2022-2023 y 2024-2025, con el Marco de Cooperación de las Naciones Unidas en Haití y con la Agenda 2030 (especialmente los ODS 1, 3, 5, 8 y 10)?

Coherencia. *Se refiere al grado en que la intervención se complementa o entra en conflicto con otras, tanto internas como externas. La coherencia interna evalúa sinergias entre intervenciones de la misma institución y su alineación con normas internacionales. La coherencia externa analiza la consistencia, complementariedad y coordinación con las intervenciones de otros actores en el mismo contexto, buscando evitar duplicaciones y aportar valor añadido.*

Coherencia interna:

1. ¿De qué manera las actividades, productos y resultados del proyecto se complementan entre sí para alcanzar los objetivos estratégicos del fortalecimiento del sistema de seguridad social en Haití?
2. ¿Las actividades del proyecto han sido coherentes y realistas en función del contexto y del tiempo de implementación disponible?

Coherencia externa:

3. ¿Qué tan efectivas han sido las sinergias con otras intervenciones de la OIT y con programas liderados por otras agencias de la ONU o socios estratégicos, como GIZ y WFP, para maximizar el impacto en la seguridad social de Haití?
4. ¿Cómo asegura el proyecto su alineación con estándares internacionales de la OIT, como los Convenios 102 y 128, y cómo contribuye al cumplimiento de estos?

Eficacia: *El grado en el que la intervención ha logrado, o se espera que logre, sus objetivos y sus resultados, incluyendo los resultados diferenciados entre grupos.*

1. ¿Qué avances ha logrado el proyecto en relación con los resultados esperados, como la ampliación de la cobertura, la mejora de la gobernanza institucional y el fortalecimiento de capacidades analíticas?
2. ¿Cuáles han sido los principales factores que han facilitado o limitado el logro de resultados, y cómo se han gestionado estos desafíos?
3. ¿Cómo ha contribuido el proyecto al fortalecimiento del diálogo social y a la reactivación del CAOSS como plataforma clave para la reforma del sistema de seguridad social?
4. ¿En qué medida las actividades del proyecto han generado resultados diferenciados y beneficios específicos para grupos vulnerables, incluyendo mujeres y trabajadores de la economía informal?

Eficiencia. *El grado en el que la intervención produce, o es probable que produzca, resultados de manera económica y a tiempo.*

1. ¿Cómo se han utilizado los recursos financieros, humanos y técnicos para maximizar los resultados en un contexto de crisis y modalidad de implementación remota?
2. ¿Qué tan efectiva ha sido la estructura de gestión y gobernanza del proyecto para garantizar la eficiencia operativa y minimizar costos innecesarios?
3. ¿El proyecto ha cumplido con los plazos establecidos para las actividades clave, considerando los ajustes necesarios debido a la crisis de seguridad y las limitaciones logísticas?

Orientación hacia el Impacto. *El grado en el que la intervención ha generado, o se espera que genere, efectos significativos —positivos o negativos, previstos o no previstos— en el nivel más alto.*

1. ¿Qué evidencia existe de cambios estructurales en la gobernanza y cobertura del sistema de seguridad social como resultado del proyecto?
2. ¿Cómo han contribuido las actividades del proyecto a fortalecer las capacidades institucionales y a fomentar una mayor integración de la protección social en el marco humanitario-desarrollo-paz (HDP)?

3. ¿Qué efectos ha tenido el proyecto en la percepción y compromiso de los actores clave hacia la reforma del sistema de seguridad social en Haití?

Sostenibilidad. *El grado en que los beneficios netos de la intervención continúan o es probable que continúen.*

1. ¿Qué avances ha logrado el proyecto en la construcción de capacidades institucionales que garanticen la continuidad de las reformas y la implementación de la PNPPS?
2. ¿Cómo se están integrando los productos y herramientas del proyecto en los marcos normativos y operativos de instituciones clave como ONA, OFATMA y CAOSS?
3. ¿Existen mecanismos financieros o acuerdos estratégicos que aseguren la sostenibilidad del proyecto más allá de su finalización?
4. ¿Qué tan apropiada ha sido la estrategia para garantizar la apropiación de los resultados por parte de las instituciones nacionales y actores sociales?

