

**GENDER ASSESSMENT FOR USAID/HAITI COUNTRY STRATEGY STATEMENT**

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## **Mandate of Report**

The USAID Mission in Haiti requested that a gender assessment be completed as background for its country strategy for FY 2010 to FY 2015. The purpose of this report is to conduct a baseline gender analysis in Haiti across social, economic, and legal dimensions and develop recommendations on a) policy priorities to enable men and women, boys and girls to have equal access to and control of resources for social and economic development, and b) strategies to make USAID Haiti programs gender-inclusive in design and implementation.

## Acronyms

AAD	USAID Activity Approval Document
AECID	Spanish Agencia Española de Cooperación Internacional para el Desarrollo
ADS	Automated Directives System
ARV	Antiretroviral
BAFE	Bureau des Affaires Financiers et Economiques
BDS	Business Development Services
BPM	Brigade for the Protection of Minors
CBO	Community based organizations
CEDAW	UN Convention on the Elimination of All Forms of Discrimination against Women
CIDA	Canadian International Development Agency
CIM-OAS	Commission of Women of the Organization of American States
CNE	Centre National des Equipments
DCA	Development Credit Authority
DHS	Demographic and Health Surveys
EDH	Electricite d’Haiti
GBV	Gender-based violence
GDP	Gross domestic product
GOH	Government of Haiti
HAC	Haitian Apparel Center
HDI	Human Development Index
HDM	Haitian Diaspora Marketplace
HLCS	Haiti Living Conditions Survey (HLCS)
HNP	Haitian National Police
HTT	Haiti Task Team
IDB	Inter-American Development Bank
IDP	Internally displaced person
IHSI	Institut Haïtien de Statistique et d'Informatique
IHRC	International Committee of the Red Cross
IOM	International Organization for Migration
LAC	Latin American and Caribbean
LDC	Least Developed Country
LGBT	Lesbian, gay, bisexual and transgender

MARPs	Most at risk persons
MCFDF	Ministry for the Status of Women and Women's Rights
MENFP	Ministry of Education and Professional Training
MFI	Microfinance institutions
MINUSTAH	United Nations Stabilization Mission in Haiti
MOH	Ministry of Health
MOUFHED	Mouvement des femmes Haitiennes pour l'Education et le Développement
MSF	Médecins Sans Frontières
MSME	Micro, Small and Medium Enterprises
MTPTC	Ministry of Public Works
NGO	Non-governmental organization
OVC	Orphans and vulnerable children
PADF	Pan American Development Foundation
PNDA	Post-disaster needs assessment
PPP	Purchasing power parity
PSI	Population Services International
SOFA	Association Solidarité des Femmes Haitiennes
SOW	Statements of Work
UCREF	Unite de Reseignements Financiers
UCS	Commune Health Networks
ULCC	Unite de Lutte Contre la Corruption
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNIFEM	United Nations Development Fund for Women
UNOPS	United Nations Office for Project Services
USAID	United States Agency for International Development
USG	US government
WFP	World Food Program
WHO	World Health Organization
WID	USAID's Office of Women in Development

## Executive Summary

*Introduction to Haiti and baseline gender analysis of development indicators*

**Haiti is the poorest country in the Western hemisphere and the only remaining least developed country in the region.** More than 72% of Haitians live on less than \$2 a day, over a third are illiterate, and many find food security<sup>1</sup> a far-reaching goal. Overall, the majority of Haitian men, women, boys and girls face a challenging outlook.

**In particular, marginalized groups such as women and girls are especially vulnerable.** Across various social, economic and legal development indicators, Haiti has some of the worst gender-skewed statistics in the Latin American and Caribbean region. Women have poor access to health care and correspondingly low health outcomes, e.g. over five times the regional average maternal mortality rate. A feminization of poverty is seen – with 33% higher unemployment rates among women than men in the formal sector and higher poverty rates among women-led households compared with households led by men. This trend, however, is not indicative of women’s desire to work. Rather, as women are the primary caregivers, they face high opportunity costs and issues accessing formal employment. Further, once within formal employment, women earn 2.5 times less than men earn. Finally, women and girls face unequal legal protection and enforcement. For example, sexual harassment is largely tolerated by the State where victims can often find themselves blamed for being raped or abused.

**Despite these inequalities, Haitian women and girls form the backbone of Haitian society and the local economy.** Haitian women make contributions in every aspect of life: in communities, at work, in homes, as caretakers and as mothers. For example, almost half of Haitian households are women-headed. Women are responsible for running the household. They also play a key role in community activities. Haitian women form the backbone of the economy with high levels of activity in domestic markets, agriculture, and garments. Women form the majority of petty commerce vendors and MSME loan recipients. Further, middle women called Madam Saras control most of domestic agricultural supply chains, and women constitute over three quarters of garment workers. Over 8 in 10 economically active women work in the informal sector, and in the formal sector women are well represented in banking especially. Therefore, economic development, poverty reduction, health improvements, and safeguarding the environment depend on the continued enhancement of the status of women in Haiti.

**The January 2010 earthquake has exacerbated the already challenging situation in Haiti.** Health risks have increased overall; levels of domestic violence and rape have risen, especially in camps; people have lost assets and have been unable to return to work; and legal, judicial, and legislative capacities have been further reduced. In addition, housing and infrastructure must be reconstructed. Rebuilding is a large undertaking. However, it also presents a unique opportunity to “build back better” with specific consideration of vulnerable groups like women and girls. As the USG and other donors help Haiti rebuild, they can seek to address the gender imbalances that existed prior to the earthquake, as well as vulnerabilities exacerbated by the earthquake.



**Yet, the earthquake has also created opportunities to empower women and girls.** With high levels of media attention along with commitment by GOH, USG and other donors, a unique opportunity exists to harness the power of women and girls to:

- Create leadership opportunities for women in reconstruction
- Involve women in the resolution of land tenure issues
- Increase collaboration with grass-roots, women-led community based organizations (CBOs)
- Reach out to IDPs that previously lacked access to health and other services
- Increase awareness among women of the benefits of paying for legitimate electricity sources
- Capitalize on the media attention on gender-based violence(GBV) and continue to lobby and support the GOH and Women’s Ministry to increase collaboration with health clinics treating survivors, and increase understanding of effective and feasible activities and intervention points
- Empower women as engines of economic growth using their influential roles in petty commerce, industry, and agriculture
- Recruit women to leadership positions in health and education
- Increase the political participation of women to help catalyze legal reforms targeting marginalized groups

#### *Implications for USAID activities*

USAID can ensure gender-inclusion by aligning its activities around four basic principles: a) foster inclusion of vulnerable groups through program design; b) enable participation by addressing access issues and challenging biased societal norms and structures; c) improve organization of existing networks to increase support; and d) empower and create leadership opportunities for vulnerable groups like women and girls. The main implications for USAID activities based on these principles are to:

- Go beyond inclusion; enable participation
- Challenge societal norms to level the playing field for vulnerable groups like women and girls
- Create opportunities for economic empowerment to drive social change and decrease GBV
- Build a community of support by increasing collaboration with existing women’s networks and the Women’s Ministry
- Help organizations of women enter the formal economy and build capacity
- Develop women leaders
- Conduct further research in key areas to improve the effectiveness of USAID programs and activities, e.g. increased data and understanding of the role of Madam Saras, effective interventions to reduce gender-based violence, the dynamics of women versus men-headed households, and overall migration and remittance patterns

*Priority investment areas for USAID*

**Priority USAID investment areas to empower women and girls have been identified.** While there are many activities that USAID can pursue, the following activities have been identified as key focus areas, based on an assessment of potential impact and feasibility.

Pillar	USAID Investment Area
<b>Infrastructure and Energy</b>	<ul style="list-style-type: none"> <li>• Involve women in reconstruction, e.g. in planning and supervisory roles, and in less traditional roles like debris removal and as truck drivers</li> <li>• Consider women’s security in urban planning, e.g. where possible, provide street lighting and pathways to access roads</li> <li>• Ensure women’s equal participation in land tenure enumeration and dispute resolution</li> <li>• Prioritize investments in safe cooking fuels</li> </ul>
<b>Food and Economic Security</b>	<ul style="list-style-type: none"> <li>• Target Madam Saras through training and outreach</li> <li>• Support MSME lending programs targeting women</li> <li>• Prioritize women beneficiaries in business development services (BDS), technical assistance and trainings in garments, tourism and “farm schools”</li> <li>• Provide nutritional foods and reproductive services at job trainings</li> <li>• Guarantee that business policies provide equal wages and better work environments, e.g. safe transport</li> </ul>
<b>Health and Education</b>	<ul style="list-style-type: none"> <li>• Increase access to health services (e.g. social marketing on the free or low cost of services and increase the hours of operation)</li> <li>• Help GOH enhance teacher training programs and develop new curriculum around sexual health and life skills</li> <li>• Build additional clinics and obstetric facilities in development corridors</li> <li>• Increase primary school enrollment and reduce drop-out rates in primary and secondary school by addressing economic barriers that lower attendance rates</li> </ul>
<b>Governance, Rule of Law and Security</b>	<ul style="list-style-type: none"> <li>• Support GOH in the recruitment of women to local and national leadership positions</li> <li>• Enhance collaboration between clinics treating GBV survivors and the GOH and Women’s Ministry, along with increasing the understanding of the most effective and feasible interventions to counter GBV</li> <li>• Support GOH in reducing gender-based discrimination through gender sensitivity trainings, and legal and judicial reform</li> </ul>

# The Gender Imperative

## *Definition of Gender*

This report uses the July 2010 version of the Automated Directives System (ADS), USAID’s directives management program, to define gender as “a social construct that refers to relations between and among the sexes, based on their relative roles. It encompasses the economic, political, and socio-cultural attributes, constraints, and opportunities associated with being male or female. As a social construct, gender varies across cultures, is dynamic and open to change over time. Because of the variation in gender across cultures and over time, gender roles should not be assumed but investigated”.<sup>2</sup>

Further, gender “refers to a set of qualities and behaviors expected from males and females by society,” and gender dynamics refer to the relationships and interactions between men, women, boys and girls.<sup>3</sup> Women are in most contexts more vulnerable than men; as women most often occupy subordinate positions in society or are the most marginalized in their communities.<sup>4</sup> Gender-based vulnerabilities refer to situations where men, women, boys or girls are particularly disadvantaged or poorly resourced due to these social constructs. Yet, in certain situations traditionally marginalized groups like women and girls may be advantaged and play strong roles, such as Madam Saras<sup>5</sup> working in domestic agricultural value chains in Haiti.

## *USAID definition of Gender Analysis<sup>6</sup>*

USAID uses gender analysis to identify, understand, and describe gender differences and the impact of gender inequalities on a sector or program at the country or project level. Gender analysis is a required element of strategic planning and project design; it is the foundation upon which gender integration is built.<sup>7</sup> Gender analysis examines the different but interdependent roles of men and women, and relations between the sexes. It also involves an examination of the rights and opportunities of men and women, power relations, and access to and control over resources. Gender analysis identifies disparities, investigates why such disparities exist, determines whether they are detrimental, and looks at how to remedy any detrimental disparities.

USAID builds its gender analysis approach around two key questions: a) How will the different roles and status of men and women within the community, political sphere, workplace, and household (e.g., decision-making, access to and control over resources and services) affect the work to be undertaken? b) How will the anticipated results of the work affect men and women differently?

This report answers both these questions by assessing the baseline of gender considerations (vulnerabilities and opportunities), and developing recommendations on how to address these in the 2010-2015 USG Haiti Strategy.

### *Why gender? Why now, why here?*

In any social, political or business context, gender is an important consideration. In the context of aid programs that engage the resources of one country for the social and economic development of another, gender considerations are crucial – they impact the inter- and intra- country interactions that make a program successful.

In fact, gender analyses have become particularly relevant to aid and development programs in recent years. First, countries have increasingly recognized the importance of and been promoting universal human rights for all human beings.<sup>8</sup> For Haiti, a signatory of Committee on the Elimination of the Discrimination against Women (CEDAW), gender analysis is particularly relevant. Second, countries are also recognizing that promoting the empowerment of vulnerable groups of men, women, boys and girls often has ancillary benefits for sustainable social and economic development.

### *Women and girls play an integral role in development programs in Haiti*

The factors that make Haitian women and girls vulnerable must be addressed as women's progress is human progress. Yet, Haitian women and girls are most often the ones whose human rights are violated increasing their vulnerability. For example, gender-skewed statistics are observed in health and nutrition. Rape is often used as an instrument of gangs and in times of political unrest, and low protection against domestic violence persists. Further, almost a quarter of a million kids are exploited in restavek situations, a large majority of which are girls. Many women, especially women head of households, left homeless post-quake are being excluded from planning and decision-making. Despite high economic participation, a feminization of poverty is rife due to low and unequal opportunity. Women and girls also face inadequate legal protection, enforcement and participation.

Yet, Haitian women and girls are also powerful, and their strengths must be harnessed in development programs in Haiti; as human progress is women's progress. Haitian women make contributions in every aspect of life: in communities, at work, in homes, as caretakers and as mothers. For example, almost half of Haitian households are women-headed. Women typically serve as the primary caregiver and are responsible for running the household. They also play a key role in community activities. Haitian women form the backbone of the economy with high levels of activity in domestic markets, agriculture, and garments. Women form the majority of petty commerce vendors and MSME loan recipients. Further, middle women called Madam Saras control most of domestic agricultural supply chains, and women constitute over three quarters of garment workers. Over 8 in 10 economically active women work in the informal sector, and in the formal sector women are well represented in banking especially. Therefore, economic development, poverty reduction, health improvements, and safeguarding the environment depend on the continued enhancement of the status of women in Haiti.

## Structure of the Report

*This report is organized into two sections:*

### Section 1: Gender-differentiated development indicators

This section provides a brief introduction to the context of Haiti from social, economic and legal perspectives, discussing various gender-differentiated development indicators and considerations, along with emphasizing key post-earthquake impacts. Section 1 is supported by a comprehensive supplementary annex which contains a detailed discussion of social, economic and legal indicators. The annex's subsection, "Behind the Numbers: Factors Contributing to Findings," identifies potential cultural, social and economic driving forces and discusses the implications for what the numbers show. These findings also inform the analysis and recommendations in Section 2.

### Section 2: Gender issues and design principles in draft USG strategic objectives

This section begins with a cross-cutting summary of key implications for USAID programs based on the research and analysis in Section 1 and conversations with program design teams. A discussion of priority USAID activities follows; these recommendations are based on in-depth assessments of gender considerations for each pillar detailed in the remainder of Section 2. It examines the sector programs of the proposed 2010-2015 USAID Haiti strategy across the four USG pillars: a) Infrastructure and Energy, b) Food and Economic Security, c) Health and Other Basic Services and d) Governance and Rule of Law.

Section 2 also identifies program-specific, gender-based inclusion principles that aim to increase participation of and leadership by vulnerable groups. These principles were identified using a comprehensive gender-inclusion framework, which was developed in conjunction with program design teams and from the leading frameworks of women-focused international organizations like UNIFEM, UNFPA and UNICEF.

# 1. Gender-Differentiated Development Indicators

## 1.1 Demographic Overview

*A challenging situation for the large majority of Haitian men, women, boys and girls*

**Haiti is a densely populated nation with a young demographic and high growth rate:** Haiti is the most densely populated country in the Latin American and Caribbean (LAC) region.<sup>9</sup> It is the third most populous nation in the Caribbean with almost 10 million people<sup>10</sup>. According to the 2003 census, it is also overwhelmingly young with over half of the population under 21.<sup>11</sup> Although Haiti's growth rate has slowed in the past five years,<sup>12</sup> by 2020 Haiti's total population is projected to increase by 2 million,<sup>13</sup> placing further pressure on already scarce natural resources and limited social services and infrastructure.

**Rapid urbanization is underway; though some reverse-migration has been witnessed post-earthquake:** Over the past three decades, Haiti has rapidly urbanized. In 2007, some 4.4 million Haitians lived in urban areas, (45.6% urban versus 54.4% rural).<sup>14</sup> In comparison, in 1982 just one-quarter of the country lived in urban areas, (some 1.2 million inhabitants). Over 100,000 Haitians move to urban areas each year, especially the capital Port-au-Prince.

Considerable reverse-migration occurred immediately post-earthquake with an estimated 600,000 individuals migrating to Haiti's regional departments, placing an increased strain on rural communities.<sup>15</sup> Interviews with stakeholders in temporary camps suggest that many of these individuals may be returning to Port-au-Prince, but detailed tracking of migration patterns is not available.

**Haiti is the poorest country in the Western hemisphere and the only remaining least developed country in the region:** More than 72% of Haitians live on less than \$2 a day,<sup>16</sup> over a third remain illiterate<sup>17</sup> and many face high levels of food insecurity.<sup>18</sup> The United Nations Development Program's Human Development Index ranks Haiti at 149<sup>th</sup> of 182 countries. This suggests a challenging situation for the large majority of Haitian men, women, boys and girls.

## 1.2 Introduction to Social, Economic and Legal Indicators

*Marginalized groups like women and girls are especially vulnerable as Haiti has some of the worst gender-skewed indicators in the Latin American and Caribbean (LAC) region:*

**SOCIAL INDICATORS: Women play an integral role in Haitian society, but face poor health outcomes, high illiteracy and pervasive violence against women**

**Women have particularly poor reproductive health outcomes:** Haiti has the poorest indicators for reproductive health in the Latin American and Caribbean region, with over five times the regional average maternal mortality rate,<sup>19</sup> the lowest level of contraceptive use and a 40% unmet need for family planning.<sup>20</sup> High fertility rates persist particularly among poor, rural and less educated women,

many of whom have less access to modern contraception. In addition, access to family planning has been and continues to be uneven following the earthquake – while some services have been interrupted; some women have gained better access in post-earthquake camps.<sup>21</sup>

**Many women and children are malnourished:** According to the Food and Agriculture Organization 3.8 million people in Haiti experience hunger.<sup>22</sup> Regardless of gender and age, Haitian men, women, boys and girls are not getting enough nutrition, and their diet is not diverse nor is it healthy; 40% of households are classified as “food insecure” as they lack access to sufficient, safe, nutritious food needed to maintain a healthy and active life.<sup>23</sup> The problem begins before birth. One in six women has a body mass index below 15.5 kg/ m<sup>2</sup>, indicating high malnutrition levels among adult women.<sup>24</sup> As adult women give birth, a quarter of their children are born with low birth weights and many do not improve as they grow, with 9% of children under five characterized as “wasted” and 22% “stunted”.

**Despite success in reducing HIV levels in the last few years, a feminization of HIV epidemic is observed:** According to Haiti's Ministry of Health, there are approximately 120,000 people living with HIV in the country, the large majority of which are adults in their prime working years.<sup>25</sup> Out of all Latin American and Caribbean countries, Haiti is the most affected by HIV/AIDS. In 2006, 2.2% of adults between the ages of 15-49 were infected with HIV (2.3% of women and 2.0% of men).<sup>26</sup> Through targeted efforts, the Government of Haiti and partners like PEPFAR have had some success in reducing HIV levels. In comparison, in 1997 UNAIDS estimated that 5.2% of the general population between the ages of 15- 49 had been infected with HIV/AIDS; this rose to 6.1% in 2001<sup>27</sup> and then fell to 3.11% by 2004. This success in reducing HIV levels is one of the few positive indicators for Haiti.<sup>28</sup> Yet, AIDS has become the leading cause of death in Haiti among adults ages 15 to 44.<sup>29</sup> A higher percentage of women than men are infected with HIV, especially among young women in their teens and early twenties.<sup>30</sup>

**Most Haitian women and girls have experienced gender-based violence (GBV):** Nine in ten Haitian women and girls have experienced some form of gender-based violence (GBV), far above rates found in other surveyed countries.<sup>31</sup> A history of economic, political and social instability, along with cultural norms, likely contribute to a high prevalence of gender-based violence in Haiti. Domestic violence has been the most common form, while sexual assault has also been a contributor. Since the earthquake, reported cases of violence and GBV have been alarmingly high, especially for girls under 18.