Arreglos de gestión de la evaluación

- La evaluación será gestionada por Cybele Burga, Oficial Regional de Evaluación para América Latina y el Caribe, quien no ha participado en la implementación del proyecto. Como gestora de la evaluación, será responsable de todos los aspectos administrativos del proceso de evaluación diario. Esto incluye actuar como la principal interlocutora con el equipo de evaluadores, facilitar la comunicación con las partes interesadas relevantes, coordinar la entrega de datos e información necesarios para el análisis y garantizar la calidad general de la evaluación. La Oficial Regional de Evaluación se asegurará de que la evaluación cumpla con la política de evaluación de la OIT y supervisará la calidad técnica de todos los productos generados, aprobándolos antes de su difusión.
- Dado que la evaluación se realizará en modalidad completamente virtual, el Coordinador de la OIT en Haití designará un **punto focal** (pudiendo ser él mismo) para la evaluación, quien será responsable de brindar apoyo en tareas específicas, tales como:
 - Proveer acceso a la información relevante, incluyendo documentación clave del proyecto y reportes internos.
 - Facilitar la preparación de una lista actualizada de actores clave y contactos necesarios para las entrevistas y consultas.
 - Apoyar en la coordinación y organización de reuniones virtuales con los socios del proyecto, contrapartes nacionales, beneficiarios y otros actores relevantes.
 - Apoyar en la resolución de desafíos relacionados con el acceso a información local o contextos operativos específicos.

Metodología de la evaluación

La evaluación deberá llevarse a cabo de conformidad con las partes pertinentes del Marco y la Estrategia de Evaluación de la OIT; Directrices de política de la OIT para realizar evaluaciones basadas en los resultados (ILO Policy Guidelines for Results-Based Evaluation: principios, racionalidad, planificación y gestión). La evaluación cumplirá con las normas y estándares de evaluación y seguirá las consideraciones éticas, todo ello según lo especificado en los procedimientos de evaluación de la OIT.

La evaluación seguirá las directrices de política de la OIT para la evaluación basada en resultados: Consulte [Checklist No.4.1: Preparing the Evaluation report](#); [Checklist No.4.2: Filling in the Evaluation Title Page](#); y [Checklist No.4.7: Rating the quality of evaluation report](#).

- La evaluación final del proyecto "**Apoyo a la Implementación de la Estrategia Nacional de Protección y Promoción Social de Haití**" (RBSA HTI/22/01/RBS) se llevará a cabo utilizando un enfoque metodológico adaptado a las particularidades de la modalidad completamente virtual. Este

enfoque garantizará la rigurosidad del análisis, la inclusión de las partes interesadas y la obtención de hallazgos útiles y basados en evidencia, a pesar de las limitaciones de acceso físico al país.

Principios metodológicos

La metodología se basará en los siguientes principios:

- **Adaptabilidad:** Diseñar herramientas y estrategias que se ajusten al contexto de trabajo remoto y las capacidades tecnológicas de los actores en Haití.
- **Inclusión:** Asegurar que todas las partes interesadas relevantes, incluyendo los constituyentes tripartitos y socios estratégicos, puedan participar en el proceso.
- **Triangulación:** Utilizar múltiples fuentes y métodos de recolección de datos para asegurar la validez y confiabilidad de los hallazgos.
- **Sensible al contexto:** Considerar los desafíos sociopolíticos y de seguridad que han influido en la implementación del proyecto.
- La evaluación aplicará un **enfoque de Teoría de Cambio**, desde las actividades planificadas hasta los resultados previstos por el proyecto. La teoría del cambio debe mostrar los vínculos causales previstos entre las actividades, productos previstos y la contribución del proyecto a los resultados, así como los factores contextuales que influyen, teniendo en consideración las prioridades del Programa de Trabajo de la OIT en Haití.
- La evaluación **aplicará un conjunto de métodos mixtos** que permitirán un análisis de datos cuantitativos y cualitativos. Se utilizarán elementos de evaluación cualitativa de impacto, aplicando múltiples líneas y niveles de evidencia para asegurar la triangulación de la información sobre los resultados logrados.
- **Enfoque participativo:** en línea con el mandato de la OIT, el equipo evaluador deberá emplear metodologías de evaluación participativa que permitan obtener información que refleje el nivel de avance, así como percepciones sobre el uso y apropiación de los productos.
- **La evaluación deberá integrar la perspectiva de género**, esto implica: Asegurar que la igualdad de género y el empoderamiento de las mujeres (GEEW por sus siglas en inglés) se integren en el alcance del análisis de la evaluación, y que los indicadores se diseñen de manera que se garantice la recopilación de datos relacionados con GEEW; garantizar que las preguntas de evaluación aborden específicamente cómo se han integrado GEEW en el diseño, la planificación y la implementación de las intervenciones y los resultados obtenidos. Finalmente, los principales hallazgos, conclusiones y recomendaciones deberán ser formulados atendiendo a las necesidades prácticas y estratégicas de mujeres y hombres según su situación de especial vulnerabilidad. De acuerdo con las siguientes guías: [**Guidance Note No.3.1: Integrating gender equality in monitoring and evaluation of projects \(OIT\)**](#).
- Además, el/la evaluador(a) podrá ajustar la metodología propuesta durante la fase inicial, sujeto a consulta y acuerdo con la gestora de evaluación. Estos ajustes incluirán la definición precisa de instrumentos de recopilación de información, tales como cuestionarios de encuesta, protocolos de entrevistas y guías para grupos focales. Se espera que estos instrumentos se presenten como parte del **Informe de Inicio**, lo que garantizará la objetividad y coherencia en el proceso de recopilación de datos.
- Las recomendaciones que surjan de la evaluación deben estar estrechamente vinculadas a los hallazgos de la evaluación y deben proporcionar una orientación clara a todas las partes interesadas sobre cómo pueden abordarlas, indicando en cada una a quién se dirigen, la prioridad, los recursos necesarios y el plazo (largo, medio o corto).

Uso de herramientas tecnológicas

Se sugiere el uso de las siguientes herramientas:

1. Plataformas de comunicación: Zoom, Microsoft Teams o Google Meet para entrevistas, grupos focales y sesiones de retroalimentación.
2. Herramientas de colaboración: Para la evaluación se hará uso de un grupo Teams de la OIT que servirá de medio de comunicación entre la evaluadora o evaluador y como repositorio de documentación. Se podrá tener una interacción colaborativa en tiempo real con la gestora de la evaluación.
3. Encuestas y recopilación de datos: Plataformas como Google Forms o SurveyMonkey para la aplicación de cuestionarios.

Limitaciones y estrategias de mitigación

1. **Acceso limitado a internet:** Algunos actores clave en Haití podrían enfrentar dificultades de conexión. Esto se podrá mitigar ofreciendo formatos alternativos, como entrevistas telefónicas o el uso de plataformas accesibles en dispositivos móviles.
2. **Diferencias idiomáticas:** Se priorizará el dominio del francés por parte del equipo evaluador, garantizando que las herramientas estén disponibles en varios idiomas y que se proporcionen traducciones cuando sea necesario.
3. **Complejidad del contexto:** El equipo evaluador considerará las restricciones de tiempo y las condiciones sociopolíticas, adaptando las herramientas para maximizar la participación y obtener resultados relevantes.

Enfoque de validación y calidad

Se requiere que la evaluación tenga un enfoque participativo para validar los hallazgos preliminares, mediante talleres virtuales con las principales partes interesadas. La gestora de evaluación garantizará que los productos de la evaluación cumplan con los estándares técnicos y de calidad de la OIT y del UNEG. El informe final reflejará un análisis claro y fundamentado, con recomendaciones prácticas para fortalecer la sostenibilidad y la replicabilidad de los logros del proyecto.

Etapas de la evaluación

- La evaluación del proyecto **RBSA HTI/22/01/RBS** seguirá una estructura organizada en cinco etapas principales, adaptadas a la modalidad 100% virtual. Este enfoque garantizará una recopilación y análisis de datos exhaustivos y una interacción significativa con las partes interesadas, respetando las restricciones logísticas del contexto de Haití, es decir, siendo flexibles en l.