**There is a continued high prevalence of restavek:** Over 225,000 children below the age of eighteen are in restavek situations, where their parents have sent them to a wealthier home to work as a domestic servant.<sup>32</sup> While some of these children may be treated well, the majority are often considered as unpaid domestic labor and exploited through physical and sexual abuse. With no oversight of their treatment, many restavek children are vulnerable to abuse, sexual assault and rape. Post-earthquake, with more families split and displaced, the number of restavek children has risen.

**Although literacy rates have improved, Haitian averages lag behind other Caribbean and Latin American countries:** Overall Haitian literacy rates have jumped by 50% in the last twenty years, with women's literacy rates higher than men's (64% and 60% respectively). However, school attendance is

the lowest in the region, where only approximately 40% of girls and boys attend primary school and 20% secondary school.<sup>33</sup>

**Unsafe housing, limited access to safe energy sources, and poor infrastructure predate the earthquake:** Even before the January 2010 earthquake, a large majority of Haitian households (over 44% of which are women-led)<sup>34</sup> lived in poorly constructed and unsafe homes. Many homes are built on unstable soil on steep terrain, in marshlands and along riverbeds. This makes individuals highly vulnerable to flooding during hurricanes and even in the normal annual rainy seasons. This vulnerability is exacerbated by high levels of environmental degradation and deforestation. Haitians have limited access to safe and affordable energy sources. Most Haitian households lack access to electricity. Cooking fuels are expensive and consume a large portion of an average Haitian household's income, especially in urban areas where over three-quarter of households use charcoal for cooking fuel.<sup>35</sup> In rural areas over three-quarters of inhabitants use firewood and straw which contribute to deforestation and are time consuming to gather, (this responsibility often falls on children, especially *restaveks*).<sup>36</sup> Infrastructure like paved roads connecting rural areas to urban centers is lacking. As of 2003, only 53% of Haitians had access to safe drinking water.<sup>37</sup> Further, almost 70% of Haitians have no access to excreta disposal services.<sup>38</sup> This suggests substantial housing and other infrastructural constraints predating the earthquake.

**Factors that contribute to these Social Indicator findings include:** a) low overall access to health care, as less than 40% of the population has access to basic health services<sup>39</sup>, b) lack of GOH capacity in the provision of basic social services and infrastructure like roads and electricity, and c) cultural biases perpetuating gender-based discrimination.

### **ECONOMIC INDICATORS: A feminization of poverty is widespread, related to low and unequal opportunities for women despite high levels of economic participation**

**Feminization of poverty is widespread:** Of the 50% of Haitians living on under \$1 a day, over half are women. The feminization of poverty seen in Haiti is related to multiple factors, including high opportunity costs and access issues for employment as women are the primary caregivers. Further, unequal wages exist between men and women: women on average earn \$626 annually versus \$1,695 earned by men, almost 2.5 times less.<sup>40</sup> Higher unemployment rates are also seen among women than men: 33% of women versus 25% of men, with 25% higher rates among women than young men. Women-led households are especially vulnerable as they are more likely to fall below the poverty line than men-headed households.<sup>41</sup> This is especially pronounced in rural areas where women-led households are 15% more likely to experience poverty than men-headed households. Men often have children with more than one woman and do not feel as responsible for providing for the children as the women do.<sup>42</sup> This places a great burden on women to provide for their families. Average consumption is lower in women-headed households, which suggests that women-headed household's lower income levels have broader impact for their families, as 48% of consumption inequality is attributed to the gender of the head of household.<sup>43</sup>



**Women are the backbone of the informal economy, but are under-represented and underpaid in the formal sector:** Women are very economically active, especially in the informal sector, MSMEs and family run businesses, forming the backbone of the economy. Approximately 90% of Haitians are estimated to work in the less regulated informal sector,<sup>44</sup> and women's activities constitute the majority of work in this sector focused around petty commerce. An estimated 83% of economically active women work within the informal sector, leaving only a small proportion of women working in the formal sector.<sup>45</sup> Further, as discussed above, women earn less than men in the formal sector.

**Madam Saras are important interlocutors of the Haitian agricultural value chain:** Madam Saras are intermediaries who store, transport and sell almost all domestic produce in Haiti. They transmit market information, provide credit, and connect farmers to the market, playing a very important role in the agricultural economy. Madam Saras represent an opportunity to leverage strong women's roles in one sector for the economic empowerment of poor Haitian women in other sectors. The potential for an increased role for Madam Saras is a very promising area that requires further study.

**Women receive more loans than men but their loans are smaller:** Less than 1% of Haitians have access to commercial capital due to economic and geographical constraints. Microfinance institutions provide access to affordable capital for the poor; women receive more microfinance loans than men but their average loan size is smaller. This suggests that women may have difficulty accessing larger amounts of capital. Further, the majority of women do not qualify for microloans due to a lack of collateral and assets.

**Factors that contribute to these Economic Indicator findings include:** a) the perceived lower value of women's work, b) high opportunity costs of having dependents, and c) a lack of adequate relevant skill-sets for women to access formal employment, especially young women.

#### **LEGAL INDICATORS: Women's participation and leadership are needed to address unequal legal protection and enforcement**

**Low levels of legitimacy and political participation for women:** Most Haitians are effectively excluded from political power, with no expectation that government will work in their interests. Haiti has one of the lowest scores in "support for democracy as a system of governance".<sup>46</sup> Women comprise less than 13% of the Senate and 4% of the Lower Chamber.<sup>47</sup> Further, few women work as judges, lawyers or within the legal system in Haiti.

**Protecting vulnerable groups like women and girls is still a work in progress:** High levels of political instability have thwarted the development of good governance to protect vulnerable groups like women. In the past two decades, Haiti has faced major political upheavals, lurching into and out of military control, with twelve governments and many civilian leaders only partially committed to democratic principles. As a result, the judiciary branch and supplementary laws aimed at protecting civil liberties have not been well developed. Despite signing multiple international gender accords, these guidelines have not been incorporated into the Haitian legal system. Haiti has signed the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)<sup>48</sup> and the Inter-American

Commission of Women of the Organization of American States (CIM-OAS).<sup>49</sup> By signing these international accords, Haiti is fully accountable to all principles therein; however, the realization of these objectives is, at best, a work in progress.

**There is widespread ignorance of the international instruments that are binding for the Haitian State around protection for vulnerable populations:** The legal community and the general population are not aware of many laws aimed at protecting vulnerable groups. To date, there is no systematic record of judgments that refer to the text of CEDAW, although two 2007 judgments were based on the law of 6 July 2007, which amended the Penal Code to align it with the contents of CEDAW.<sup>50</sup> A large challenge exists in the dissemination of materials in Creole (the language spoken by three-quarters of the population) in addition to in French. Further, judges often are inconsistent in their interpretation and sentencing.

**Sexual harassment is tolerated by the State and the victim is often blamed:** Based on the provisions of the Penal Code regarding rape and indecency, complaints may be filed for rape, attempted rape and sexual harassment. In practice, however, sexual harassment is tolerated by society and by the State. Sexual harassment is often regarded as a response to the provocative attitudes of the women or girls concerned.<sup>51</sup>

**A great distance between the letter and the practice of the law prevails:** The justice system suffers from a number of capacity constraints: reduced ability and structure for women to report crimes; severe budget, staff and technological constraints in investigative capacity; and low levels of operational capacity in the court system, especially in the criminal justice system. The few cases that are prosecuted often face inefficiencies in the civil justice system and numerous delays. Police, prosecutors, judges, magistrates, and attorneys receive little sensitivity and legal training.

**Efforts are underway to enhance security but huge capacity restraints persist:** Security was a concern predating the earthquake. Much attention has focused here post-earthquake. Following the earthquake, the Ministry for the Status of Women and Women's Rights has been primarily concerned with security for vulnerable populations; the ministry reallocated its resources and funding to focus on this group.<sup>52</sup> For example, the Ministry has been collaborating with the Haitian National Police (HNP) to conduct training on integrating gender principles for HNP directors from all ten provinces.<sup>53</sup> Despite increased recognition of the vulnerabilities and special requirements of vulnerable populations, capacity to address these needs remains limited.

**Factors that contribute to these Legal Indicator findings include:** The legal indicators discussed above are closely linked and mutually reinforcing, so it is difficult to identify specific underlying factors. However, two significant factors include: a) laws do not adequately protect against gender-based discrimination, especially in cases of gender-based violence, inheritance laws and child alimony, and b) laws are not enforced especially in the prosecution of GBV crimes.<sup>54</sup>

## POST-EARTHQUAKE SITUATION

**The January 2010 earthquake has further exacerbated gender-based vulnerabilities:** Already poor social indicators may dip in the short term due to reduced health care access for many; increased risks for pregnant women; greater food insecurity; escalated GBV levels; increased risks of child trafficking; and increased risk of HIV infection and ARV<sup>55</sup> non-compliance. The earthquake destroyed an estimated 115,000 houses and severely or moderately damaged several hundred thousand more units. The total damage to Haitian housing, estimated to be \$2.3 billion, has forced 1.6 million individuals into 1,300 temporary camps in Port-au-Prince alone<sup>56</sup>.

Women are unable to return to income generating activities due to depleted assets and increased debt; increased vulnerabilities for poor, women-led households; and reduced demand among petty commerce clientele. Increases in transactional sex for food and fuel have been reported by international donor organizations and local NGOs. Security issues have further increased due to: reduced legal capacity as the government is at a standstill with 28 of 29 ministry buildings destroyed; increased overall violence levels; and increased delays in prosecution and enforcement of crimes against women. The exhibit below provides a summary of how the earthquake has exacerbated gender-based vulnerabilities.

## Exhibit: Post-earthquake gender-based vulnerabilities<sup>57</sup>

Already poor social indicators may dip in the short term	Women are unable to return to income generating activities	Security issues have further increased
<ul style="list-style-type: none"> <li>• <b>Reduced health care access for many:</b> Although access has improved for some IDPs, many women face increased barriers e.g. in unplanned camps</li> <li>• <b>Increased risks for pregnant women:</b> ~10K pregnant women in quake-impacted areas with potentially life threatening conditions</li> <li>• <b>Greater food insecurity:</b> Haitians are less able to feed their families, especially in women-led homes</li> <li>• <b>Escalated GBV levels:</b> Already high GBV rates have spiked post-quake including gang rape and domestic abuse</li> <li>• <b>Increased risk of child trafficking:</b> Post-earthquake poverty, homelessness and increased numbers of orphans have forced more children in exploitative restavek conditions</li> <li>• <b>Increased risk of HIV infection and ARV<sup>1</sup> non-compliance:</b> Health officials warn that new HIV infections can rise given the increased levels of sexual assault and transactional sex. ARV compliance may fall due to high levels of displacement and lower access to care</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Depleted assets:</b> Many women have lost their homes, business assets and infrastructure as well as social networks and capital due to the death of colleagues and friends</li> <li>• <b>Increased vulnerability for poor women-led households:</b> Most poor women relied on petty commerce to make ends meet but have lost all assets in the earthquake and do not have the credit access to start up again</li> <li>• <b>Reduced demand among working class and poor clientele:</b> Even for women who are able to continue working, business is slow and they often have to close shop because there are no buyers</li> <li>• <b>Increased debt:</b> Because of lost assets, lost businesses, lost infrastructure and assets, women are going further and further into debt to feed themselves and their families</li> <li>• <b>Sex for food and fuel:</b> International donor organizations as well as local women’s NGOs are reporting an increase in sex for food or money to buy cooking fuel to cook donor aid rice</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Reduced legal capacity as government is at a standstill:</b> 28 of 29 government ministry buildings were destroyed. Almost one in five government employees were killed. Legislature no longer has quorum to pass laws</li> <li>• <b>Overall, violence levels have increased – but not as much as the media suggests:</b> Overall levels of GBV were high in Haiti before the earthquake. Interviews with the UN sub-cluster, GBV NGOs and in examining pre-and post-earthquake MINUSTAH reports suggest that while GBV has risen, the increase is not as high as was initially feared. This does not take away from the fact that GBV remains one of the most critical security issues in Haiti</li> <li>• <b>Increased delays in prosecution and enforcement of crimes against women:</b> There is reduced capacity to respond to complaints of gender-based violence in the HNP and to prosecute perpetrators in the judiciary because of lost infrastructure and personnel</li> </ul>

<sup>1</sup>ARVs: Antiretroviral drugs treating HIV infection.

**Yet, the earthquake has also created opportunities to empower women and girls:** With high levels of media attention along with commitment by GOH, USG and other donors, a unique opportunity exists to harness the power of women and girls to:

- **Create leadership opportunities for women in reconstruction:** Women are well positioned to play large roles in the planning and oversight of reconstruction due to their traditionally strong roles in the household and their communities
- **Involve women in the resolution of land tenure issues:** As almost half of Haitian households are estimated to be women-led, they must be closely involved in land enumeration processes to

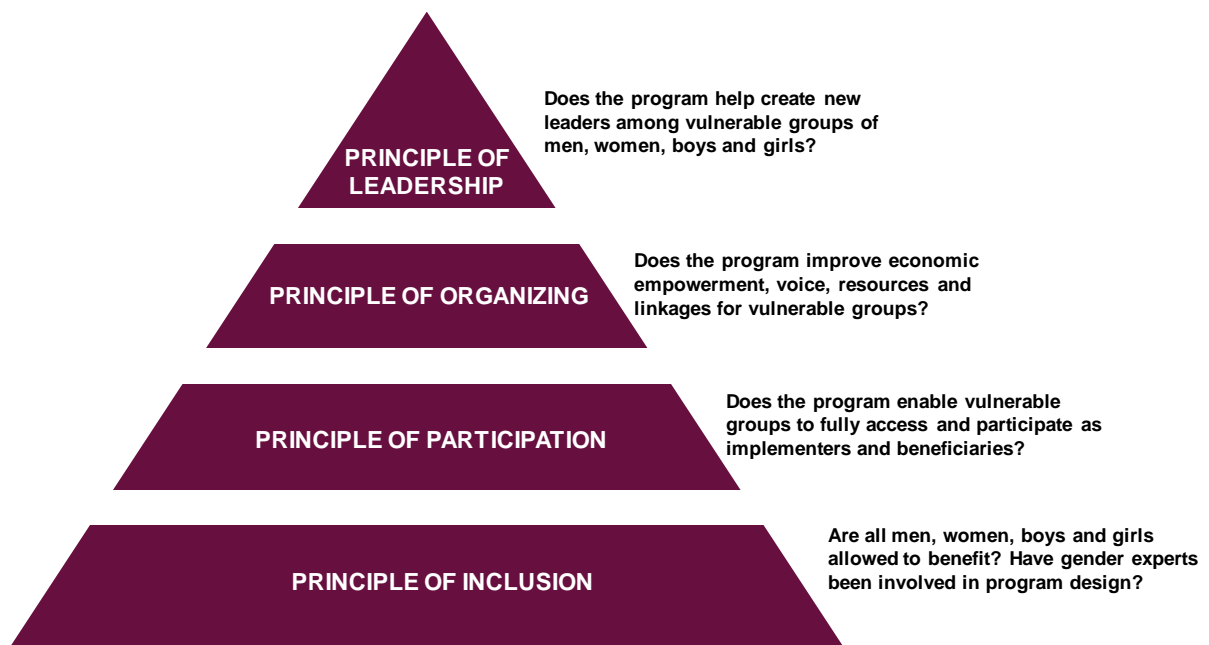
ensure that the voices of marginalized groups are heard and that women are comfortable submitting their claims

- **Increase collaboration with grass-roots, women-led community based organizations (CBOs):** CBOs can serve as an important barometer for the priorities and concerns of the women they represent, e.g. to improve urban planning around where public utilities should be located and to develop inclusive criteria for providing housing finance
- **Reach out to IDPs that previously lacked access to health and other services:** Some groups of IDPs in donor sponsored camps have gained enhanced access to services post-earthquake; these groups should be targeted with social messaging around preventative health services, sanitation, nutrition, reproductive health information and life skills trainings
- **Use women's networks to build awareness of the benefits of paying for legitimate electricity sources:** Access to cost-effective and reliable electricity sources will benefit women by decreasing the time spent on household chores and increasing efficiency in income generating activities like running small businesses from their homes
- **Capitalize on the media attention on GBV issues and continue to lobby and support the GOH and Women's Ministry:** An enhanced collaboration between clinics treating survivors and the GOH is needed. Further, an increased understanding of most effective and feasible activities and intervention points would be useful, e.g. determine where women are usually victimized, where they seek help, what types of GBV are the biggest concerns in various communities (e.g. gang rape versus domestic violence, etc.), and ask roving justices of peace to prioritize GBV cases
- **Empower women as engines of economic growth using their influential roles in petty commerce, industry, and agriculture:** Women have traditionally been very economically active, are the primary recipients of MSME loans, are perceived as hard working, and have great potential to take on increased leadership and management roles. Further, Madam Saras can be targeted as they control a large majority of domestic agricultural value chains. It is also necessary to gain a better understanding of how helping Madam Saras' trickles down in their local communities
- **Recruit women to leadership positions in health and education:** Women already are very active in health and education; their experience and commitment will be instrumental in strengthening these sectors. Training a larger number of female doctors and managers can compliment women's already high participation as health workers, birth attendants, nurses and educators
- **Increase the political participation of women to help catalyze legal reforms targeting marginalized groups**

## 2. Gender Issues and Design Principles in Draft USG Strategic Objectives

The purpose of this section is to identify ways in which the USAID 2010-2015 Haiti program can address the gender-based vulnerabilities identified in Section 1 and its supporting annex by a) improving the availability and quality of services and trainings targeting behavior change, and b) stimulating and enabling individuals to ask for and receive these services and trainings. This section begins with a cross-cutting summary of key implications for USAID programs based on the research and analysis in Section 1 and conversations with program design teams. A discussion of priority USAID activities follows. These recommendations are based on in-depth assessments of gender considerations for each pillar detailed in the remainder of Section 2. It examines the sector programs of the proposed 2010-2015 USAID Haiti strategy across the four USG pillars: a) Infrastructure and Energy, b) Food and Economic Security, c) Health and Other Basic Services and d) Governance, Rule of Law and Security.

We will use four basic principles of gender-based inclusion as we go through each of the pillars:



These gender principles have been integrated from a variety of sources.<sup>58</sup> Based on a human rights-based approach that is appropriate for a signatory of the Committee on the Elimination of the Discrimination against Women (CEDAW) and recognizing that the empowerment of vulnerable groups, especially women, often has ancillary benefits for sustainable and sustained social development in general, these principles provide a framework in which to identify opportunities for USAID programs in Haiti to become more gender-inclusive.