1. Revisión documental

La evaluadora o evaluador comenzará con una revisión exhaustiva de la información proveniente de fuentes primarias y secundarias para comprender el contexto y el desempeño del proyecto. Esta revisión incluirá:

- Documentos clave del proyecto, Minuta de aprobación de RBSA, informes de seguimiento, informe final, productos del proyecto (materiales de formación, estudios, diagnósticos, publicaciones, etc.) y documentación administrativa.
- Evaluaciones previas o documentos relacionados con temas de seguridad social, gobernanza institucional y extensión de la cobertura en contextos similares.
- Documentos regionales y nacionales de la OIT relevantes, incluyendo estrategias, planes de acción y marcos de cooperación de las Naciones Unidas aplicables a Haití.

- Leyes, políticas, estrategias nacionales y marcos normativos transversales a los ministerios competentes (e.g., MAST, ONA, OFATMA).
- La evaluadora o evaluador también realizará un análisis de contexto sobre las condiciones sociales, políticas y económicas de Haití durante la implementación del proyecto. Esto permitirá identificar factores que han influido en el desarrollo de las actividades y ajustar las técnicas de recolección de datos.

2. Recolección de información primaria

La recolección de datos incluirá el uso de herramientas y técnicas adaptadas a la modalidad virtual. Se espera que el equipo evaluador aplique las siguientes estrategias:

- **Briefings iniciales:**
Reuniones virtuales con el equipo del proyecto para comprender las características, el alcance y los desafíos específicos de la intervención. Estas reuniones incluirán una introducción al contexto y las prioridades de la evaluación.
- **Entrevistas semi-estructuradas:**
Conducidas virtualmente con partes interesadas clave, incluyendo representantes del gobierno (MAST, ONA, OFATMA, CAOSS), socios sociales (empleadores y trabajadores), socios internacionales (ONU, GIZ) y beneficiarios del proyecto. Estas entrevistas permitirán explorar percepciones y experiencias relacionadas con los logros, desafíos y sostenibilidad del proyecto.
- **Encuestas en línea:**
Diseñadas para recopilar información estructurada de un grupo más amplio de partes interesadas que no puedan participar en entrevistas detalladas. Las encuestas estarán disponibles en francés y español para garantizar la accesibilidad.
- **Reuniones virtuales grupales:**
Con actores clave como miembros de CAOSS, beneficiarios de capacitación, y técnicos responsables de la implementación del software openIMIS. Estos grupos permitirán explorar temas específicos, como la sostenibilidad de las reformas de gobernanza y la percepción de los avances en la cobertura de la seguridad social.

Cualquier modificación en la estrategia de recolección de datos deberá ser discutida y acordada previamente con la gestora de evaluación.

3. Redacción del informe de evaluación

Basándose en los datos recopilados la evaluadora o evaluador elaborará el informe de evaluación en las siguientes fases:

- **Informe preliminar:**
El borrador del informe será compartido con la gestora de evaluación para una revisión metodológica inicial. Posteriormente, será enviado a las partes interesadas clave para sus comentarios.
- **Consolidación de observaciones:**
La gestora de evaluación consolidará los comentarios recibidos, incluidos los metodológicos, y los compartirá con el equipo evaluador para que los integre en la versión final.
- **Informe final:**
El equipo evaluador ajustará el informe tomando en cuenta las observaciones recibidas y enviará la versión final para su aprobación por parte de EVAL.

4. Taller virtual de devolución de resultados finales (En consulta con el coordinador de Haití, se valorará la pertinencia de realizar una sesión virtual de presentación de hallazgos preliminares)

- Se llevará a cabo un taller/reunión virtual para presentar las conclusiones y recomendaciones finales. Este taller tendrá los siguientes objetivos:
 - Socializar los resultados de la evaluación con los ejecutores clave del proyecto y otras partes interesadas relevantes.
 - Recoger comentarios sobre las recomendaciones y asegurar su viabilidad.
 - Facilitar la construcción de un plan de acción preliminar para implementar las recomendaciones de la evaluación.
- El equipo evaluador será responsable de la organización metodológica del taller en estrecha coordinación con la gestora de evaluación.

Principales productos

La evaluación dará como resultado un informe de evaluación conciso que detalla el desempeño general y específico del proyecto según la evaluación en términos de relevancia y ajuste estratégico de la intervención; validez del diseño de la intervención; progreso y efectividad de la intervención; eficiencia del uso de los recursos; efectividad de los arreglos de manejo; orientación al impacto y sostenibilidad de la intervención; como se define en las Directrices de la OIT para la preparación de evaluaciones independientes de programas y proyectos de la OIT ([ILO Policy Guidelines for Results-Based Evaluation](#)).

Se espera que la evaluadora o evaluador entreguen los siguientes productos:

- ▶ **Producto 1: Informe de inicio.** El Informe de Inicio, de no más de 15 páginas (sin incluir Anexos), será remitido para revisión y aprobación del gestor de la evaluación. Este Informe deberá incluir una descripción detallada de la metodología a emplearse en ambas evaluaciones, fuentes y procedimientos que se utilizarán para la recolección de datos, actividades clave, cuestionarios de entrevista, lista de actores clave, preguntas de la investigación, indicadores de cumplimiento y el calendario de la evaluación. Este informe se utilizará como punto inicial del acuerdo y entendimiento entre el equipo evaluador y el contratante (consulte [Checklist No.4.1: Preparing the Evaluation report](#)).
- ▶ **Productos 2 y 3 (Informe de avance- producto 2 e informe final de evaluación-producto 3).** El informe de evaluación deberá ser presentado a la Gestora de Evaluación. El informe deberá seguir los formatos de presentación específicos de OIT y no deberá tener más de 60 páginas de extensión, excluyendo anexos. Los anexos del informe incluirán: las preguntas e indicadores utilizados para la investigación, los instrumentos definitivos utilizados en el trabajo de campo, los resultados de la encuesta, una lista de las personas entrevistadas y una lista de los documentos revisados. El informe debe ser establecido en línea con las "listas de verificación de calidad 4 y 5" de la OIT para los informes de evaluación que serán descargado del enlace en el Anexo 2.

Este Informe de evaluación deberá incluir:

- (1) Cubierta con los datos clave de la asignación y el Estudio;
- (2) Tabla de contenidos y listas (anexos y tablas o gráficos)
- (3) Listado de siglas o abreviaturas
- (4) Resumen ejecutivo (no más de 5 páginas)
 - 4.1. Antecedentes y contexto
 - 4.1.1. Resumen del objetivo de la asignación, lógica y estructura
 - 4.1.2. Situación actual de la asignación
 - 4.1.3. Propósito, alcance y clientes del estudio
 - 4.1.4. Metodología de la evaluación
 - 4.2. Principales hallazgos y conclusiones

- 4.3. Recomendaciones, lecciones aprendidas y buenas prácticas
- (5) Cuerpo del reporte
 - 5.1. Antecedentes de la asignación
 - 5.2. Antecedentes de la evaluación final independiente
 - 5.3. Metodología
 - 5.4. Principales hallazgos ordenados conforme a los cinco criterios del marco analítico
- (6) Conclusiones
 - 6.1. Conclusiones
 - 6.2. Lecciones aprendidas (según [plantilla de EVAL](#))
 - 6.3. Buenas prácticas (según [plantilla de EVAL](#))
 - 6.4. Recomendaciones
- (7) Anexos (lista de entrevistas, resumen de las reuniones, reuniones de los interesados, otra información relevante)

El informe deberá seguir la plantilla de formato EVAL, incluyendo una página de título (consulte [Checklist No.4.2: Filling in the Evaluation Title Page](#)). La calidad del Informe será calificada en base a los estándares de calidad de EVAL (consulte [Checklist No.4.7: Rating the quality of evaluation report](#)).