1. **Principle of Inclusion:** Women and girls, boys and men should be equally qualified to receive benefits and equally protected in the dignity of their persons as they go about their daily lives. Most aid programs are not just inclusive; they specifically articulate goals for including vulnerable groups in their beneficiary profile. However, the legislative, legal and juridical landscape of Haiti does not always support this principle especially with regard to gender-responsive laws and the security needs of women and girls. Thus, this principle will have the greatest applicability in Pillar 4 though we will assess all programs across all pillars for their inclusiveness of all men, women, boys and girls.
2. **Principle of Participation:** Including vulnerable men, women, boys and/or girls in the proposed beneficiary profile is not enough to ensure that they form the appropriate proportion of beneficiaries. Vulnerable groups usually have a host of constraints in their lives that prevent them from accessing and then utilizing the offered services and trainings. These constraints may include: knowledge about the availability of the service; the cost of the service; the required process to apply for it; and, the ability to physically go to the site where the service is being provided (secure transport, meeting opportunity costs in terms of livelihood and caregiving, safety and security of the site where the service is being provided, etc.). This is the first and most important step towards engaging vulnerable groups and we have identified ways in which each of the programs below can ensure that vulnerable groups participate in their uptake.
3. **Principle of Organizing:** To make impact sustainable, it is important to engage beneficiaries as key stakeholders in the design and implementation of programs. For the purpose of this document, we have focused our discussion on the design of the programs and the extent to which they can use local organizations (community-based organizations, NGOs, existing professional and social groups and networks, etc.) in designing the community approach and social messaging around the planned benefits of the program.
4. **Principle of Leadership:** As we have noted in Section 1, Haitian women play a very strong role in the economy and participate in great numbers in the work force. However, they are not well represented in middle and senior management or in leadership. This is key to improving not just the situations of women today but in setting appropriate goals and aspirations for girls and young women who need to see role models and find mentors in their immediate world in order to aspire to become leaders themselves. In each of the programs below, we have identified areas to encourage, incentivize and inspire girls and young women to aspire for leadership roles and women to form a greater proportion of the current leadership cadre.

We recognize that some of the gender-based inclusion strategies discussed in this section are long-term and require significant planning and investment. The expectation of the 2010-2015 strategy is not to include all of these mechanisms but to identify and implement the most feasible ones that will in turn lay the ground work for future gender-based inclusion strategies.

## 2.1 Implications and Recommendations for USAID Activities

*USG and other donors face a call to action to identify and address gender-based barriers and empower women and girls*

Pre-earthquake issues include poor health outcomes and access issues, high levels of violence against women, poor educational attainment, feminization of poverty, and poor legal protection and judicial recourse for women. Post-earthquake issues in each of these areas have been heightened with higher health risks overall despite increased access to care for some in camps; heightened levels of domestic violence and rape especially in camps; diminished asset bases and inability to return to work; and further reduced legal, judicial and legislative capacity. New post-quake priority areas have been identified around housing and reconstruction of infrastructure.

The following section outlines cross-cutting implications for USAID programs across the entire strategy.

### 2.1.1 IMPLICATIONS FOR USAID PROGRAMS

*USAID can ensure gender-inclusiveness by eliciting inclusion, participation, organization and leadership for all men, women, boys and girls.*

*Inclusion and participation*

**Go beyond inclusion; enable participation:** Aid programs that seek to include women should also find ways to encourage and enable women to participate. For example, USAID should focus activities and programs on areas where women work in Haiti, like domestic markets; they can also be offered with complimentary programs providing child care, nutrition and reproductive health services, to increase women's participation and reduce the opportunity cost of participating in these activities.

**Challenge societal norms to level the playing field:** USAID can work with women and girls, men and boys, and the Government of Haiti (GOH) to challenge traditional gender-based stereotypes. For example, activities and programs can encourage and train women and girls to work in less traditional roles, like debris removal or as truck drivers.

While much gender discourse focuses on women and girls, Haitian boys are also vulnerable in their own right – susceptible to higher dropout rates in school, increased participation in politically-inspired or gang violence, etc. Wherever possible, USAID programs should include outreach to both young boys and girls to teach more productive and safer life skills. Men should also be involved. Cultural norms that perpetuate sexual harassment and domestic violence directly increase the vulnerability of girls and women; educating young boys and men that these are negative social behaviors will positively counteract this trend and encourage respect for women. USG can also support the GOH in reducing gender discrimination through gender sensitivity trainings and legal and judicial reform.

**Create opportunities for economic empowerment to drive social change and decrease gender-based violence (GBV):** Statistics and interviews with gender experts and women's rights activists point to



economic empowerment as a key element in reducing GBV in Haiti. Enabling women to become self-sufficient, develop skills, and acquire assets and savings is an important step in halting the trend of sexual exploitation and violence against women.

### *Organization*

**Build a community of support by leveraging existing networks:** Haitian women have a strong, vibrant history of organizing for change; USAID programs should increase collaborations with these networks and the Women's Ministry in order to maximize reach and participation. These organizations can then support women with training and capacity-building programs. Specific effort should be made to engage with smaller grassroots organizations in addition to larger and more well-established women's groups.

**Help organizations of women enter the formal economy and build capacity:** USAID can help formalize the organization of large groups of women who are involved in petty commerce and other activities in the informal sector, where the large majority of women work. Women's organizations can serve as conduits for information and capacity building efforts to promote increased participation in the formal workforce. Women will need to be equipped with specific skill-sets around financial management and assisted in navigating less transparent government-business requirements. Specific incentive structures will need to be put in place so women understand how they will benefit from entering the formal economy.

### *Leadership*

**Develop women leaders:** There are only a few prominent and well-respected female political and private sector leaders, not nearly enough role models for girls and young women. Wherever possible, USAID program designs should incentivize, elicit and nurture an ambition among women beneficiaries and implementers to become leaders. In sectors where women have a strong base, such as garments, the promotion of women managers should be encouraged.

### *Important considerations for overall USAID approach*

**Further research in key areas will improve effectiveness of USAID programs and activities:** Increased data and understanding of the role of Madam Saras, the prevalence of gender-based violence, the dynamics of women versus men-headed households, and overall migration and remittance patterns will provide a more nuanced understanding of the challenges, needs and vulnerabilities, as well as opportunities and methods of engagement to be used:

- **Madam Saras:** The role of Madam Saras as interlocutors across rural and urban areas must be better understood in order to identify the best methods to engage, empower and leverage Madam Saras
- **Effective GBV interventions:** An increased understanding of most effective and feasible activities and intervention points would be useful, e.g. determine where women are usually victimized, where they seek help, what types of GBV are the biggest concerns in various

communities (e.g. gang rape versus domestic violence, etc.), and ask roving justices of peace to prioritize hearing GBV cases

- Women-led households: An increased understanding of women versus men-led household dynamics would be useful in elucidating specific needs and vulnerabilities
- Migration and remittances: An improved understanding of migration and remittance patterns of men, women, boys and girls moving between rural and urban areas as well as abroad will facilitate an improved understanding of changing family structures in Haiti, restavek, and challenges and opportunities in access to finance

### 2.1.2 PRIORITY INVESTMENT AREAS FOR USAID

*Priority USAID investment areas to empower women and girls have been identified*

While there are many activities that USAID can pursue, the following activities have been identified as key focus areas within each pillar based on a preliminary assessment. The exhibits below provide a brief description of the key activities, along with the expected impact and feasibility.

#### Exhibit: Pillar A and B recommendations

	USAID activity	Impact	Feasibility
<b>Pillar A: Infrastructure and Energy</b>	Involvement of women in reconstruction, e.g. in planning and supervisory roles, and in less traditional roles like debris removal and as truck drivers	● Involving women in the reconstruction of homes helps ensure that their needs are met. Reconstruction can also create jobs and leadership positions for women	◐ Women's NGOs, especially grassroots organizations, have been less involved in reconstruction efforts thus far, so poor women have limited channels to become involved
	Consider women's security in urban planning, e.g. where possible, provide street lighting and pathways to access roads	● Considering safety issues in urban planning is essential to ensuring women's security	◐ USG can increase its collaboration with gender experts and consult local women's groups
	Ensure women's equal participation in land tenure enumeration and dispute resolution	● This can help ensure that women are comfortable coming forward with their claims	◐ The process for land tenure enumeration is still being finalized and politically sensitive
	Prioritize investments in safe cooking fuels	● Investing in safe cooking fuels has health and economic benefits for women	● USG is developing a strategy to increase access to safe cooking fuels and clean energy
<b>Pillar B: Food and Economic Security</b>	Target Madam Saras working along domestic agricultural value chains through training and outreach	● Targeting Madam Saras can increase efficiency by reducing wastage and improving food hygiene. Training them to forecast market needs and prices increases income. They can also become creditors for small farmers in remote areas	◐ USAID has identified Madam Saras as a priority target group. Yet, setting up trainings to target large groups of Madam Saras will take time. Madam Saras' activities are less well understood at present due to limited research on this topic
	Support MSME lending programs targeting women to help rebuild their assets	● MSME represents a huge empowerment opportunity for women; women are the primary loan recipients, but only a small proportion of women qualify at present	◐ USG has traditionally financed projects supporting MSMEs like HIFIVE, but less focus has been on providing loans to help individuals rebuild their assets and homes post-earthquake
	Prioritize women beneficiaries in business development services (BDS), technical assistance and trainings in garments, tourism and "farm schools"	● A great need exists for women to gain relevant skill-sets and for training curriculum to be tailored to the activities they partake in, e.g. petty commerce and caring for small livestock, along with encouraging training in less traditional roles	◐ Women are already being targeted for training programs in garments like HAC. Programs in other sectors, like tourism, may take some time to set-up. Women may face some resistance and/or be less willing to be trained in less traditional skills in "farm schools" and other programs
	Provide nutritional foods and reproductive services at job trainings	● Grouping initiatives will provide multiple benefits at one event	◐ Grouping activities will require coordination across various sector teams
	Guarantee that business policies provide equal wages and better work environments, e.g. safe transport	● Ensuring equal wages and a safe work environment are human rights, it may also increase productivity and efficiency	◐ At present, worker rights are a lower priority; attracting new investors and reducing barriers to doing business in Haiti are key focus areas

Source: Dalberg analysis and interviews with USAID/Haiti Task Team.

**Exhibit: Pillar C and D recommendations**

<p><b>Priority USAID investment areas will increase access to social services, promote women leaders and strengthen GOH capacity</b></p>			High Medium-high Medium-low Low
USAID activity	Impact	Feasibility	
<p><b>Pillar C: Health and Other Basic Services</b></p>	<p>Increase access to health services (e.g. social marketing on the free or low cost of services and increase the hours of operation)</p>	<p>Women and children are primary recipients of healthcare</p>	<p>Numerous access issues must be overcome; the majority of Haitians lack access to healthcare</p>
	<p>Help GOH enhance teacher training programs and develop new curriculum around sexual health and life skills</p>	<p>Enhancements in educational quality are expected, along with behavioral change among young Haitians</p>	<p>Such training programs will take some time to set up and require buy-in from multiple GOH stakeholders</p>
	<p>Build additional clinics and obstetric facilities in development corridors</p>	<p>This will increase health services in select rural areas and enhance health outcomes</p>	<p>This has already been identified as a priority in the USG strategy</p>
	<p>Increase enrollment and reduce drop-out rates by addressing economic barriers that lower attendance rates</p>	<p>Increased enrollment and reduced drop-out rates in primary and secondary school for girls and boys will be facilitated</p>	<p>An evaluation of the best way to incentivize parents is needed, e.g. voucher systems, etc.</p>
<p><b>Pillar D: Governance, Rule of Law and Security</b></p>	<p>Support GOH in the recruitment of women to local and national leadership positions</p>	<p>Women are needed in leadership positions to help effect change and legal reform</p>	<p>Recruiting adequate numbers of women to positions of leadership may take time</p>
	<p>Enhance collaboration between clinics treating GBV survivors and the GOH and Women's Ministry, along with increasing understanding of the most effective and feasible interventions to counter GBV</p>	<p>This will enable women to report GBV cases more easily, e.g. the GOH could consider allowing GBV victims to report crimes at clinics rather than police stations. It will also increase the effectiveness of interventions to reduce GBV levels</p>	<p>A culture of silence persists among women victims. Women's NGOs may be reticent to work with the Haitian National Police (HNP) as many victims are wary of interacting with police</p>
	<p>Support the GOH and Women's Ministry in reducing gender-based discrimination through gender sensitivity trainings, and legal and judicial reform</p>	<p>Supporting the GOH Women's Ministry in its efforts to reduce gender-based discrimination and in the identification of key areas for legal and judicial reform would be extremely useful to protecting the rights of women</p>	<p>The GOH has traditionally been hesitant to accept international assistance in its judiciary and legal sector. However, the Women's Ministry has specifically expressed interest in expanding such collaborations</p>

Source: Dalberg analysis and interviews with USAID/Haiti Task Team.

The following sections go into greater detail on how the programmatic recommendations described above were derived by discussing program-specific considerations within each pillar. A brief introduction is followed by an overview of needs and key gender-based empowerment opportunities and vulnerabilities. Next, the USAID Haiti 2010-2015 programs within each pillar are reviewed from a gender perspective to assess ways in which the program addresses (or does not address) the identified vulnerabilities and opportunities using the four basic principles of gender-based inclusion, (inclusion, participation, organization and leadership).

Note: Wherever we have not sourced statistics in Section 2, it is because they have been mentioned and sourced already in Section 1 or the supplemental annex. The introduction and overview of needs sections are drawn from the latest a) overall USG strategy document and b) USAID Activity Approval Documents for each pillar available at the time of publication of this gender assessment.

## **2.2 Pillar A: Infrastructure and Energy**

Even before the earthquake, the Haitian economy was hamstrung by the deficiencies in its economic infrastructure. For many years, Haiti's gross domestic product grew slowly at best, in part because of recurrent problems in transporting goods and services and delivering electricity, water and fuel to households and businesses. The earthquake exacerbated this deficit, with physical damage to infrastructure alone estimated at \$4.3 billion. In support of Haiti's rebuilding, the USG will focus its efforts on infrastructure investments in the three priority development corridors of Port-au-Prince, Saint Marc and Cap Haitien.

The Infrastructure and Energy pillar of the USG strategy has three priorities to help the GOH meet its targets for decentralized economic development in the Action Plan:

1. Housing
2. Ports
3. Energy
  - a. Electrification
  - b. Alternative cooking technologies

The exhibit below provides an overview of gender-based vulnerabilities and opportunities in Pillar A, and summarizes key gender-inclusive design principles discussed in more detail in the following section.

## Exhibit: Pillar A

### Pillar A addresses the lack of safe housing and access to energy which disproportionately impacts poor women-led households

#### Overview of needs

- Over 100K homes were destroyed and hundreds of thousands damaged in the earthquake, leading to ~\$2.3B in damages and leaving 1.6M individuals in temporary camps (the majority of whom are women)
- One in eight individuals have regular access to national power grids; this number has further decreased post-quake
- Lack of adequate street lighting increases the perception of impunity for perpetrators
- Firewood and charcoal use lead to environmental degradation and respiratory disease among women and children, and consume ~50% of family income

#### Gender vulnerabilities and opportunities

- Women-led poor households are most vulnerable to poverty
- Post-quake camps, poor urban planning and street lighting render women and girls vulnerable to gender-based violence
- Low access to safe fuels and electricity disproportionately impact women's health, time, budget, and safety

#### gender-inclusive design principles

##### INCLUSION

- Women should be involved in planning and construction
- Poor women-led households should be prioritized beneficiaries of USG sponsored housing
- Gender experts should be part of urban planning
- Grid extensions should provide street lighting should where possible

##### PARTICIPATION

- Cook stove and clean fuel programs should be affordable and accessible for rural, poor and women-led households
- Women ought to have equal access in land enumeration
- Social marketing should be tailored to women and delivered in women friendly areas like local markets

##### ORGANIZATION

- Grassroots, women-led groups and the women's ministry should be part of planning, implementation and monitoring of reconstruction
- Urban planners should consult women's groups to identify the best locations for bathhouses, water pipes and street lighting

##### LEADERSHIP

- Women camp managers and grassroots leaders should be encouraged to seek political office in their municipalities
- Examples include jobs on community and civil society boards, maintenance and upkeep partnerships and donor sponsored reconstruction

Sources: Based on Dalberg analysis and 2010-08-11 Haiti Draft Strategy.

## 2.2.1 PRIORITY 1: HOUSING

### Introduction

The earthquake left 2.1 million Haitians without shelter. Though the damage has been tremendous, it also presents a unique opportunity to “build back better” in greater Port-au-Prince, as well as to enable new communities to flourish in Haiti’s designated development corridors. More than six months after the earthquake, 1.6 million Haitians remain in temporary camps. Bottlenecks, notably the amount of rubble, complex land ownership issues and a lack of services and infrastructure at the community level, stand in the way of accelerating progress in transitional housing are also inhibiting the construction of permanent housing. The USG’s emergency efforts and long-term reconstruction efforts intersect.

## *Overview of Needs*

The housing sector in Haiti suffered from several shortcomings that directly contributed to the extensive level of damage it sustained. Prior to the earthquake, Haiti lacked building codes and oversight, and land use was lightly regulated. A high proportion of the Haitian population lived in dense, congested neighborhoods within Port-au-Prince and its surrounding areas. The earthquake destroyed an estimated 114,927 houses and severely or moderately damaged several hundred thousand more units.<sup>59</sup> The total damage to Haitian housing, estimated to be \$2.3 billion, has forced 1.6 million individuals into 1,300 temporary camps in Port-au-Prince alone.

### *Key Gender-Based Empowerment Opportunities in Housing*

**Women and women's organizations are well positioned to be involved in reconstruction:** As survivors of the January 2010 earthquake, past natural disasters and political unrest, Haitian women have not only the right, but also the relevant information and knowledge to participate in the design and implementation of reconstruction efforts in their local communities. Women traditionally have been involved in neighborhood clean-up efforts (such as sweeping the streets, etc.). They also have extensive knowledge of their local communities, and can be used to communicate information and to mobilize stakeholders.

### *Key Gender-Based Vulnerabilities in Housing*

**Low-income women-headed households and pregnant women are especially vulnerable:** Estimates from surveys of the International Organization for Migration (IOM) suggest that women make up more than 50% of the occupants of these camps. Given that women-headed households in Port-au-Prince are more likely to be extremely poor than their male counterparts, it is likely that a significant portion of these women do not have assets or livelihoods. Thus, poor women head of households (in particular pregnant women with reduced ability to earn income and higher potential health risks) face numerous constraints such as limited access to finance to rebuild their homes, and bear substantial responsibilities as the sole bread-winner and primary caretaker.

### *Responding to Gender-Based Opportunities and Vulnerabilities in the USAID Haiti 2010-2015 Housing Program*

At this point, the USAID Haiti Housing 2010-2015 program design is not yet available. We have included here the content from the latest overall USG strategy document.

The USG housing strategy aims to support the GOH in creating safe and sustainable communities in Port-au-Prince and in GOH-designated development corridors. In implementing USG housing investments, the USG will place particular emphasis on quality, hurricane and seismic resistance, cost-effectiveness, strengthening the local construction industry, and the use of Haitian labor. With this in mind, the USG will invest resources in four areas:

**Component 1: Support the upgrading of up to five Port-au-Prince neighborhoods, including resources to accelerate rubble removal using heavy equipment.** In conjunction with multilateral funding mechanisms, the USG will invest in urban upgrading in Port-au-Prince neighborhoods, with emphasis on the repair of homes assessed as “yellow,” upgrades to transitional shelters to create permanent housing and essential infrastructure such as access roads and sewage. In the short-term, to accelerate debris removal and identify sites for housing, the USG is contributing funding towards the implementation of a debris removal plan. To help clarify land rights, mitigate areas of potential conflict and accelerate land availability, the USG will fund a property claims documentation process in collaboration with the DGI, the Presidential Commission for IDP Resettlement and UN Habitat. These activities address the key constraints of rubble, land availability and the lack of community infrastructure that currently prevent IDPs from settling back into their former neighborhoods. Furthermore, repairs of yellow homes and the upgrading of transitional shelters, which based on needs and demands can include vouchers for kitchen sets, the construction of concrete walls or home extensions, allows IDPs to settle more permanently and rebuild their lives in their home communities.