Resumen Ejecutivo para difusión de alta circulación. El resumen ejecutivo deberá seguir el formato guía de EVAL, sintetizar los resultados más importantes de la evaluación por criterio de evaluación, lecciones aprendidas, buenas prácticas y recomendaciones y no deberá tener una extensión mayor a 7 páginas (consulte [Checklist No.4.3 Preparing the Evaluation Report Summary](#)). Asimismo, se deberá elaborar un resumen ejecutivo por el proyecto, resaltando los resultados diferenciados por intervención.

- ▶ **Producto 4: PowerPoint** con principales resultados que resuma los aspectos más sustantivos del informe final de evaluación independiente, antecedentes, metodología utilizada (énfasis en las limitaciones de COVID-19 y lecciones aprendidas), hallazgos principales, conclusiones, lecciones aprendidas, buenas prácticas y recomendaciones.
- ▶ **Producto 5: 1 Infografía.** Una nota rápida de 4 páginas sin edición. Esta nota incluirá una breve descripción de los principales hallazgos (subrayando la información cuantitativa), las lecciones aprendidas, las mejores prácticas, las principales recomendaciones y las voces de los mandantes y las partes interesadas clave (citas textuales innominadas, indicando solo el tipo de constituyente al que se hace referencia, previa solicitud de consentimiento por parte de los entrevistados).
- ▶ **Producto 6: 1 historia institucional.** La historia de vida deberá ser representativa de los resultados de la evaluación, puede ser historias de éxito o superación pero que entregue aprendizajes.

Plan de trabajo tentativo

Este ejercicio de evaluación prevé un nivel de esfuerzo de 40 días efectivos de trabajo, los cuáles serán desarrollados entre enero y la quincena de abril de 2025. A continuación, el calendario tentativo:

Etapa	Fecha tentativa	Principales tareas	Responsables
Fase 1: Actividades preparatorias de la evaluación	3ra. semana de enero 2025	Al menos dos reuniones vía Skype con el evaluador para ajustar la metodología, documentos y formato de informe de inicio	Evaluador y Oficial regional de Evaluación - ORE

Fase 2: Proceso de evaluación	4ta. semana de enero 2025	Refinamiento del método, herramientas de investigación e informe de inicio	Evaluador y ORE
		Definición de las preguntas de investigación, estrategia de búsqueda y protocolo a través del diálogo con ORE	
	De la 1ra. semana a la 3ra. semana de febrero 2025	Entrevistas con actores clave (vía Skype)	Evaluador
	1ra. semana de marzo 2025	Análisis de datos y sistematización	Evaluador
	2da. semana de marzo 2025	Informe preliminar	Evaluador
	hasta la 4ta. semana de marzo 2025	Comentarios al informe por ORE, EVAL y funcionarios OIT	OIT
	1ra. semana de abril 2025	Fecha definitiva de entrega de Informe final	Equipo
Fase 3: Diseminación de resultados finales	2da. semana de abril 2025	Taller de devolución de resultados finales	Evaluador

Responsabilidades y perfil requerido del equipo evaluador

La evaluación final independiente deberá ser realizada por una evaluadora o evaluador independiente que llevará a cabo la asignación objeto de estos TDR.

Responsabilidades del equipo evaluador

Responsabilidades del líder del equipo de evaluación
1. Planificación y Metodología: - Realizar una reunión inicial con la OIT y la gestora de evaluación para definir el alcance, objetivos y metodología de la evaluación, así como los entregables esperados. - Revisar la documentación clave del proyecto, incluidas políticas, estrategias y marcos normativos relevantes, para garantizar un enfoque contextualizado y alineado con los objetivos del proyecto. - Elaborar el Informe de Inicio, detallando la metodología propuesta, las preguntas de evaluación, indicadores clave, instrumentos de recopilación de datos (guías de entrevistas, cuestionarios de encuesta) y el plan de trabajo. - Diseñar una matriz de evaluación que incluya criterios, indicadores, fuentes de verificación, métodos de recopilación y análisis, e informantes clave. 2. Ejecución de la Evaluación: - Coordinar la realización de entrevistas virtuales y reuniones grupales virtuales con las partes interesadas clave, incluyendo socios institucionales, constituyentes tripartitos y beneficiarios. - Realizar entrevistas semi-estructuradas y supervisar la implementación de encuestas en línea, asegurando que cubran los temas clave y respondan a las preguntas de evaluación. - Proporcionar asesoría técnica y metodológica para garantizar la calidad y coherencia en la recolección y análisis de datos.