**Component 2: Undertake integrated investments to facilitate the establishment of up to three new communities that offer housing, jobs, and sustainable economic opportunities.** The USG will work with the GOH, donors, and international organizations to establish housing in up to three new communities that offer economic opportunities, access to electricity and sustainable economic opportunities close to Port-au-Prince and in the USG’s development corridors of St. Marc and Cap Haitien. Construction of new homes on allocated lots will prioritize Haitians who have not received transitional shelter and may be staying with friends or family, with a particular focus on households headed by single women. These homes will meet disaster-resistant building standards, and their construction will involve newly trained local staff wherever feasible. At the same time, the USG will support the transformation of transitional shelters at planned settlements within the USG development corridors into more permanent homes following the model used in Port-au-Prince neighborhoods. In addition to creating thousands of temporary construction jobs and building construction capacity within secondary cities, these settlements will benefit from an integrated USG-led investment package that includes electricity, transport infrastructure, health, and the creation of job opportunities in agriculture and industry.

**Component 3: Provide capacity building and policy reform support to the GOH.** The USG is already building capacity and providing policy assistance in a number of GOH institutions, including to the Presidential Commission on IDP Resettlement and the Ministry of Finance, in close coordination with other donors. Going forward, the USG will provide technical assistance in urban planning, management, construction, and housing administration. USG policy assistance will be focused on land tenure and titling, the creation of an enabling environment for housing finance and mortgage markets, and regulation and supervision of building codes.

**Component 4: Increase access to housing finance.** Recognizing that the majority of the Haitian population lacks access to housing finance, the USG will support the expansion of the housing sector with mechanisms tailored for different segments of the population. A number of options will be

assessed for implementation, including home improvement loans, construction finance, mortgage lending for the middle class and working poor, and subsidies and vouchers for the poorest. The expansion of housing finance will occur alongside existing USG programs aimed at improving access to finance, including the Development Credit Authority (DCA). These investments will enhance rental and ownership opportunities for households and create a personal asset base that can serve as a foundation for future expansion of the financial sector. USG support will be targeted to generate incentives to attract additional private sector investment for both Port-au-Prince and the new settlement areas.

All four components of the housing program can meet the gender-based vulnerabilities identified earlier if the correct process is put into place that recognizes the special constraints and challenges for poor, women-headed households and prioritizes their secure housing needs accordingly.

### *Recommended Guiding Principles*

We have used the four principles of gender-based inclusion to identify opportunities for the housing program to be truly gender-inclusive.

#### **Principle of inclusion**

The housing design team has prioritized women in its beneficiary selection. Priority groups which have been identified as more vulnerable, as described in Components 1 and 2 above, include low-income women-headed households and pregnant. Thus, from a policy perspective women face no obstacles in accessing these benefits. However, uptake is not only defined by principles of inclusion but also principles of access which are discussed under the principle of participation below.

**Consider women's priorities in urban planning:** The housing strategy has also chosen a neighborhood-based approach to providing permanent housing within Port-au-Prince. Doing so allows for a comprehensive urban plan where women's priorities for the community can be considered, beyond just an emphasis on housing structures alone. Examples include the building of wide and well-lit access roads to address safety concerns, facilitating easier access to water and the marketplace, and providing sufficient health clinics and schools so that women's responsibilities for their families can be more easily met.

**Engage women to work in traditionally male dominated roles like debris removal:** Another area where the program could specifically call out women's inclusion is around debris removal. The last few months have seen significant progress in debris removal across certain neighborhoods through cash-for-work programs (for example, Project Concern working in Avenue Populaire) which is particularly suited for unskilled, extremely poor women. As a result, there has been some success in the last few months in involving women in traditionally male roles of reconstruction and rubble removal. Centre National des Equipements (CNE), the government's road-building outfit, for example, deliberately fills its employee ranks with women who serve in every capacity from dump truck driver to loader to excavator operator to trainer. Enabling women to work in traditionally male dominated roles allows men and women to



consider options in careers they might be interested in and have an aptitude for but feel they cannot consider because of strong gender role stereotypes.

### **Principle of participation**

Uptake of social benefits will depend on poor women from women-headed households knowing about programs and their benefits, understanding the process for becoming beneficiaries, having the right documentation to support their application (if one is required) and being able to surmount the high opportunity costs they face for being at the application site on the right date and time. Because of the critical role access plays in women's abilities to uptake this important program, we have described below some of the factors that must be kept in mind for each of these points.

**Ensure awareness of projects, benefits and process:** Marketing messaging around USG programs and their benefits must account for the scheduling demands on poor women from women-headed households (who are not always available in the camp as they are working in different locations throughout the day), and instead communicate programs through posters and banners placed in locations where these women will go every day – public latrines, public water taps, aid centers and the like. Phone numbers of local Haitian women's NGOs and community based organizations (CBOs) should be made available so that the women can find out more information and become fully aware of all the risks and benefits and make informed decisions.

**Ensure women's equal participation in land tenure enumeration and dispute resolution:** In most developing countries, consistent and universally available identifications are not ubiquitous - Haiti is no exception. Government-provided benefits are often foregone by the poorest of the poor because they do not have the right identification.<sup>60</sup> This is especially important in the land tenure enumeration process because it is unique and likely to form a precedent in a country where land ownership and tenure is not formally established. Women are especially disadvantaged in this informal system partly because of gender-discriminatory inheritance laws and partly because non-formal unions are usually arranged so that the land or home is in the man's name as he is nominally responsible for providing for her and the children they have together. Thus, care must be taken in the design and implementation of land tenure enumeration and dispute resolution processes to ensure that women are comfortable coming forward with their claims, and that their claims are handled equally.

**Counter the opportunity costs of poor women from women-headed households:** Conversation with gender experts (including USAID Haiti mission staff) confirm findings on aid uptake in other developing countries where poor single mothers face serious constraints in committing the time and resources necessary to be available on the days when applications are being submitted or interviews are being conducted to select beneficiaries for programs.<sup>61</sup> These constraints include child care, the lost income or wage for the time spent in applying for the benefit and secure, affordable transport to the site where the process is taking place. Holding the process in an easily accessible place (within the camp, for example), providing child care and small amounts of cash transfer or food for the duration of the process are all ways of meeting these opportunity costs.

## **Principle of organizing**

### **Increase collaboration with grass-roots women-led community-based organizations and Women’s**

**Ministry:** Grass-roots women-led community-based organizations and camp management teams have sprung up in several IDP camps. These organizations and persons often work closely with larger, more established women’s groups and NGOs to both understand available aid options and advocate for improved services and greater roles in decision-making.<sup>62</sup> These organizations (both grass-roots and larger, more established ones) can serve as an important barometer for the priorities and concerns of the women they represent and should be leveraged to not just understand these perspectives but also engaged as partners in the urban planning process for Components 1 and 2 (for example, where should public utilities be located, what streets are priorities for street lighting, what are the specific requirements of women-headed households in multi-family dwellings and the like) and for developing inclusive criteria and processes for providing housing finance loans to women. The Women’s Ministry can continue to play a convening role for these organizations and also serve as a key partner in the implementation of USAID activities.

## **Principle of leadership**

**Appoint women to positions of leadership in local communities:** There is also an opportunity to transform the social and political capital of some women camp managers into more formal and politically representative positions of leadership. This could take the form of municipal jobs, boards of community level government-civil society partnerships for maintenance and upkeep of public utilities and in government or donor sponsored housing finance initiatives. As one example, the Corail-Cesselesse emergency camp outside of Port-au-Prince mandates that each of the six blocks elect one woman and one man to leadership positions, with positions rotating every three months. This assurance of equal representation for men and women helps to ensure that the perspectives of women, and in particular the many woman-headed households, are well-represented within the camp. Such leadership opportunities links to important gender issues in governance, where Haitian women are generally very poorly represented across all levels of governance. Similar programs would provide a good starting place for aspiring women leaders regardless of their current housing situation.

### **2.2.2 PRIORITY 2: PORTS**

Not in present scope.

### **2.2.3 PRIORITY 3a: ENERGY – ELECTRICITY PROVISION**

#### *Introduction*

The USG will work with the GOH to modernize the electricity sector and expand access to reliable and affordable electricity service. This will require investments to rehabilitate damaged infrastructure, reduce technical and non-technical losses, and expand generation, transmission, and distribution systems. In addition, Haiti needs an institutional and regulatory framework to make the electricity

sector commercially viable and to attract investment from the private sector. The USG strategy aims to help Haiti “build back better” by addressing the fundamental challenge to commercial viability and alleviating the need for substantial subsidies.

### *Overview of Needs*

Before the earthquake struck, the electrical power sector in Haiti hindered investment, constrained the development of competitive businesses, prevented the full provision of high-quality social services, and degraded living standards for residential customers. Even prior to the earthquake, the power sector did not come close to addressing the country’s roughly 500-550MW worth of demand.<sup>63</sup> Moreover, it did not take full advantage of opportunities to use renewable and alternative energy sources such as solar, biomass, wind, and hydroelectric.

Haiti has no integrated national power grid, but rather nine separate small grids throughout the country. Only one eighth of the population has a regular, legal connection to one of these grids, and a roughly equivalent share connects illegally, bringing overall access to 25 to 30%. Even for those with access to electricity, the flow of power is unreliable: average service in Port-au-Prince covers only about ten hours per day, and both businesses and residences must install costly generators to ensure consistent access to power. The electricity utility, Electricite d’Haiti (EDH), faces considerable challenges in all aspects of its business. Many of its substations needed rehabilitation before the earthquake, and now its infrastructure requires additional repairs. The earthquake has created further complications. Its overall impact on the power sector was \$57 million, with roughly \$15 to \$20 million from damage to infrastructure and the remainder from lost income.<sup>64</sup> Approximately 35MW of generation capacity was lost because of the earthquake, with generating facilities in Port-au-Prince suffering significant damage, mainly at the central Carrefour plant.

### *Key Gender-Based Empowerment Opportunities in Electricity Provision*

#### **Involve women to build awareness of the economic benefits of paying for legitimate electricity**

**sources:** Women’s networks can be used as communication channels to build awareness among consumers on the economic benefits of paying for legitimate electricity sources (provided that the electricity provided is reliable and affordable). These specific economic benefits are discussed in more detail below.

### *Key Gender-Based Vulnerabilities in Electricity Provision*

**Women are made most vulnerable by the lack of electricity in households:** Although data from global studies suggest that women are made most vulnerable by the lack of electricity in households,<sup>65</sup> the absence of time use data makes it difficult to define in specific terms the imperative for electricity. Interviews and anecdotal evidence from Haiti support the thesis that has been developed globally, that access to lighting and energy sources for simple household tasks and appliances (refrigerator, TV, mobile phone charger) has a significant positive impact on the lives of women who replace hours they previously spent on these activities with livelihood, caregiving or leisure hours. In addition,

electrification enables women to run small businesses out of their home (cooked food – the ingredients for which can be stored in refrigerators, photocopy/ printer/ internet provision, charging of mobile phones, lamps and lanterns) and reduces the time taken for potentially income generating activities like irrigating crops or gardens with water from an electrically powered versus hand-drawn pump.

**Reduced access to cost-effective, reliable and efficient electricity impacts the growth of the garment industry leading to a large missed opportunity for employing women:** The absence of cost-effective, reliable and efficient electricity negatively impacts the growth of garment factories and other industries as high electricity costs lead to many businesses using expensive diesel generators and therefore leaves less capital available for further investments to build new facilities. This in turn leads to a large missed opportunity for employing women, who form a large proportion of the garments sector work force.

**Limited street lighting renders women vulnerable:** Experts on gender-based violence in Haiti have also commented on the importance of having adequate street lighting not just on main thoroughfares but also on streets between houses and between houses and bus stops, churches, schools and other public gathering places. This concern is especially heightened in IDP camps in Port-au-Prince where interviews with donors and gender activists reveal an overwhelming concern around adequate street lighting as a means to deter attackers.

**Lack of consistent access to electricity hinders the provision of health care:** Providing secure electric supply to health clinics will be of great value to women who are primarily responsible not just for their own health care but that of their dependents. More electrified clinics and dispensaries will have a direct impact on the health outcomes of these vulnerable populations around them.

#### *Responding to Gender-Based Opportunities and Vulnerabilities in the USAID Haiti 2010-2015 Energy Program*

At this point, the USAID Haiti Energy 2010-2015 program design is not yet available as key technical and commercial assessments are ongoing. The USG will use a two-pronged investment strategy that will be further defined moving forward:

**Component 1:** Modernize the electricity sector by enhancing its commercial viability, improving sector governance, strengthening institutional capacities, and attracting the participation of the private sector.

**Component 2:** Improve and expand the generation, transmission, and distribution of electricity through rehabilitation and new construction to reduce cost, increase access, and improve reliability, using micro-grids and renewable resources when feasible.

#### *Recommended Guiding Principles*

We have worked with the design team to identify the following guiding principles in ensuring that the design, when it becomes available, is gender-inclusive. *Please note: these are not comprehensive recommendations and should not be construed as such.*

## **Principle of inclusion**

**Consider benefits of electrification of households:** Both economic and social considerations (especially for vulnerable groups like women-headed households) should be carefully considered in prioritizing investments in the electricity sector. The Constitution of Haiti prevents EDH from discriminating against supplying electricity on the basis of gender. Specifically, the Decree of 4 February 1981 on domestic implementation of the International Convention on the Elimination of All Forms of Racial Discrimination, ratified by Haiti on 16 August 1972, considers gender-based discrimination a crime, as stipulated in articles: 8.1, 8.2, 8.3 and 9. This reference signals recognition in a national law of the existence of sex-based discrimination, punishable by imprisonment or fines.<sup>66</sup>

**Prioritize street lighting:** Whenever possible, community electrification projects should be prioritized to help ensure that street lighting reduces the risks of gender-based violence.

**Electrify clinics and schools:** Where possible, an effort should be made to prioritize electricity provision to clinics and schools to enable Haitians to get the basic services they need to live healthy and productive lives.

## **Principle of participation**

**Support the electrification of industrial zones:** The USG electricity provision program will help unlock economic opportunity by electrifying industrial zones where existing firms can expand and new firms can set up base. This is an important economic empowerment opportunity for women who are likely to form a significant proportion of the workforce employed in the industrial zone given that the zones will likely have a lot of factories including garments where women traditionally make up 75% of the workforce.

**Support the electrification of households:** The World Bank has found in its Rural Electrification program that grid electrification rarely reaches the bottom 15-25% of households in a village.<sup>67</sup> Since the extremely poor households in Haiti are more likely to be women-headed than men headed, this puts poor women-headed households at risk of not being electrified even when their village is. Reasons for being excluded include not being able to pay initial deposits, not having bank accounts, not having government issued photo identification and not being able to negotiate the application process (even when it is as simple as being home when the surveyor comes to record and map households).

**Build awareness among women consumers on the economic benefits of paying for legitimate electricity sources:** Given the constraints of the current EDH environment (relying heavily on an estimated annual \$100 million subsidy that Haiti's national budget can ill afford, and poor knowledge of customer accounts at an individual or aggregate level), careful balancing of social and economic uses for electricity will need to be considered, especially in deciding where to increase access to electricity. Potential electricity subsidies for Haitian households living below the poverty line would have high social impact, but may not be financially sustainable or economically feasible. Given the multiplier effect of electrified households where time saved and electricity use can lead to economic activities that in turn

can lead to income generation, it is important to build awareness among consumers (including women-headed households) on the economic benefits of paying for legitimate electricity sources (provided that the electricity provided is reliable and affordable).

In addition, use of the electricity bill as a form of identification and proof of address should be universalized across all service provision, including application for microfinance loans and SME loans to further incentivize customers to subscribe to legitimate electricity provision. Empowering women from women-headed households to have their own names on the electricity bills is also key in ensuring equal access to resources between men, women, boys and girls, as a large proportion of households are women-headed. Further, women running businesses out of their homes may have increased incentive to ensure timely electricity payments.

**Consider electricity subsidy programs for vulnerable households in the future:** As EDH becomes more commercially viable, consideration of subsidy programs should be prioritized given the high social benefits of household electrification for the poor. In the future, as electricity provision matures, EDH and independent power producers should ideally track and report on the gender of the head of the household to enable increased understanding of the gender dynamics of electricity subscription and uptake by women-headed households.

### **Principles of organizing and leadership**

**Involve women's groups as champions for improvements in the electricity sector:** Opportunities exist to involve women's groups in building awareness of the economic benefits of paying for legitimate electricity sources. Local women leaders could also be appointed as champions to advocate for improvements in the electricity sector.

## **2.2.4 PRIORITY 3b: ENERGY – ALTERNATIVE COOKING TECHNOLOGIES**

### *Introduction*

The USG will partner with the GOH to achieve large-scale reduction in consumption of charcoal and firewood by households, food vendors, and energy-intensive businesses. Doing so will require an investment program that supports a transition to more efficient cooking technologies and alternative fuels. This transition will reduce challenges associated with the use of charcoal and wood as fuel, both in production (e.g., deforestation, lack of natural hurricane shelter and soil erosion) and consumption (e.g., respiratory ailments and other health effects).

### *Overview of Needs*

The use of firewood and charcoal for cooking currently comprises 60% of Haiti's energy consumption; approximately 50% of family income is spent on charcoal for cooking. The production and use of charcoal has serious environmental and health implications. Charcoal production, which entails felling and pruning live trees, contributes to deforestation, soil erosion, and the destruction of natural watersheds. These environmental affects significantly increase the population's vulnerability to severe

weather. The overreliance on firewood and charcoal harms the respiratory health of the population, worsening cases of tuberculosis and asthma by exposing women and children to indoor air pollution. Respiratory illnesses are the second-largest killer of children under the age of five in Haiti. Furthermore, the fuel efficiency of cookstoves being used in Haiti is very low, at approximately 22% for traditional charcoal stoves and 30% for improved charcoal stoves, offering significant margins for improvement.

The earthquake has exacerbated the problems related to traditional fuels and cooking technologies. As a result of the earthquake, many families lost their cookstoves, and the minority of the population that had been using gas has switched back to traditional fuels. Much of the food aid distributed by the World Food Program (WFP) and other organizations has been rice, which requires cooking. Furthermore, many Haitians have resorted to collecting firewood, producing charcoal, and selling traditional fuels as a temporary way of earning a living.

#### *Key Gender-Based Empowerment Opportunities in Alternative Cooking Technologies*

**Women and children are the primary benefactors of improvements in cooking technologies:** As women and girls are primarily responsible for household cooking, they stand to benefit the most from increased access to safe cooking fuels. Further, children (especially *restaveks*) who are largely responsible for the collection of firewood also stand to gain from investments in alternative cooking technologies.

#### *Key Gender-Based Vulnerabilities in Alternative Cooking Technologies*

**Health risks:**<sup>68</sup> The indoor air pollution from using firewood or charcoal burning cookstoves is very high and causes respiratory diseases among those who breathe it. This indoor smoke contains a range of health-damaging pollutants including small soot or dust particles that are able to penetrate deep into the lungs. In poorly ventilated houses, indoor smoke can exceed acceptable levels for small particles in outdoor air 100-fold. Exposure is particularly high among women and children, who spend the most time near the domestic hearth. Although, specific statistics for Haiti are not available beyond the country having the highest incidence of tuberculosis in the LAC region (306 cases per 100,000 population),<sup>69</sup> globally, indoor air pollution from solid fuel use is responsible for 1.6 million deaths due to pneumonia, chronic respiratory disease and lung cancer. In high-mortality developing countries (Haiti is considered one by WHO), indoor smoke is responsible for an estimated 3.7% of the overall disease burden, making it the most lethal killer after malnutrition, unsafe sex and lack of safe water and sanitation. Since women are primarily responsible for cooking in Haiti, they are the most vulnerable to this health risk along with young children who spend a significant amount of time with their mothers.