- Supervisar y dirigir el análisis cualitativo y cuantitativo, asegurando que los resultados estén basados en datos confiables, triangulados y alineados con las preguntas de evaluación.
- Garantizar la validez, fiabilidad y precisión de los datos en todas las etapas de análisis y presentación.

3. Elaboración de Productos:

- Redactar el borrador del informe de evaluación, presentándolo a la gestora de evaluación para revisión inicial.
- Incorporar comentarios y retroalimentación de la gestora de evaluación y de las partes interesadas clave en el informe preliminar.
- Presentar los resultados preliminares en un taller virtual con actores clave para validar los hallazgos y recomendaciones iniciales.
- Finalizar el informe de evaluación integrando las observaciones recibidas y asegurando que cumpla con los estándares de calidad de la OIT.
- Presentar los hallazgos finales y las recomendaciones en un taller virtual con las principales partes interesadas y responsables del proyecto.
- Los informes deben estar escritos en dos idiomas (español o inglés y en francés).

Perfil de la evaluadora o evaluador

Requisitos y perfil:

- **Independencia:** No haber participado previamente en el diseño o implementación del proyecto.
- **Formación académica:** Título de maestría o superior en ciencias sociales, políticas públicas, economía, estudios de desarrollo, estadística o áreas relacionadas.
- **Experiencia:** Al menos 6 años de experiencia en la evaluación de proyectos, programas o políticas, preferentemente en temas relacionados con seguridad social, gobernanza institucional o desarrollo sostenible en contextos de crisis.
- **Metodología:** Experiencia demostrada en el diseño y aplicación de metodologías de evaluación mixtas (cuantitativas y cualitativas), enfoques participativos y teoría del cambio o metodologías similares.
- **Conocimiento contextual:** Experiencia en proyectos financiados por donantes internacionales en países de bajos ingresos, preferentemente en contextos similares al de Haití.
- **Idiomas:** Dominio del idioma francés (indispensable), con capacidad para comunicarse verbalmente y redactar en inglés o español.
- **Habilidades de comunicación:** Excelentes habilidades de consulta, presentación y redacción de informes de alta calidad, con recomendaciones claras y accionables.
- **Conocimiento institucional:** Deseable experiencia en el sistema de las Naciones Unidas, particularmente con la OIT y su estructura tripartita. Conocimiento de las normas internacionales de la OIT y de los estándares de evaluación de la UNEG.
- **Género y no discriminación:** Experiencia demostrada integrando enfoques de género y no discriminación en evaluaciones.

Los equipos interesados deberán presentar:

1. Propuesta técnica:

- Describir detalladamente la metodología propuesta, adaptada a las características del proyecto especificadas en los Términos de Referencia (TDR). **La extensión máxima es de 12 páginas.**

- Incluir un calendario que indique las fechas propuestas para el inicio y la finalización del contrato.
 - La metodología deberá contemplar una evaluación 100% en modalidad virtual, dado que no existen condiciones de seguridad adecuadas para visitas presenciales al terreno.
 - Especificar las estrategias que se implementarán para garantizar la calidad técnica del informe final.
2. **Descripción del equipo:** Explicación de cómo las habilidades, calificaciones y experiencia de los miembros del equipo evaluador cumplen con los requisitos de esta asignación.
 3. **Experiencia relevante:** Lista de evaluaciones previas relacionadas con el contexto y la temática de esta consultoría.
 4. **Declaración de disponibilidad y honorarios:** Confirmación de la disponibilidad para realizar la tarea, junto con los honorarios profesionales diarios, expresados en dólares estadounidenses.
 5. **Currículum Vitae (CV):** CV de los integrantes del equipo, incluyendo información detallada sobre sus calificaciones.
 6. **Declaración de independencia:** Confirmación de que los candidatos no han participado previamente en la implementación de los proyectos objeto de evaluación ni tienen relación personal con funcionarios de la OIT involucrados en el programa.
 7. **Ejemplos de trabajo:** Muestras de productos de evaluación de programas/proyectos relacionados con empleo, educación, formación técnica o profesional. También se aceptan productos en áreas afines como desarrollo rural, inclusión socioeconómica, cohesión social o generación de ingresos en poblaciones vulnerables, preferiblemente con un enfoque diferencial de género y sostenibilidad.
 8. **Referencias:** Nombres y datos de contacto (teléfono y correo electrónico) de dos referencias.

La documentación solicitada deberá ser enviada vía correo electrónico, indicando en asunto "RBSA Haití", al área de evaluación de la Oficina Regional de la OIT (EVAL-LAC@ilo.org). La fecha límite de envío de candidaturas: **2 de enero de 2025 a las 08:00H (GMT-5)**. Se atenderán consultas únicamente a EVAL-LAC@ilo.org, **hasta el 19 de diciembre de 2024**. Publicaremos las respuestas consolidadas el 20 de diciembre de 2024.

Cronograma de pagos

Los honorarios del equipo evaluador, correspondientes a aproximadamente XX días de trabajo efectivo, se realizarán una vez recibidos los productos a la satisfacción de la OIT de la siguiente manera:

- ▶ Pago 1: 20 % contra la entrega y aprobación del Informe de Inicio (Producto 1).
- ▶ Pago 2: 30% contra la entrega y aprobación del Informe preliminar (Producto 2).
- ▶ Pago 3: 50 % contra la entrega y aprobación del Informe final (Producto 3), PowerPoint de resultados finales (Producto 4), Infografía sin diseñar/solo contenidos (Producto 5) e historia institucional (Producto 6).

Aspectos legales y éticos

El evaluador(a) mantendrá la máxima confidencialidad relacionada con la información sensible y los comentarios que surjan durante las entrevistas individuales y grupales. Se les debe proporcionar suficiente espacio para hacer cualquier pregunta que puedan tener, y deben recibir respuestas a su satisfacción antes de comenzar la entrevista.

Esta evaluación cumple con las normas y estándares de evaluación de las Naciones Unidas y asegurará que se tomen en consideración las garantías éticas relativas a la independencia de la evaluación. Por favor, consulte [aquí](#) las directrices éticas de UNEG.

Anexo II. Guías y plantillas de la Política de Evaluación de la OIT de consulta obligatoria

ILO Policy Guidelines for evaluation: Principles, rationale, planning and managing for evaluations, 4th ed.:

http://www.ilo.ch/wcmsp5/groups/public/---ed_mas/---eval/documents/publication/wcms_571339.pdf

Orientation guides:

- ▶ [Guidance Note N°3](#) Evaluation lessons learned and emerging good practices
- ▶ [Guidance Note N°3.1](#) Integrating gender equality in monitoring and evaluation of projects
- ▶ [Supplementary Guidance Note](#) Integrating gender equality
- ▶ [Guidance Note N°3.2](#) Adapting evaluation methods to the ILO's normative and tripartite mandate
- ▶ [Guidance Note N°3.3](#) Strategic cluster evaluation to gather evaluative information more effectively
- ▶ [Guidance Note N°4.3](#) Data collection methods
- ▶ [Guidance Note N°4.4](#) Stakeholder engagement
- ▶ [Guidance Note N°5.5](#) Dissemination of lessons learned and good practices

Checklist:

- ▶ [Checklist N°4.1](#) Preparing the Evaluation report
- ▶ [Checklist N°4.2](#) Filling in the Evaluation Title Page
- ▶ [Checklist N°4.3](#) Preparing the Evaluation Report Summary
- ▶ [Checklist N°4.6](#) Writing the inception report
- ▶ [Checklist N°4.7](#) Rating the quality of evaluation reports

Templates:

- ▶ Template: [Evaluation title page](#)
- ▶ Template: [Evaluation summary](#)
- ▶ Template: [Lessons learned](#)
- ▶ Template: [Good practices](#)