**High price and consequences:** With a daily price of between one and two dollars in a country where over 70% of the population lives on less than \$2 a day, cooking fuels have always been expensive. Since the earthquake, this scenario has become worse especially for women who have lost all their assets in the earthquake and for whom scavenging for firewood has become a daily concern, especially for women in the post-earthquake IDP camps where food aid is given mostly in the form of rice that has to be cooked to be eaten.<sup>70</sup> Anecdotal evidence from our interviews supports the findings of the rapid

assessment by Women's Refugee Camp cited above: Haitian women are resorting to selling their food coupons and engaging in transactional sex in order to buy cooking fuel.

**Security concerns:** Given the high price of cooking fuels, most women and children prefer to forage for it rather than buy it. However, in rural areas where this is more prevalent, there are security concerns around collecting firewood and serious opportunity costs for other work from livelihood generation to caregiving to seeking health and other basic services for themselves and their dependents.

#### *Responding to Gender-Based Opportunities and Vulnerabilities in the USAID Haiti 2010-2015 Energy Program*

As mentioned above, the USAID Haiti Energy 2010-2015 program design is not yet available as key technical and commercial assessments are ongoing. The overall objective of the USG's strategy in Haiti is to meet the cooking needs of the Haitian population while protecting their health and maintaining sustainable forestry resources.

**Component 1:** Design a comprehensive transition program that encourages households, food vendors, and energy-intensive businesses to reduce their consumption of charcoal by using cleaner and more efficient cooking technologies such as improved biomass cookstoves and/or by switching to alternative fuels such as Liquefied Petroleum Gas (LPG). The USG will generate incentives and awareness among consumers of alternative cooking technologies and fuels, offer financing and technical assistance to entrepreneurs to develop supply chains of cleaner fuels and cooking technologies, and help move consumers from the existing firewood and charcoal supply chains to the new supply chains. Specific recommendations for the improved cooking technology and fuels strategy will depend on the findings of an ongoing independent assessment of the current market and feasible alternatives in Haiti.

#### *Recommended Guiding Principles*

Knowing the lengths that women will go to obtain cooking fuel to feed themselves and their dependents, we reaffirm the USG strategy of focusing on alternative cooking technology as one that can have huge positive benefits for women and children. Unfortunately, given the timeframe of the technical assessment that will underpin the development of the program, we are not able to support the development of gender-inclusive principles in time for the publication of this report.

### **2.3 Pillar B: Food and Economic Security**

Agriculture is central to the Haitian economy, generating nearly 25% of GDP and employing more than 60% of the population. Although agriculture did not suffer the effects of the earthquake as severely or directly as other sectors, it is under increasing pressure to serve as a near-term engine for economic recovery and employment opportunities. The importance of jumpstarting agricultural productivity immediately has been echoed strongly by the GOH and throughout the donor community. Without a quick infusion of resources into Haiti's agricultural sector and associated infrastructure, the economic development of the country risks bypassing the majority of Haitians who make their livelihoods in



agriculture. At the same time, Haiti's prosperity rests on building growing and diversified industries. In particular, an inclusive economy and a strong middle class require a more conducive environment for micro, small and medium-sized enterprises (MSMEs).

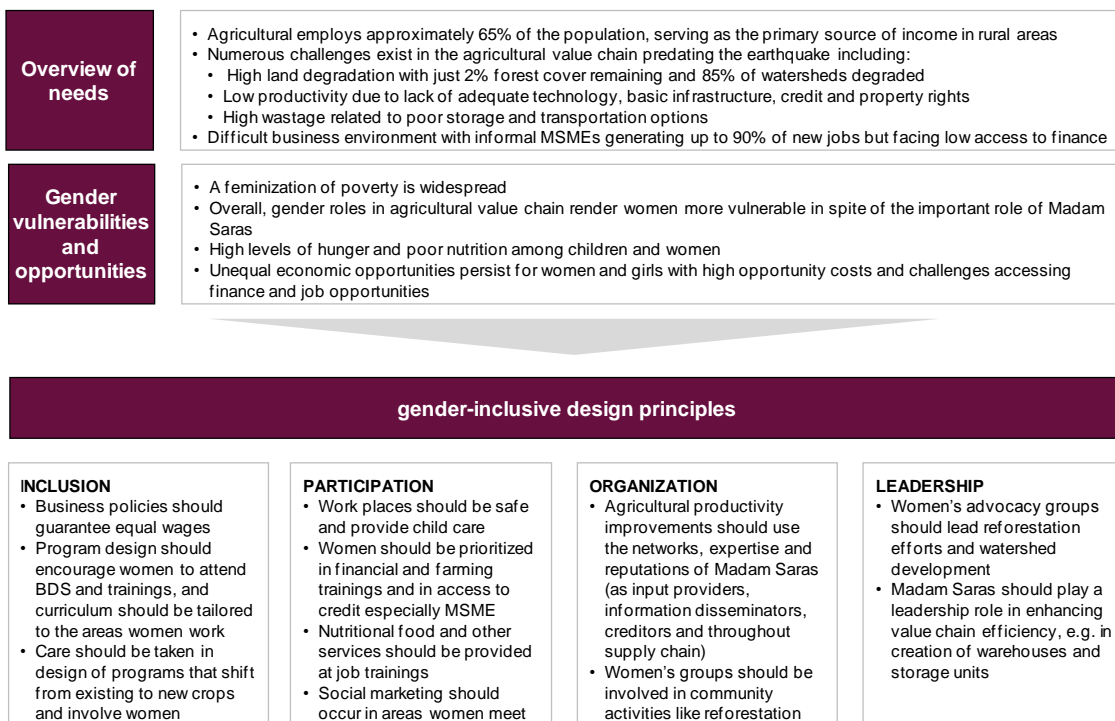
The USG food and economic security pillar has two main priorities:

1. Food security – Agriculture and Nutrition
2. Economic security – Support to Micro, Small and Medium-Sized Enterprises

The exhibit below provides an overview of gender-based vulnerabilities and opportunities addressed in Pillar B, and summarizes key gender-inclusive design principles discussed in more detail in the following section.

**Exhibit: Pillar B**

**Pillar B addresses the need for greater economic opportunities and food security especially for women and girls**



Sources: Based on Dalberg analysis and 2010-08-11 Haiti Draft Strategy.

**2.3.1 PRIORITY 1: FOOD SECURITY**

*Introduction*

The USG's investments in food security in Haiti will focus on the comprehensive development of agriculture among rural farmers and other groups involved in the production and marketability of viable commodities. The USG goal is to double rural income and increase food security, especially among vulnerable populations, through a focus on four priority watersheds in the USG development corridors. A watershed is the geographic area of land that drains water, including its rivers and accumulated rainwater, to a shared destination, such as the sea or a lake. Given the importance of properly managing waterways and associated irrigation and drainage systems to yields and rural incomes, agricultural production areas have traditionally been organized around watersheds in Haiti. The USG will coordinate investments in the agricultural sector with a nutrition strategy to ensure that the sector contributes to

better caloric intake and diet. Aligning with the stated GOH's priorities and consistent with the U.S. global hunger and food security initiative (Feed the Future), the USG strategy will focus on two key objectives:

1. Ensure inclusive agriculture sector growth within priority watersheds; and
2. Improve nutritional status

### *Overview of Needs*

The challenges facing the agriculture sector in Haiti are significant and well documented, and while they largely predate the earthquake, the earthquake further threatened the country's food security.

There is a direct link between the degradation of the environment in Haiti and the productivity challenges within the agricultural sector. The country's forest cover has decreased dramatically over the past 30 years and currently covers just 2% of Haiti. As a result, approximately 85% of the country's watersheds are degraded, causing frequent flooding, soil erosion, and depletion of the basic nutrients and soil quality critical for agricultural production.

Compounding factors such as decreasing investments in agricultural research and technology, a lack of enforceable property rights, scarcity of credit, and poor or non-existent rural infrastructure have further constrained the efficient use of agricultural production areas. Limited access to water and disputes over water rights further constrain farmers. Also, the very basic infrastructure – farm to market roads – that enables farmers to move product to market often does not exist in Haiti; and, technology is simply unavailable. As a result, agricultural value chains are fragmented and inefficient, increasing the burden on women who are primarily responsible for the transportation and sale of domestic market crops.

Lack of organization among smallholder farmers and limited investment in mechanization and processing result in post-harvest losses that reach 35% or more, depending on the crop. The earthquake exacerbated the already significant challenges in the agricultural sector by damaging distribution centers, food processing facilities, warehouses, irrigation canals, and the Ministry of Agriculture's Natural Resources and Rural Development (MARNDR) headquarters, with damage to the sector estimated at \$31.3M.

Perhaps even more significant than these financial losses is the extra strain on an already vulnerable rural population, many of whom were already suffering serious food insecurity. Before the earthquake, Haiti already had one of the heaviest burdens of hunger and malnutrition in the Western Hemisphere: 40% of households were undernourished (3.8 million people) and 30% of children suffered from chronic malnutrition. In 2009, acute undernutrition rose to 10%, the World Health Organization's threshold for an emergency. After the earthquake, 600,000 Haitians migrated from Port-au-Prince to rural areas; accordingly, in several departments,<sup>71</sup> the average number of people per household suddenly rose from five or six to as many as 10.

The earthquake not only aggravated all the existing problems, it reduced the government's ability to manage the situation. According to the PDNA, the pre-existing malnutrition represented an opportunity cost of \$1.2 billion in lost GDP (30% of current GDP) under conservative estimates. Acute undernutrition is expected to rise even further beyond the WHO threshold as accessibility to food has been jeopardized for the millions of displaced persons and families. Although the drastic increases in acute undernutrition frequently associated with shocks like natural disasters have not yet been evident in post-earthquake Haiti (likely because of the extensive food assistance provided to earthquake-affected populations), there is still significant risk of a near-term spike in acute undernutrition.

#### *Key Gender-Based Empowerment Opportunities in Food Security*

**Leveraging Madam Saras:** Haitian women play a strong role in almost all aspects of the economy. This is especially true for the agricultural sector where Madam Saras<sup>72</sup> not only provide input to farmers in the form of seeds and fertilizers, but also are key to transmitting knowledge on market prices and demand.<sup>73</sup> In addition Madam Saras touch more than 90% of all domestic crops<sup>74</sup> and operate domestic markets in rural and urban Haiti. Madam Saras currently buy, effect the transportation of and retail the vast majority of agricultural production in Haiti. They do so under difficult and expensive conditions, incurring high risks in the transportation and sale (due to product quality loss in transportation and uncertain retail pricing). Since little perishable produce is marketed through wholesale means, and there are insufficient storage facilities including extremely limited cold chains, Madam Saras remain with their produce until it is sold, often selling at vastly reduced costs in order to return to buy new produce. GOH extension agents rarely visit farmers in remote rural areas primarily because the lack transportation or incentives, (In some cases, GOH extension agents that are able to visit remote communities are seen as "extractors" rather than extension service providers). Because market women regularly access these areas as part of their businesses, these women have extensive access to rural production areas and have direct contact with rural producers. Madam Saras aggregate crop production and deal directly with farmers, they serve to signal to farmers current prices for crops and informally send signals on quality and grading as well. In some cases Madam Saras have been known to extend production credit to farmers.

There is an opportunity to leverage the experience, networks and markets of Madam Saras not only to improve their own standard of living but also to encourage more women to become economically independent. In summary, three specific opportunities for Madam Saras are included below:

- Madam Saras as interlocutors: Madam Saras are under-utilized sources of information with networks along the entire value chain; including hard-to-reach remote, up-hill rural areas. An opportunity exists to increase Madam Saras' use of market based information (price signals, regional, seasonal demand) to further improve their productivity. For example, training can be provided to help Madam Saras utilize a) information on current market prices to help them decide what markets to sell their produce to optimize sales, and b) historical data on what to plant and when based on past trends, sharing this information with farmers.

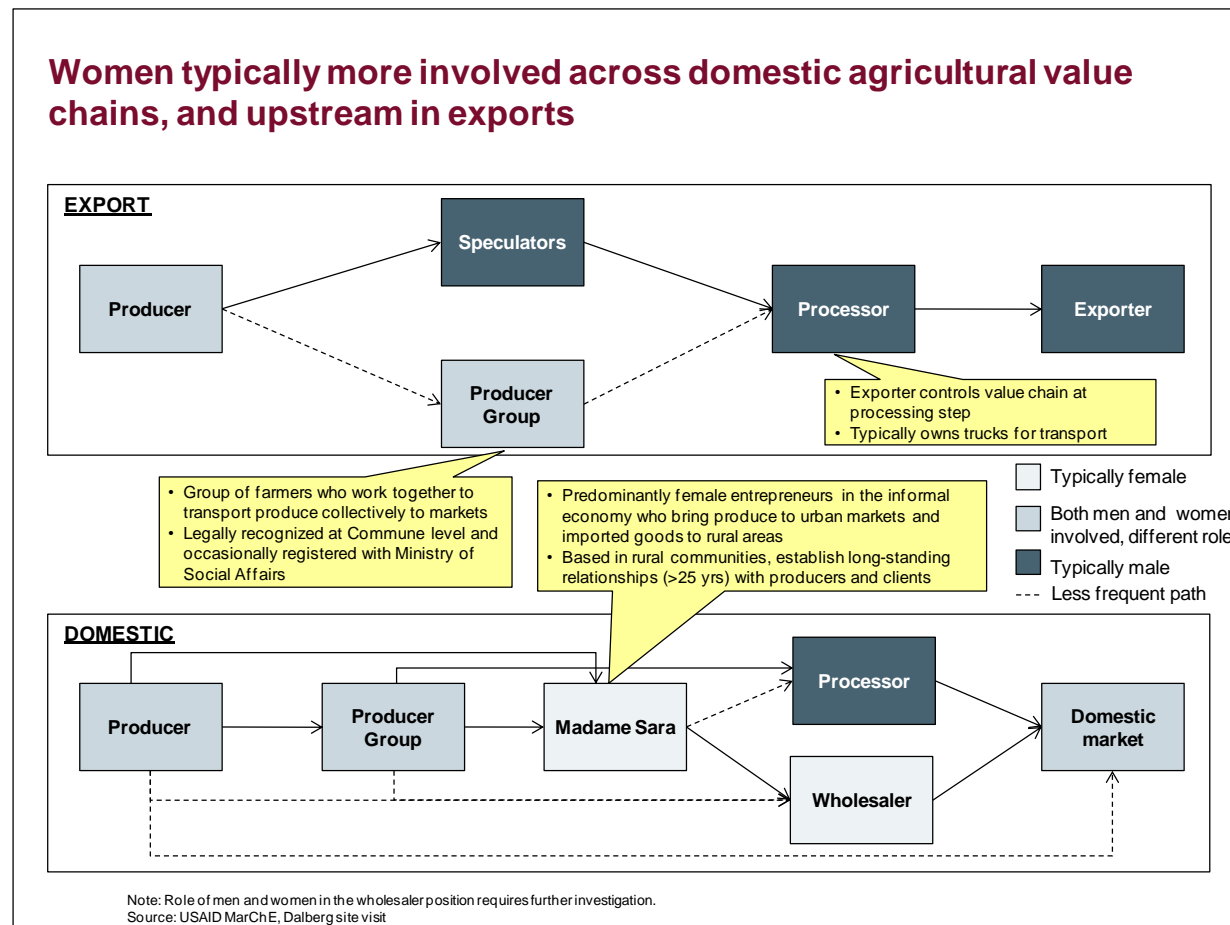
- Madam Saras as creditors for small farmers in remote areas: Madam Saras have long term relationships with farmers created over the span of many years. Therefore, Madam Saras can potentially be used to identify credit-worthy farmers and potentially even extend their own lines of credit to farmers in remote areas.
- Improving the efficiency of the supply chain through Madam Saras: Collaboration with Madam Saras can be useful in identifying specific points along the value chain where high levels of inefficiency exist and to understand where investments would have the highest impact (for example, areas where improved roads would be the most beneficial, locations for communal storage facilities).

*Key Gender-Based Vulnerabilities in Food Security*

**High levels of hunger and poor nutrition among poor women and children:** A high percentage of young children and women are malnourished. A quarter of children are born with low birth weights, and this trend worsens as one-third of children 18-23 months are already too small for their size and 9% of children under five are wasted and 22% stunted. One in six women has a body mass index below 15.5 kg/ m<sup>2</sup> indicating high malnutrition levels among adult women as well. Ensuring diverse sources of nutrition and a stabilized food supply are key challenges. A large driver for poor nutrition in Haiti is the lack of steady income related to high levels of endemic poverty. Food security is of paramount concern in post-earthquake Haiti, so the situation may have further deteriorated for many vulnerable groups.

**Gender roles in the agricultural value chain render women more vulnerable than men:** In the agricultural value chain, men and women have quite specific roles with limited intermingling.

## Exhibit: Women’s roles in agricultural value chains



Even where women and men both contribute (production and producer groups), they have different roles. Men till, plant and harvest while women weed, water and help in post-harvest on-farm storage.

Specific gender-based vulnerabilities of women:

- Women are mostly landless; non-farming roles prevent future ownership: Land tenure is fraught and poorly defined in Haiti but it is universally agreed that women rarely own agricultural land. Since land deeds and titles are not ubiquitous in Haiti, land use or tenure is often used to establish ownership which in turn is based on who tills, plants, waters and harvests the land. Because women rarely till or harvest, their avenues for land asset ownership are constrained. This in turn aggravates existing power dynamics between unmarried men and women where extremely poor women who do not have access to assets or livelihoods, feel that they have to “attach” to a man by bearing a child with him so that he will look after her by farming produce for her and their children.
- Security considerations for Madame Saras: Madame Saras face significant security risks selling produce in urban markets and carrying cash after sale. Mafia/ gang payments to enter and

participate in markets along with the risk of robbery on lonely, often unpaved roads between farms and markets render Madam Saras vulnerable to losing their earnings.

- Limited role in higher-income export market: Women do not play a substantial role in the higher-income export market which is operated and managed by men from production to port-loading.

Specific gender-based vulnerabilities of men:

- Difficulty entering transportation and distribution value chain: Because Madam Saras are so ubiquitous and have captured such a large market share of farm produce, it is difficult for new entrants, especially men, to enter this portion of the value chain. This implies that all farmers inevitably depend on Madam Saras whose lack of capital and technical expertise lead to serious efficiency constraints in the form of spoilage and other post-harvest losses.

**Lack of domestic water source particularly impacts women and children:** Women and young girls are primarily responsible for all household responsibilities including washing, cleaning and cooking which require substantial amounts of water. Carrying and fetching water for household consumption is a time consuming activity that is usually the responsibility of children, (restaveks in particular). This is a key issue in rural areas where only 26% of households have access to piped water and over 44% have to fetch water, often from great distances.

*Responding to Gender-Based Opportunities and Vulnerabilities in the USAID Haiti 2010-2015 Food Security Program*

We have assessed gender-inclusiveness in this program as reflected in the latest version of the Activity Approval Document that was made available to us. The vulnerabilities described above are addressed by Components in the Food Security program with the exception of women's lack of land ownership which can only be substantially addressed through a comprehensive land titling reform initiative by Government of Haiti. In addition, we recommend extending access to water to households but there is no specific program addressing this as yet.

**Component 1: Improving agricultural output.** Below we have outlined the four high level priorities of Component 1 that focus on improving agricultural output.

- Irrigation infrastructure to ensure management and control of water to increase yields and encourage farmers to plant higher value crops for which markets exist. Please note, considerations for providing access to water to households are discussed under the second sub-component watershed management.
- Development of science based extension technology including soil testing and fertilizer recommendations that will be tested on demonstration fields and rural extension centers. GOH agents and "master farmers" will be trained at "farm schools" to extend technologies to others. In addition the Ministry of Agriculture's technical cadre will be trained and provided technical

assistance by US Department of Agriculture (USDA) specialists who will also update curricula as required.

- Expansion of the number of and training to existing agricultural input suppliers (private distributors, farmer cooperatives) to improve their ability to deliver services, including fee-for services. As a result, farmers will be able to access appropriate inputs (seeds, fertilizers, animal feed, veterinarian supplies) recommended by extension agents at competitive prices. SMEs that provide services to support increase rural incomes will also be supported.
- Farmers will gain access to credit for farming enterprises as a result of the use of partial credit guarantee programs (for example, Development Credit Authority (DCA)) that share the risk of lending for agriculture production purposes. To enable producer groups to have stronger business relationships with microfinance institutions, input dealers and providers of technical assistance, they will be trained in business development and management (bookkeeping, administration, etc.). Their financial management skills will be strengthened through training in basic accounting and cost benefit analysis. They will receive support in developing bankable loan applications and loan negotiation. Ongoing public-private partnerships will be scaled up to increase income for producers, transporters, processors and exporters alike.

**Component 2: Watershed management.** The objective of this activity is to empower Haitians to sustainably increase livelihoods, prevent soil erosion and reduce environmental degradation in selected Haitian watersheds. Project activities will encourage farmers to plant fruit trees (mangos, coffee, cacao, citrus, avocado and other perennial tree crops of economic importance) to cover steep slopes and train them to increase the production and quality of the fruit trees they plant to increase household income. Farmers will be encouraged to shift from erosive hillside annual cropping (planting of corn, sorghum, peanuts and beans) to higher income, less destructive practices such as high intensity livestock production. The project will expand the use of tenant farming arrangements (one so far successful source of alternative livelihoods) where large land owners in the plains and foothills employ farmers who were previously cultivating annual crops on steep slopes; part of the agreement is that up-hill farmer will leave his steep slopes in fallow or even replace their annual crops with economically-viable tree crops.

Emphasis will be placed on forming relationships between communities in the top and bottom portions of the watershed by ensuring that the local communities, through their representative local governments, will have both the authority and responsibility to find the ways and means to pay for recurring costs. These plans will identify key sources of water and threats, plans to manage the water to optimize its use for agriculture and to minimize its threats to downstream populations and infrastructure.



## *Recommended Guiding Principles*

### **Principles of inclusion and participation**

To address concerns regarding gender, USAID will monitor the impact of its programs on men, women, boys and girls and try to mitigate any biases in all activity interventions. To this end, the Component activity implementers will develop and implement a gender-mainstreaming plan with targets for ensuring that women are represented among the groups receiving assistance and training.

**Prioritize women’s attendance in “farm schools”:** To ensure participation by women in agricultural training and capacity building activities, women’s attendance in “farm schools” should be prioritized. New curricula for and technical assistance to producer groups will support activities that women are traditionally involved in, such as seeding, planting, weeding, harvesting, and transport to market and will also encourage women to learn about and get technical assistance in land tilling, planting and harvesting so as to increase women’s land ownership and reduce their dependence on men. Women will also be targeted to become “master farmers” trained in the use of these new technologies and serve as agents to share knowledge with others in the community. To enable interested women to partake in USAID sponsored farming programs, women will be included in all social marketing messages that go out to producer groups. In addition, they will be prioritized in credit applications to enable them to defray start-up costs and the opportunity cost of moving from their current employment (usually petty commerce).

**Reach out to women in remote, up-hill communities:** Women living in up-hill communities, especially in women-led households are particularly vulnerable as they face increased burdens to get their crops to market and often are the most isolated from services like health care facilities. Provision of alternative livelihoods and related trainings to target behavior change should specifically consider such groups of vulnerable women.

**Enhance access to water for household use:** Initiatives to improve access to water should also consider enhancing access to water not only for field irrigation but also for household use, as this is traditionally a burdensome and time-consuming chore for women and children. DHS estimates suggest that just 26% of rural inhabitants have access to piped water, and around 44% rely on surface water which they must haul to their homes from the water source.<sup>75</sup> Since women and children are primarily responsible for household tasks, this chore falls almost exclusively to them. Specifically, broader water management strategies seeking to improve irrigation can be extended to the village to bring water closer to where people live, creating safe places for women to wash clothes and bathe and access points for household water supply. Increased investments in rain water catchments on household roofs can also be explored. Such water interventions link to health initiatives to improve sanitation and reduce diarrheal burden through improved point-of-use water supply, e.g. clean water storage in the home.

**Target women beneficiaries in access to finance and financial management trainings:** Increased access to credit and financial management trainings benefit both women and men; but access issues may prevent women from attending such events. For example, women’s attendance can potentially be

increased by publicizing and scheduling trainings in areas where women tend to congregate such as markets, churches and washing areas at times that are convenient to women given their caretaking and household responsibilities.

**Conduct research on the role of Madam Saras in the agricultural value chain and access to finance:**

Because of their deep knowledge of the agricultural sector, Madam Saras will be encouraged to apply for microfinance and commercial loans to start business that will support the agricultural value chain. Increased research will be promoted to gain an enhanced understanding of the role of Madam Saras, e.g. the margins they work with, the interest rates they charge as lenders and the level of influence they have in their local communities.

**Combine job trainings with other services such as nutrition and reproductive health programs:**

To lower the opportunity cost of women attending job trainings, such as foregone earning potential, USAID activities can group initiatives from various pillars so participants can get multiple benefits at one event. For example providing nutritious food at trainings aligns with the Haitian tradition of expressing thanks to neighbors who lend a helping hand by cooking and sharing a meal with them after the work is completed.

**Principle of organizing**

**Involve Madam Saras in trainings and assistance for input suppliers:** Since groups of Madam Saras are a major source of seeds and other inputs, they will be considered central to the training and assistance of input suppliers as they have traditionally been involved in procuring inputs like seeds, fertilizer and veterinarian services on their return from trips to urban markets.

**Target women's groups in asset building programs and food safety trainings:** Women have traditionally played a substantial role in raising smaller livestock (small livestock such as chickens and pigs raised by women serve as important assets and income stabilizers in times of hardship and assist in paying school fees). Therefore, any efforts to improve income through these assets should explicitly involve women's groups. In particular, women's groups should be targeted in trainings around improved food safety and hygiene, such as improved storage of dairy products and newly slaughtered livestock.

**Principle of leadership**

**Use Madam Sara and women's networks to transmit information and lead reforestation campaigns:**

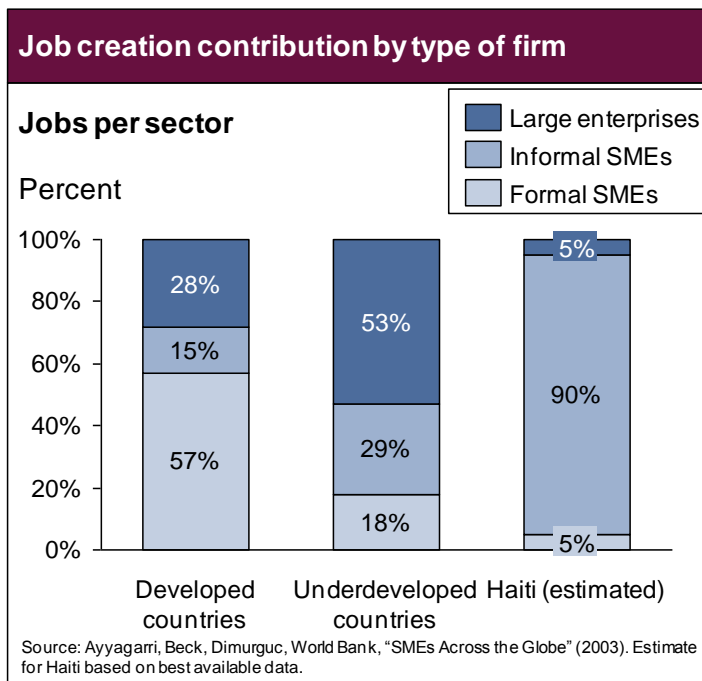
Madam Saras and women's groups can play a leadership role in transmitting information on anti-erosion and distributing free perennial crop seeds. Further, women's networks have the potential to lead reforestation and fruit tree planting campaigns as women historically have played an important role in community activities like street cleaning in Haiti and other developing countries, and women traditionally have small gardens to help feed their families. For example, women's groups have led reforestation campaigns in other countries, such as the Green Belt Movement in Kenya.<sup>76</sup>

### 2.3.2 PRIORITY 2: ECONOMIC SECURITY – SUPPORT TO MICRO, SMALL AND MEDIUM-SIZED ENTERPRISES

#### Introduction

Economic security is predicated on people having secure livelihoods. Improved infrastructure and stimulus plans for industry will help create jobs but in most economies, the real engines for economic growth are small and medium-sized enterprises (SMEs). In developed countries, formal SMEs contribute an average of almost 60% of employment (see exhibit below).<sup>77</sup> As formal businesses, they also provide a significant tax base to support broader economic and social investment. For the last several decades, the formal Haitian economy has been dominated by a few large enterprises directed by a small group of economic elites.

**Exhibit: Job contribution by SMEs**



#### Overview of Needs

Before the earthquake, the Haitian economy was dominated by large enterprises and informal businesses. According to the best available data, the Haitian economy is primarily driven by informal MSMEs, which generate up to 90% of new jobs. These informal MSMEs have difficulties accessing financing from formal institutions like banks and thus are limited in their ability to grow and add new employees. Haiti's informal MSMEs also do not contribute to the tax base of the government. The result is a country with one of the lowest percentages of tax-receipts as a share of GDP in the world; at approximately 9%, Haiti has a lower tax-receipt percentage than Afghanistan. With such a limited tax base, Haiti must continually rely on foreign aid.

This situation has been exacerbated by the earthquake. Based on a survey conducted by USAID, micro and small and medium-sized enterprises in Haiti require an estimated \$2 billion in financing to repair, rebuild and restart their businesses.<sup>78</sup> These estimates include massive losses to infrastructure and inventory as well as loss of life. Several of the markets for informal trading have been destroyed in Port-au-Prince and their supply chains disrupted.

Because of their difficulties in accessing credit from the financial sector, MSMEs have had an especially hard time recovering from the earthquake. While many banks do not face capital shortages, they do face several constraints when serving MSMEs, including asset-liability mismatches, a lack of appropriate product lines, and a lack of experience. All of these factors only heighten the risks associated with financing Haiti's MSMEs, many of which lost their main sources of collateral in the earthquake.

The inability to serve MSMEs is only one of the challenges facing the financial sector as Haiti looks toward the future. With weak legal and institutional policies, limited governance and credit management, poor contract enforcement, large spreads between savings and lending rates, and the absence of a functioning credit registry, banks' conservative attitude to risk is understandable. The cumulative effect of these challenges, however, has been low credit growth, low access to credit, and dependence on collateral to make credit decisions without regard to a borrower's projected cash flow, credit history, or business plan.

#### *Key Gender Opportunities in Economic Security*

**Leveraging women as the engines of economic growth:** Women form the backbone of the economy and are very economically active, making up a large proportion of the MSME workforce that in turn constitutes over 80% of the total labor workforce. Among employers, women workers have a reputation as being more "reliable, trustworthy, and hardworking"<sup>79</sup> in spite of the challenges they face as employees (for example, lack of secure transport and child care, sub-optimal working conditions). Women comprise the large majority of employees in the garment manufacturing sector, (one of the largest contributors to Haiti's export economy) and play an active role in local community groups to enhance their local communities.

#### *Key Gender-Based Vulnerabilities in Economic Security*

**Unequal economic opportunities for women and girls versus men and boys:** Over half of the approximately 7.2 million Haitians living on under \$2 a day are women, and the magnitude of poverty has risen in the past two decades. Poor women face multiple layers of inequality from high levels of socioeconomic disparities between the rich and poor and urban/rural divides, to discrimination by race, skin color and French-speaking language abilities. Such barriers impact both poor men and women, but impact women disproportionately because of the additional gender biases they face in a society that remains deeply patriarchal in spite of the strong role women play in the economy.

Some manifestations of this inequality:

- Lower value is placed on women’s work: Women, on average, earn 2.5 times less than men despite high levels of economic participation. Although employers credit women workers as being more “reliable, trustworthy, and hardworking,” women representation in middle and senior management is low. This suggests that while women are perceived to be reliable and conscientious workers, they are generally not seen as front-runners for promotion, positions of leadership and higher wages.
- As self-employed persons, women are more likely to be poor: 51% of self employed Haitians live below the poverty line, compared with just 21% of salaried employees. This disproportionately impacts women who are more likely to be self-employed in petty commerce or in the agricultural value chain.
- Young women are 40% more likely to be unemployed than young men: Young women in their late teens and early 20s have substantially higher levels of unemployment than male peers. There is also a higher likelihood that young women’s work is unpaid and more difficult to track, e.g. teenage girls working as restaveks, in the informal sector or in family run businesses.

**Opportunity costs for caregivers:** In most Haitian homes women serve as the primary caregiver. This translates to a reality where women have to work hard to balance livelihood and employment with caregiving responsibilities. Transport and smaller windows of safe travel time have larger implications on women where longer transport times keep them from their children for longer periods of time.

**Poor women face challenges qualifying for microfinance and applying for larger loan sizes:** Access to finance presents a large challenge for poor Haitians, especially in rural areas:

- Large majority of women do not have the assets to qualify for microloans: Increasing the collateral of Haitian women by building up their asset base and enhancing their financial management skills to qualify for and successfully repay microloans is needed, especially in rural areas where older women tend to be illiterate.
- Women have less access to larger microloans: Women borrowers on average receive smaller size loans than their male counterparts, which reduces their ability to scale up their businesses to improve productivity and break the cycle of poverty. For example, access to capital is lacking for many Madam Saras to enable them to buy more products and improve the transport of goods to reduce wastage and improve profit margins.
- Lack of female leadership in microfinance: Currently, only about 30% of microfinance institution staff is female, and they mainly serve in administrative roles. Increasing the role of women working in microfinance would be an asset to their customers, but consideration of increased security risks for women working as loan officers in dangerous neighborhoods is needed.

*Responding to Gender-Based Opportunities and Vulnerabilities in the USAID Haiti 2010-2015 Economic Security Program*

The first two vulnerabilities around unequal opportunities for women and girls and the high opportunity cost they face as caregivers get to the heart of gender inequality and are being addressed through appropriate program design principles by all USG programs across all four pillars. In fact the first two principles of gender-based inclusion that are being used to develop gender-inclusive design principles address these two points specifically by focusing on ensuring gender equity and enabling participation through true access. The third vulnerability around access to finance is specifically addressed here in Priority 2: Economic Security.

Priority 2 is broken into three components: supporting MSME expansion, strengthening technical assistance and professional/vocational training and increasing access to capital. We have assessed gender-inclusiveness for this program based on the latest version of the Approval Activity Document that was made available to us.

**Component 1: Supporting MSME Expansion.** This component's objective is to support the expansion of micro, small and medium enterprises through strengthening the policy environment. It seeks to enable Haitian businesses to become more capable of competing at the national and international level and improve the overall business environment.

**Component 2: Strengthening Technical Assistance and Professional/ Vocational Training.** The objective of this sub-component is to enhance capacity building and workforce development through technical assistance and training. It aims to encourage professional development and helps support formal and informal MSMEs improve their management and governance, and expands professional and vocational training programs. This serves to enhance the skills of the overall workforce. Specific programs include creating the Haitian Apparel Center (HAC), providing other training and technical assistance programs, and continuing with assistance to the Haitian Diaspora Marketplace (HDM). Work will span across the entire MSME portfolio including agriculture, food industry, construction, basic services (waste, water, and power), tourism, apparel, logistics, handicrafts, etc.

**Component 3: Increasing Access to Capital.** This component's objective is to improve access to capital and strengthen the capacity of the sector. It aims to establish mechanisms to extend new loans to support MSMEs and technical assistance to financial and non-financial institutions. The aim will be to focus on technical support through the HIFIVE program on the supply side for microfinance organizations, (e.g. in developing new credit products for rural SMEs), mobile phone banking, SME stimulus guarantees, (e.g. in construction and home financing), with particular focus on the supply of credit in growth corridor areas.

#### *Recommended Guiding Principles*

We have used our four principles of gender-inclusiveness to identify elements that can be incorporated into program design that will a) enable women to formalize their businesses, b) promote training for women and improve participation rates of women in the formal economy and c) increase access to finance to help empower women and enable them to emerge as business leaders.

## **Principle of Inclusion**

**Recruit women employees in microfinance institutions:** Women are over-represented as microfinance beneficiaries (they form 70% of all beneficiaries) but are under-represented as employees in microfinance organizations (less than 30% and mostly in administrative roles). Microfinance institutions supported by USG programs should explicitly seek out women employees to become truly inclusive. Business policy makers should work closely with the Ministry for Women's Affairs to draft workplace policies that will make gender-based wage discrimination illegal as such policies do not yet exist.

## **Principle of Participation**

**Tackle access issues to promote women and girl's enrollment in USG programs:** Taking inclusion a step further is ensuring that women actually have access to and participate in USG programs. For example, mitigating challenges that reduce access are necessary, such as decreasing the high costs of and security concerns in transportation, along with improving child-care options. Targeting life skills classes at men to increase male awareness and support for women seeking employment is also key in improving participation of women, especially in non-traditional jobs where they often face harassment from their male colleagues. Such improvements can help increase women's attendance at trainings and the number of women job applicants.

As women have traditionally been active in applying for microfinance, it is important to ensure that this trend continues. Financial management training for women to help them develop savings and better manage their money will be useful. The specific targeting of young women for training programs will increase their marketable skills and help reduce high levels of unemployment in this age-group.

**Support development of gender responsive employment policies:** Policy reform of the apparel industry through support to the GOH Investment Facilitation Center (CFI) will benefit women who make up the majority of workers in the garment manufacturing sector. There is a big opportunity to include in the policy agenda the need for gender responsive employment policies. For example, in the garment manufacturing sector where up to 75% of the workforce consists of women,<sup>80</sup> workplace policies should be developed that will improve not just the lives of the women who work in garment factories but their families' as well. Simple and relatively inexpensive policies like secure transportation to work (in the form of buses that depart from one or two central locals every day), availability of lunch for purchase, subsidized or free child care facilities, basic medical insurance, etc. will not only play a huge role in improving these women's lives, they will also help create a better business environment where workers are retained longer and potentially more productive.

**Explore training opportunities for women in less traditional roles:** Exploration of training opportunities for women in less traditional roles should also be considered, such as jobs for women as truck drivers or as managers in construction overseeing rebuilding, as modeled in Centre National des Equipments or CNE, the government's road-building outfit. Formed in 1997, the organization has actively recruited women for all positions from dump truck driver to loader to excavator operator to trainer.<sup>81</sup> This will

help facilitate the transition of women from predominantly buying and selling in petty commerce activities, to acquiring specific skill-sets.

**Provide financing to women who lost their assets in the earthquake:** The third component around access to capital is of particular significance in addressing the challenges women face in qualifying for microfinance and in applying for larger loan sizes. Working with microfinance organizations like Fonkoze to provide financing to loan beneficiaries who lost their assets in the earthquake is an urgent need as women are facing challenges returning to business as usual with no capital to rebuild their asset base and homes. Facilitating trainings and cash for work programs that help women build up their asset base and financial knowledge are also critical for women who will be first time loan recipients. USAID-funded cash-for-work programs have been in existence in Haiti for some time and are of critical importance in post-earthquake reconstruction.

**Target women beneficiaries in new mobile banking initiatives:** Mobile banking initiatives (such as USAID's new initiative in collaboration with the Gates Foundation and HIFIVE program)<sup>82</sup> should specifically target Madam Saras who would immediately stand to benefit from not having to carrying around large amounts of cash.

### **Principle of Organizing**

**Encourage the formation of women's business associations:** Business policy makers should work with women's groups and NGOs as well as women business leaders to encourage the formation of women's business groups like Women's Chamber of Commerce, women's trade associations and the like. Incentives for the formation of these groups can range from members-only preferential tax treatment in inception years and preferential access to offices in industrial zones to increased visibility to foreign direct investment opportunities.

### **Principle of Leadership**

**Facilitate leadership opportunities for women in business:** Facilitating leadership opportunities is central to promoting lasting gender-based inclusion. For example, having women trainers in vocational programs enhances program design as women may be more adept at identify key barriers keeping other women from attending trainings. Further, women leaders may better organize and mobilize resources for other women, and improve the long term sustainability of such programs. Businesses should be incentivized to have gender-egalitarian middle and senior management distributions and include women in fast-track career programs across organizations. Young women business leaders should be identified, recognized, nurtured and encouraged across industries and where possible, paired with suitable mentors within the country, region and in the United States.

The HAC center will have an impact on women's economic opportunities as it will serve a large proportion of women working in the garment manufacturing industry. In addition to providing women with enhanced technical skill-sets, provision of soft skills including manager training is aimed at enabling a greater numbers of women to shift into managerial roles.



## 2.4 Pillar C: Health and Other Basic Services

Unemployment, inadequate protection from exploitation and abuse, sickness, lack of adequate nutrition, and limited education often pose roadblocks to young Haitians and prevent them from reaching their full potential and becoming more active and productive members of society. Additionally, lack of access to basic preventive health services leads to more costly health and societal outcomes down the road when, for instance, a person contracts HIV and has to be kept on antiretroviral therapy for the rest of his life or a mother dies in childbirth, leaving orphaned children to be cared for. To assist the GOH in addressing certain of these roadblocks and improving the health of its population, the USG will make targeted investments in health care. The USG health strategy will address a wide range of health care needs in Haiti, with a particular focus in USG development corridors: community health and nutrition services, family planning, disability care, health-related infrastructure, and public system strengthening. The USG will also provide smaller scale assistance for other critical basic services, including education and child protection. This assistance will reinforce the work of major education donors,<sup>83</sup> continue ongoing USG-funded public system strengthening programs, enhance education services in USG development corridors, and facilitate private offers of assistance to build schools, orphanages, and other basic services for children.

To help Haitians to realize their full potential, the USG third pillar has a primary and secondary priority:

1. Health
2. Education and Youth-focused Services

The exhibit below provides an overview of gender-based vulnerabilities and opportunities addressed in Pillar C, and summarizes key gender-inclusive design principles discussed in more detail in the following section.

## Exhibit: Pillar C

### Pillar C addresses the poor health and educational outcomes found among Haitian women and children

#### Overview of needs

- Unemployment, inadequate protection, sickness, lack of adequate nutrition, and limited education prevent many Haitians from reaching their full potential and becoming more active and productive members of society
- Pre-earthquake 40% of Haitians lacked access to basic health services, with high maternal mortality (630 deaths in 100,000 live births), high fertility (3.9 children per women), over 10% of women and children moderately malnourished, 90% of women experiencing GBV, and a high HIV prevalence at 2.2% of adults
- Over one-third of Haitians are illiterate, and poor quality teaching along with low school attendance rates are seen

#### Gender vulnerabilities and opportunities

- Unmet need for family planning, contraceptives and safe sex guidance
- Maternal, infant and under 5 mortality rates remain high
- High rates of HIV especially among younger women
- Boys and girls are both vulnerable to being illiterate or very poorly educated
- A large proportion of the population is not educated or trained for jobs

#### gender-inclusive design principles

##### INCLUSION

- Given the focus on reproductive, maternal and pediatric health, the majority of beneficiaries of USG health programs are women
- Men, women, boys and girls are included in health and education programs
- New clinics and obstetric facilities should be built in development corridors

##### PARTICIPATION

- Social marketing should make women aware that services are free or low-cost, especially in rural areas
- Safe transport to clinics and hospitals should be made available and hours of operation increased
- Economic barriers that lower school attendance should be addressed

##### ORGANIZATION

- Local NGOs and women's organizations should develop and conduct culturally relevant social messaging around the importance of preventative care, pregnancy services, contraceptive use, how to negotiate for safer sex, etc.
- Teacher unions should help develop teacher trainings

##### LEADERSHIP

- Women should be recruited for leadership positions in the health and education sector
- Education for women as doctors should be encouraged in addition to training as health workers, birth attendants, and nurses, where their representation is already high

Sources: Based on Dalberg analysis and 2010-08-11 Haiti Draft Strategy.

## 2.4.1 PRIORITY 1: HEALTH

### Introduction

The USG's objectives are to expand the delivery of services, including care for the disabled; strengthen the management and governance of the health system; and rebuild health infrastructure. The GOH recognizes that its citizens' health is essential to their full participation in the development of a prosperous and stable Haiti. Pre-earthquake, the USG was a major health donor partner in Haiti; indeed, health has been the largest sector of activity for US development funding in the country. The USG's programs have been providing access to health services for 50% of the people of Haiti for the last five years, including a basic package of health services and HIV/AIDS prevention and treatment services.

Over the next five years, the USG will support these objectives to enable Haiti to “build back better” its health system by working in partnership with the MOH. The USG will continue to be a major contributor to Haiti’s health system, targeting USG development corridors for focused investment, while seeking to expand access to essential health care to an additional 20% of the population in underserved regions of the country and embracing the increased commitments of other donors and contributing to mechanisms through collaboration that avoids duplication.

### *Overview of Needs*

The earthquake struck a weak health system and weakened it further. Before the earthquake, 40% of the population had no access to basic health services. Deficiencies in the Haitian health system directly impact many of these poor health outcomes. There are shortages of health workers, low retention, and low skill level and knowledge base at all levels. The roles and responsibilities of different levels of care (primary, secondary, and tertiary) are poorly defined and often overlap. Procurement and distribution networks for medicines and medical supplies are unreliable and fragmented. The national health information system is inefficient in part because of the parallel systems linked to specific programs that are funded by multiple donors with little interaction with the Ministry of Health’s information system. High-quality, intensive health care is hardly available outside Port-au-Prince. In addition, Haitian patients pay for most health services out of their own pockets, and insurance coverage is low.

Despite these challenges, several key indicators of health outcomes were improving before the earthquake. For example, according to the DHS Surveys in the last two decades, infant mortality rates have fallen and the percentage of children fully immunized before their second birthday has increased. And with the help of large-scale HIV/AIDS treatment and prevention initiatives like the USG’s \$100M+ PEPFAR program, the country’s HIV rate was cut in half from 4.4 to 2.2% between 1996 and 2006.

The USG has played a significant role in supporting provision of health services in Haiti over the last decade, and it was the largest donor to the health sector in 2009. Before the earthquake, USG health programs in Haiti funded roughly \$150 million a year for access to basic health services and HIV/AIDS disease management and prevention for approximately 4.8 million Haitians – nearly 50% of the population. In the 147 U.S.-supported clinics, a basic package of primary services was managed and delivered in coordination with the Ministry of Health. An additional 115 health facilities, including referral hospitals in each of the 10 provincial departments, provided a range of HIV/AIDS services, including antiretroviral drugs, to more than 24,000 people. In addition, USG work on safe water systems has provided more than 400,000 Haitians access to clean water.

The earthquake has added a new dimension of challenges to the health system in Haiti by:

- Increasing demand for basic services, the exodus of people to periphery areas without requisite systems to handle the new influx of people, and IDP camps with new risks of communicable diseases
- Creating new demand for specialized post-disaster services, such as treatment for physical and psychological trauma

- Destroying infrastructure such as hospitals, clinics, and MOH buildings
- Destroying information systems, human capital, and institutional memory through the deaths of MOH staff and medical professionals and damage to archives
- Decreasing demand for and consequential closure of private Haitian fee-for-service health facilities as a result of vastly expanded network of international NGOs offering free health care
- Generating a proliferation of health actors that has made it harder for the MOH to provide leadership, coordination, management, and appropriate regulation of the health system

#### *Key Gender-Based Empowerment Opportunities in Health*

**Women can be recruited for leadership positions in the health sector:** Women are highly active in the health sector; their experience and commitment to caregiving will be instrumental in strengthening the health sector and building local capacity and leadership. Education for women as doctors should be encouraged in addition to training as health workers, birth attendants, and nurses where their representation is already high. Further, leadership training to prepare women to hold managerial positions at health facilities like hospitals and clinics should be provided.

#### *Key Gender-Based Vulnerabilities in Health*

Most Haitians suffer poor health outcomes but women and girls are most vulnerable because of reproductive and maternal health concerns. Below are the major health concerns that women and girls face specifically (over and above the implications of inadequate and ineffective health care provision in general):

**Unmet need for family planning including modern contraceptives and safe sex guidance:** Haiti has the poorest indicators for reproductive health in the region. Although fertility rates have halved in the last fifty years, high fertility rates persist among poor, rural and less educated women. Remnants of cultural preferences among Haitians to have more children exist, and children may be seen as a way to keep men financially obligated. A dichotomy between reductions in fertility and relatively low use of modern contraception is seen. Haiti has the lowest level of contraceptive use in Latin America and the Caribbean, with under one-third of women using modern contraception and a 40% unmet need for family planning. As seen in many other developing countries, young women appear to require special support in negotiating safe sex. Poor women especially from remote rural areas have less access to modern contraception. Access to family planning was interrupted for many women post-earthquake, although some women living in camps may have gained better access shortly thereafter. It remains unclear if contraceptive use has increased.

**High maternal mortality:** Although progress has been made over time, maternal mortality rates remain high in Haiti. Maternal mortality in Haiti is five times above the Latin American and Caribbean average, but 23% below the average among fellow LDCs. Progress can be ascribed to increased use of prenatal care as 85% of mothers now receive care, although disparities still exist between socioeconomic groups. However, just one in four mothers gave birth in a health facility and used trained birth attendants.

Access and inability to pay remain key barriers, although preliminary evidence suggests that post-earthquake some women in camps may have gained better access to services.

**High rates of HIV infection among younger women:** AIDS has become the leading cause of death in Haiti among adults ages 15 to 44 . The percentage of women infected with HIV increases with age until women hit their early 30s, peaking at 4.1% (for women age 30-34). Whereas for men, HIV rates are lower than rates found among women until the mid-30s, where male rates surpass female infection rates and continue to rise until the early 40s for men, peaking at 4.4% (for men age 40-44). This suggests that women are contracting HIV at an earlier average age than men, and/or that women are being diagnosed at a younger age than men.

*Responding to Gender-Based Opportunities and Vulnerabilities in the USAID Haiti 2010-2015 Health Program*

The Health program has four components: a) access to essential health, nutrition and family planning services, b) access to services for persons with disabilities, c) health systems strengthening and health governance, and d) physical infrastructure. We have assessed this program on the basis of the latest Activity Approval Document made available to us.

Overall, there is a comprehensive mapping between the three identified vulnerabilities and the USAID Health program, suggesting that the program strategy involved a serious consideration of gender-based vulnerabilities. The three vulnerabilities are largely met through Component 1 of the 2010-2015 USAID Haiti health program. Components 3 and 4 will enable the program to meet these needs through human resources and infrastructure respectively while Component 2 will meet the specific needs of persons with disabilities.

**Component 1: Access to Essential Health, Nutrition and Family Planning Services.** The first component is focused on increasing access to quality health, family planning and nutrition services at the community level to an additional 20% of the population in the priority corridors, with an emphasis on MOH-led management and oversight. It has three sub components:

- Support for essential health, nutrition and family planning services in three priority corridors
- Support for continued coverage of essential health, nutrition and family planning services to key vulnerable populations in non-earthquake, non-priority regions
- Support for immunization, tuberculosis and family planning services in MOH hospitals and key health centers in the metropolitan Port au Prince area

Each of these sub-components, within the specified geography, will provide the entire range of women's health services that are required to meet the gender-based vulnerabilities identified above – from HIV testing to modern contraceptives and medical support for delivery.

**Component 2: Access to Services for Persons with Disabilities.** This component focuses on the rehabilitation of disabled persons, primarily driven by the large number of persons disabled by the

earthquake. Rehabilitation not only includes medical and physical rehabilitation, but also psycho-social and vocational rehabilitation programs and activities as well. Planned activities range from surgical interventions to mentoring support to GOH to develop clear guidelines for rehabilitation programs and policies that promote greater inclusion of persons with disabilities in all aspects of reconstruction and development.

**Component 3: Health Systems Strengthening and Health Governance.** This component has several sub-components:

- Establish a governance unit within MOH that plans and coordinates all sources of external health funding and governs, manages and supervises performance-based contracts with NGOs staffed initially with donor-provided technical assistance during initial strengthening and training period
- Strengthen MOH systems that provide accurate information on the size and composition of the current health workforce and plan for the future
- Address the need for medical products and essential commodity logistics systems through continued assistance to the MOH system for medicines, vaccines, and medical technologies, with the intention of creating a new set of supply chain solutions to serve Haiti in the coming century
- Advance the capacity for making and implementing policy in health financing, including the ability to mobilize funds, pool funds to reduce risk to families and communities of catastrophic costs of illness, and capability for improved resource allocation and contracting processes
- Move forward to create a capacity in quality improvement for health services, that will consist of setting evidence-based standards of service, establishing problem-solving teams in health facilities and other key health-related functions, and adapting the concept of improvement collaboratives to the Haitian culture and institutional setting
- Support CDC in developing critically needed epidemiological capacity and continue supporting development of other health sector information systems for complementary functions
- Support health workforce development and retention for priority cadres including community health workers, midwives and nurse anesthetologists. Provide assistance to the existing private university school of public health and consider support to open a second public health training program. Provide support to restart and expand training capacity in nursing schools, allied health professions, community health agent program

**Component 4: Physical Infrastructure.** This component will develop a tertiary care facility at HUEG, the State University Teaching Hospital at Port au Prince that will focus on the resolution of complications referred by other hospitals in the country and specialty services not available in other hospitals. In addition, USAID will support the construction or renovation of 10-15 health centers and commune hospitals identified in the UCS (Commune Health Networks) selected for expansion of essential health, nutrition and family planning services under Component 1.

*Recommended Guiding Principles*

We have used our four principles of gender-inclusiveness to identify elements that can be incorporated into program design that will a) enable women's access to supplied benefits, b) increase women's organizing through the engagement of local women's NGOs in community outreach and social messaging and c) increase women's leadership in the health services cadre.

### **Principle of Inclusion**

Not only is health care open to all Haitians, all USG health programs specifically reach out to women and children.

### **Principle of Participation**

Enabling access should include the following elements:

**Increase awareness that a service is free or low-cost:** Especially in rural areas, poor households are often not aware that medical services can be free or extremely low cost. Thus the community outreach and social marketing activities described in this component should emphasize this important decision-making factor and combine with it messaging around the positive health outcomes associated with accessing professional medical care. This messaging does not always have to be door-to-door but can be provided at strategic community meeting points like markets, schools, churches and bus stops.

**Increase health clinic hours of operation:** Doctors often work shortened hours in outpatient clinics for a variety of reasons (second jobs, travelling back to Port au Prince, lack of motivation). This reduces the already small window that Haitian women have to access health care for themselves and their children. Human resource policies at hospitals and clinics should ensure through a series of incentives (and penalties where necessary) that doctors work their full share of mandated hours.

Clinics should be open later hours at least two days a week. Working women and men often find it hard to go and avail of health services during weekday daylight hours because of work commitments as well as the amount of time it takes to travel to the clinic if they are coming from a distant village or town. Having the clinic open late a couple of days of the week or on Sundays will enable these working adults to access health care.

**Enhance tracking of women's uptake of services:** Access barriers can be addressed by including uptake of services and trainings by poor women in women-headed households as key targets in performance based management plans for contractors. If poor women from women-headed households and their dependants access and uptake good quality health care, Haiti's health outcomes will increase quickly and irreversibly. As the coordinating body, the governance unit under MOH would have a very important opportunity to catalyze such an outcome by providing guidelines and incentives to its contractors to ensure service provision to this population.

In addition, indicators measuring uptake of health services and trainings by women would have to be carefully designed and selected to measure not just their inclusion but their utilization of the service and

participation in its uptake. A good participatory approach to this would be inclusion of local women's NGOs in the monitoring and evaluation of this service provision.

**Improve transportation options to medical facilities:** The key gender-inclusive principle in Component 4: Physical Infrastructure is to ensure that all health service clinics and hospitals have appropriate infrastructure enabling women to access them. This primarily means safe, well-lit roads and transportation options.

**Build clinics and obstetric facilities in development corridors:** This will increase access to health services for men, women, boys and girls living in select rural communities, and enhance health outcomes. Increased access to obstetric care will help pregnant women deliver safely, and lower high maternal mortality rates in the development corridors. Such continued partnerships with the Ministry of Health should be expanded in other regions if possible in the future.

### **Principle of Organizing**

**Engage local women's groups in health related social messaging:** Increasing women's organizing entails working with local women's community-based organizations (CBOs) and NGOs to develop and conduct the social messaging around the importance of obtaining professional medical care; the availability of free services; the availability, low or no cost and ease of use of contraceptives; the importance of safe sex; guidance and coaching around negotiating for safer sex with partners and HIV related training. The engagement of these groups in developing and disseminating social messaging around these themes is critical because they know the level of knowledge and awareness in the community along with the fears and anxieties that women have about accessing medical care. This knowledge will in turn enable them to develop the right messages in the appropriate formats and settings.

### **Principle of Leadership**

**Recruit women to local and national leadership positions in health care:** An opportunity for inspiring women's leadership is developing programs that encourage and incentivize women to join the health services cadre. In Haiti although a significant proportion of on-the-ground community health workers, midwives and nurses are women, middle and upper management in hospitals and health policy tend to be men dominated. Given the chronic and acute state of women's health issues in Haiti, it is even more important to have gender sensitized managers and leaders in the industry. Scholarships for girl graduates to go to medical and nursing school, fast track programs for promising young women, audit committees that examine and adjudicate on equal opportunity promotions within hospitals, availability of role models and mentors for young women – these are all ways of increasing the role women play in decision-making in health services provision in Haiti.

## **2.4.2 PRIORITY 2: EDUCATION AND YOUTH-FOCUSED SERVICES**

### *Introduction*



Haiti's ability to compete in the international arena depends on its human capital and the safety and productive capacity of its young people. The second priority of the health and basic services pillar addresses education and youth focused services. The USG will leverage its convening capacity, leadership on curriculum standards, and training in support of education and youth services to extend the impact of its annual investment in this sector. An educated populace is a source of wealth for any nation, with proven causal links to better health, increased productivity of workers, and political stability. Vocational training for out-of-school youth and child protection services for orphaned youth are not only needed to provide the most vulnerable children with a genuine opportunity to reach their full potential, but to promote public safety and to protect against the potential for human trafficking or other abuses.

### *Overview of Needs*

With over 50% of the population under the age of seventeen, the education of Haiti's young people is critical to the country's emergence from its debilitating cycle of poverty and political instability. Despite high social demand for schooling, Haiti's education indicators are the worst in the Western Hemisphere. Gender parity is apparent in primary and secondary enrollment and completion figures. Still, most people lack access to quality basic education, thereby limiting their capacity to participate in the formal economy. The lack of education opportunities increases children's risk of exploitation and abuse, including harmful forms of labor. The public education system is extremely limited – 80 - 85% of schools in Haiti are privately owned and run while just 15 - 20% are public. Seventy-five percent of the private schools are not licensed. The earthquake destroyed an estimated 4,230 public and private schools and the headquarters of the Ministry of Education; eliminated ninety percent of educational assets in greater Port-au-Prince; and killed thousands of students and teachers. Over 300,000 students have been displaced to other departments, either accompanied by their parents or, more frequently, placed with host families.

One result of the failing education system is a soaring out-of-school youth population. Before the earthquake, out-of-school youth comprised roughly 25% of the population. This number rose significantly after the earthquake. At the same time, UNICEF estimates that there are as many as 500,000 orphans in the country after the earthquake; the GOH believes 100,000 of these children are new orphans as a result of the quake. These children, both out-of-school and orphaned, are among the most vulnerable in Haiti right now. To sustain themselves, out-of-school youth may resort to criminal activity. A separate but equally vulnerable population is under 15 years of age, where families unable to support these children give them up to live as a *restavek* with host families, where they may be subject to abuse and exploitation.

### *Key Gender-Based Empowerment Opportunities in Education*

**Women can be recruited for leadership positions in the education sector:** Women teachers play an important role in the education sector. Their past experiences and commitment to education enable them to lead the reconstruction of schools, the enhancement of teacher training and the creation of

new curriculum. Women can also play an important part in developing supplemental life skills trainings for young men and women which help address gender-based biases.

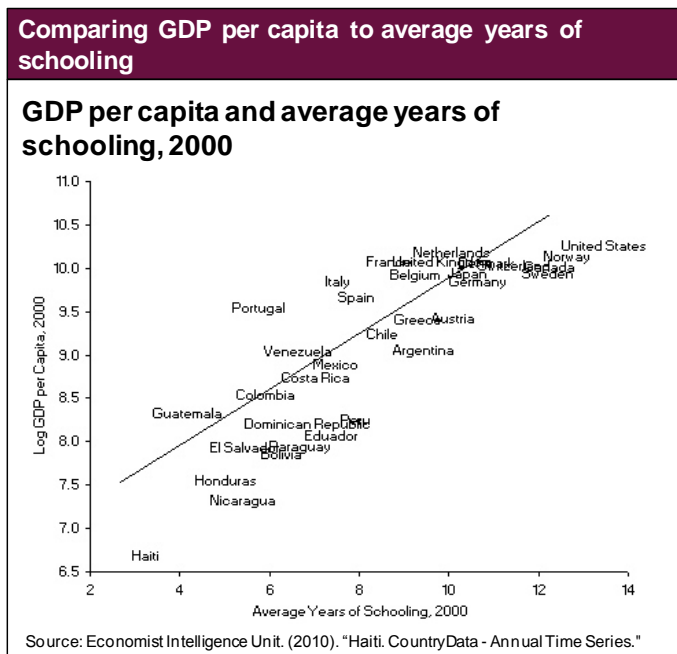
*Key Gender-Based Vulnerabilities in Education*

**Boys and girls are both vulnerable to being illiterate or very poorly educated:** As discussed in Section 1, Haiti has gender parity in school attendance. Studies and anecdotal evidence confirm that there is no gender bias in selecting which child will go to school. Instead parents spend high proportions of their income on sending as many of their children as possible to school, often paying money to kin to room and board the child away from home if there is no school near the parents’ home.

Even when Haitian children go to school, their learning outcomes are very poor. According to a recent survey of learning outcomes sponsored by USAID Haiti in conjunction with the Government of Haiti, Grade 1 students only scored approximately 26% correct on the overall reading tests and 28% on the overall literacy test (reading, writing, and listening). In Mathematics, Grade 1 students answered slightly more than one-third of items correctly on average.<sup>84</sup>

The implications of children’s education are important not just from a human rights perspective<sup>85</sup> (Ministry of Education in Haiti is considering moving towards universal primary education) but also from the point of view of the development of the country and its people.

**Exhibit: GDP per capita and average years of schooling**



**Boys in rural areas might be facing higher opportunity costs for being in school:** Boys have consistently lower attendance rates in rural areas: 39.8% net attendance rate for boys versus 44.1% for girls in primary schools and 7.2% net attendance rate for boys versus 8.1% for girls in secondary schools. In

secondary schools, boys' net attendance rate is less than that of girls in metropolitan and urban areas as well. We suspect this might be because of the high opportunity cost for boys being in school in rural areas (they tend to help with farming much more than girls) but there is not enough information on school attendance patterns to verify this. Similarly, anecdotal evidence suggests that boys in urban areas are vulnerable to higher rates of dropping out of school to participate in political demonstrations and politics inspired gang violence but there has been no substantive study done to examine this.

**Boys and girls are vulnerable due to poor or no sex and reproductive rights education:** In the discussion on gender-based violence in Section 1, we have shown that girls and young women do not feel empowered to make safe sex decisions with their partners and boys and young men face a lot of pressure to engage in risky behavior. Sex education and training around reproductive rights and the ability to negotiate for them is key to changing these negative and destructive behavior patterns. Not only are too few Haitian children going to school, too few of them are getting any education or training around these important life skills which renders them vulnerable to poor health and life outcomes.

**34% of women and 40% of men are illiterate:** Literacy is a strong determinant of people's ability to escape poverty. It is not coincidental that the incidence of illiteracy coincides with the incidence of households living on less than \$2 a day. In addition, illiterate men and women have less access to legitimate, reliable resources and are often cheated by illegal creditors and go further into debt and poverty.

#### *Responding to Education Opportunities and Vulnerabilities in the USAID Haiti 2010-2015 Education Program*

The first and third vulnerabilities discussed above are met in the USAID Haiti 2010-2015 education program. It is important to reiterate that the second vulnerability around boys potentially having a higher opportunity cost for going to school, especially in rural areas, is exploratory in nature and requires more in-depth research to be substantiated. The fourth gender-based vulnerability (adult illiteracy) is directly addressed.

Below we have described the three main components of the Education program and identified briefly how they meet the gender-based vulnerabilities.

**Component One: Increased number of children receiving basic education services.** This component seeks to enable the following:

- Primary school children access school health and nutrition programs through participation in the bi-annual week of immunization, Vitamin A and deworming distribution through the Ministry of Health and improvement of water, sanitation and hygiene services at the school level along with teacher training on the same.
- Orphans and vulnerable children (OVC) are assured of continuity of services through the current PEPFAR funded OVC program to ensure that these children continue to be supported in conjunction with the health and food security teams, especially in the three corridors.

- At-risk youth are empowered to make informed sexual and reproductive health decisions. USAID programs have historically targeted out-of-school youth and should continue to do so, given their number – 500,000 – and propensity for engaging in risk-taking behavior.

In addition, to meet post-earthquake education needs, USAID will invest in refurbishing schools. The specific locations will be identified through consultations with the MOE. It is anticipated that the temporary/transitional school structures in the earthquake-affected zones will be composed of both public and non-public schools, as per the request of the MOE, in order to open schools as quickly as possible to welcome all children. This school construction project will link to other USG projects – in particular, PL480 Title II school feeding and efforts to integrate school health and nutrition into the curriculum.

**Component 2: Improved quality of teaching.** Building on mounting evidence from recent assessments that indicate current methods of teaching reading and math in primary school are not adequately preparing Haitian students, USAID, the MOE and other key technical and financial GOH partners will co-develop, pilot, and take to scale an in-service teacher training project at the commune level in the target growth corridors. A core component to the training will be to ensure that teachers and school directors at both public and non-public schools have basic competency in the subjects that they teach or manage. In the longer-term, this project will expand to include in-service teacher training on literacy instruction. All training participants will receive nationally established certification at the end of the in-service training program.

**Component 3: Improved GOH capacity to provide basic educational services.** USAID will strengthen GOH capacity in four areas – the licensing of non-public schools, the enhancement of the in-service teacher training program, the establishment of standards for students, teachers, and institutions, and the development and application of a sexual and reproductive health curriculum. While all of these projects will respond to MOE priorities and focus on improving GOH capacity at the national level, they will link to the commune level in the target growth corridors through actual application of new standards, license provision, and the piloting of in-service teacher training activities.

### *Recommended Guiding Principles*

Using the four principles of gender-based inclusion, we will now address opportunities for the USAID Haiti Education program to become more gender-inclusive.

#### **Principle of Inclusion**

All children are included in all education programs in Haiti.

#### **Principle of Participation**

**Address access barriers reducing school attendance:** Most children face high constraints in going to school – either because schools are not available or because they cannot afford to go due to high economic and opportunity cost (given the high social desire to send children to school). Countering the

economic cost means providing free education to all children, a move the Ministry of Education is considering. Countering the high opportunity cost implies targeting the causes of poverty and unemployment in households which is the main reason parents take their children out of school to work.

**Include sexual health trainings in workforce development programs:** The first component focused on the provision of basic education squarely meets the first and third vulnerabilities by addressing low literacy levels as well as the need for reproductive rights education. In fact, sexual and reproductive health education can be replicated in future youth workforce development programs, thus linking youth to jobs, further education, and relevant knowledge about their sexual and reproductive health.

### **Principle of Organization**

**Encourage the formation and strengthening of parents' advocacy groups and teacher unions:** Parents' advocacy groups and teacher unions should be encouraged and incentivized to form across the country. Since mothers are usually more involved in children's schooling, their participation should be encouraged specifically. Special efforts should be made to reach out to illiterate mothers who often feel intimidated in participating in their children's education and demanding their rights as parents.

The second component aimed at improving the quality of teaching fully meets the first gender-based vulnerability around the poor quality of education available in Haitian schools. By working with GOH and organizations such as teacher unions, vulnerable school children will benefit.

**Work with women's NGOs to address vulnerabilities around adult literacy:** The Spanish 'Spanish Agency for International Cooperation for Development' (Agencia Española de Cooperación Internacional para el Desarrollo (AECID)) currently has \$7 million budgeted in 2010/11 for budget support, adult literacy and vocational training, NGO support, and direct implementation in the South-East Department. There are several examples of adult literacy programs in developing countries that work with local organizations to teach adults how to read and write and other basic life skills like simple accounting. Some examples of government activities include Egypt's National Campaign on Literacy and Adult Education and India's National Literacy Mission. Other examples to be mentioned are Guatemala's Basic Education or Work Project which targets sixty communities in the country's poor rural areas. UNESCO Bangkok's APPEAL program has for many years promoted community learning centers in the region, providing literacy and non-formal education to communities.<sup>86</sup>

### **Principle of Leadership**

**Recruit women to leadership positions in schools and school districts:** Where the US government plays a role in improving school administration, it has an opportunity to increase the leadership of women in schools and school districts. Although a significant portion of teachers in Haiti are women, they are not as well represented as principals and administrative managers.

## **2.5 Pillar D: Governance, Rule of Law, and Security**

In the past two decades Haiti has had more than 12 governments and major political upheavals. In the public administration and rule of law sector, the absence of political will has been a perpetual impediment. Over the years, the GOH has repeatedly committed itself to reform, but taken only limited action to support its commitments.

The election of President Rene Preval in February 2006 ushered in a period of greater political stability and economic progress; the January 12 earthquake had an immediate and deleterious impact on governance in Haiti. The parliamentary elections scheduled for February 2010 were postponed and the terms of many members of parliament expired in May 2010, leaving President Preval to rule by decree without a full parliament. New presidential and parliamentary elections now are scheduled for November 2010, though significant logistical and administrative challenges must be overcome. The human losses from the earthquake affected every government ministry as well as parliament, and the subsequent outmigration from Port-au-Prince to secondary cities and rural areas placed new strains on local governance. The GOH is now reporting that 30% of the civil service<sup>87</sup> perished in the earthquake, (although official estimates remain at 18%). The government's physical infrastructure has also been badly damaged, including the destruction of the National Palace, the Parliament, courts, 28 of 29 government ministry buildings, and several corrections facilities. The challenge of "governance" under these circumstances cannot be overstated. Good governance, rule of law and security are essential to reconstruction, recovery and longer-term development and improved well being for all Haitians, especially vulnerable groups like women and children.

### **2.5.1 PRIORITIES 1–3: GOVERNANCE, RULE OF LAW AND SECURITY**

#### *Introduction*

The USG fourth pillar has three priorities to help the GOH meet the targets for public administration effectiveness, the administering of justice, and the provision of security in the Haiti Action Plan:

1. Governance
2. Rule of Law<sup>88</sup>
3. Security

As the factors influencing the three priority areas are closely interlinked, the structure of this section will merge the discussion of the needs of all three priority areas, then identify key opportunities and vulnerabilities in this pillar, and conclude with a review of the USAID 2010-2015 program.

The exhibit below provides an overview of gender-based vulnerabilities and opportunities addressed in Pillar D, and summarizes key gender-inclusive design principles discussed in more detail in the following section.

## Exhibit: Pillar D

### Pillar D addresses the lack of adequate legal protection, enforcement and security for all Haitians but especially women



Sources: Based on Dalberg analysis and 2010-08-11 Haiti Draft Strategy.

### Overview of Needs

Even before the earthquake, the Haitian state relied heavily on international assistance to perform essential governance functions and in the provision of basic services. Key functions of the state include passing laws to protect its citizens, enforcing these laws, persecuting offenders, and safeguarding the human rights of all Haitians especially vulnerable groups. The reduced reliance of international actors in domestic governance is essential at the national level, along with bolstering local governance structures across all regions in Haiti.

A great need exists to strengthen the Haitian state by rebuilding physical and human infrastructure of Haiti's justice sectors and support Haitian-led reform efforts in the judicial system. The rule of law is a basic foundation of citizen security and economic growth. Even prior to the January 2010 earthquake, needed reforms to Haiti's justice sector and corrections facilities lagged behind the country's progress in

other areas. Extended pre-trial detention was rampant, access to legal services was limited and judicial independence was problematic. The 17 prisons fell short of international standards. The prison administration, before the earthquake, was characterized by insufficient accommodation infrastructures, with 80% of prisoners in crowded facilities, a condition which was further exacerbated by the earthquake. According to the PDNA released in March 2010, 80% of the justice sector in Port-au-Prince was affected by the earthquake. Of the estimated 5,400 prisoners held across the quake-affected area, 5,000 escaped. 49 justice-related buildings were damaged and the archives were largely destroyed.

The Haitian National Police (HNP) alone lost approximately 500 officers – at least 77 died and many others simply disappeared or have not returned to duty, leaving fewer than 9,500 officers in place. Further compounding this situation, an estimated 1.6 million IDPs find themselves particularly vulnerable to crime, including trafficking, gender-based violence and other human rights abuses. As the only Haitian security and law enforcement body in the country, the HNP is and must continue to be the primary target of security sector assistance. The eventual drawdown of UN Peacekeeping forces is conditioned upon the successful and sustainable development of this body. Going forward, the HNP will continue to require support for training and equipment while critical infrastructure destroyed in the earthquake will require rebuilding. The HNP headquarters was destroyed in the earthquake, and at least 46 police stations must be rebuilt or renovated. The HNP also requires new vehicles, uniforms, communication systems, and housing facilities. Ambitious recruiting targets will need to be accompanied by funding to train and equip the new recruits. In addressing the HNP's staffing needs, particular emphasis must be placed on developing the mid-level managerial capacity and the HNP's internal administrative structures.

#### *Key Gender-Based Empowerment Opportunities in Governance, Rule of Law and Security*

**Security is a paramount concern for stakeholders post-earthquake:** President Preval, other GOH officials, the Ministry for the Status of Women and Women's Rights, and international stakeholders including the USG have identified security for vulnerable groups like women and girls as a key post-earthquake issue. The international press has also focused on security issues and violence against women in their post-earthquake coverage. With this increased awareness and momentum, there is potential to address many critical gender-based vulnerabilities (described below) during reconstruction.

#### *Key Gender-Based Vulnerabilities in Governance, Rule of Law and Security*

**Development of good governance and laws to protect vulnerable groups like women is still a work in progress:** High levels of political instability have thwarted the development of good governance. As a result, the development of the judiciary branch and supplementary laws aimed at protecting civil liberties are less developed. Although Haiti has signed multiple international human rights and gender accords, such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) in 1980; the alignment of national laws with these superseding international ordinances is far from complete.



Some progress has been made in this area around enhancing the legal status of women in the past three decades, especially between 2005 and 2008. For example, the 2007 amendment to the Penal Code reduces legal discrimination towards women by aligning the Penal Code with the contents of CEDAW. However, discriminatory elements, discordant national and international regulations and substantial legal gaps persist in both civil and criminal law, e.g. around equaling parenting responsibilities and domestic labor conditions, (as described in Section 1 under Legal Indicators).

The Women's Ministry is working to ensure that laws not only avoid discriminating against women, but also are well defined to explicitly address their vulnerabilities. One area further refinement may be needed for example, is updating national laws to distinguish domestic violence crimes from other forms of abuse against women. This is significant as the legal recourses needed to protect women against an abusive spouse or family member may differ from those to protect her from an unknown assailant or group of assailants. The human rights of vulnerable groups, (like prostitutes, prisoners, and migrants) are also not adequately protected. For example, prostitution is neither defined nor prohibited under Haitian law, leaving sex workers with inadequate formal legal protection.

**A great distance exists between the letter and practice of law protecting women:** Enforcement and penalization of gender-based violence and trafficking are severely lacking. There are low levels of prosecution and enforcement of laws as the government's investigative capacity is low. This leads to few cases actually going to court. Of this limited group of cases actually prosecuted, judges do not always interpret and apply the laws in a standardized and unbiased way especially in relation to crimes against women.

**Sexual harassment is tolerated by the State and the victim is often blamed:** By law, complaints may be filed for rape, attempted rape and sexual harassment based on the provisions of the Penal Code on rape and indecency. In practice, however, sexual harassment is tolerated by society and by the State and often regarded as a reaction to provocative attitudes of the women or girls concerned.<sup>89</sup> Such societal norms impair women's and girls' ability to seek justice, and are often perpetuated by representatives of the system that is supposed to protect them.

**Inadequate capacity to maintain security increases the rates of crime against women:** As discussed above, the HNP is not able to provide for Haiti's domestic security and ensure adequate protection to vulnerable populations due to limited pre-earthquake capacity and severe infrastructural and human capacity challenges post-earthquake.

**Perceived impunity of perpetrators:** As discussed above, very few victims report rapes and sexual assaults and even fewer are punished given the lack of enforcement capacity and biases against victims by some government representatives. Even where there has been concerted effort by NGOs and grass-roots women's organizations to create awareness around the right to not be subject to violence, such as in the Champ de Mars IDP camp in Port-au-Prince, the lack of facilities to enable a sensitive and supporting reporting process has prevented women from speaking up. For example, even though the police unit at Champs de Mars camp is one of the few that was set up to respond to violence against

women post-earthquake, it consisted of a table outside the police station, open to pedestrian traffic, thus discouraging traumatized victims from reporting the crimes.<sup>90</sup> This provides little incentive for survivors to go through the trauma of relating what happened to them as there is little to no promise of prosecution of perpetrators.

**Low levels of legitimacy and political participation for women:** Most Haitians are effectively excluded from political power, with no expectation that government will work in their interests. Haiti has one of the lowest scores in “support for democracy as a system of governance”.<sup>91</sup> Women comprise less than 13% of the Senate and 4% of the Lower Chamber.<sup>92</sup>

#### *Responding to Gender-Based Opportunities and Vulnerabilities in the USAID Haiti 2010-2015 Program*

The finalized USAID Haiti Activity Approval Document for the fourth pillar with a description of the relevant components was not available at the time of publication. We have included here the content from the latest overall USG strategy document.

Pillar D supports the core USG strategic objective of catalyzing economic growth, and assisting Haiti in building its own institutions and capacity. Haiti will only achieve long-term stability and economic growth through inclusive, transparent and accountable governance, credible political processes, and capable institutional capacity for the delivery of essential public goods and services, especially as it applies to security and the rule of law. With this in mind, the USG will invest in the three key priority areas: governance, rule of law and security.

#### **Governance**

- **Support Credible Electoral and Legislative Processes:** USG will support the strengthening of the democratic electoral process; providing assistance for international and domestic observation, capacity building for political parties, and long-term technical assistance to electoral institutions and civic education. The USG will also contribute to election security and logistical support through MINUSTAH. Post election, the USG will assist the GOH in reconstruction efforts along with the drafting and enactment of effective reform legislation supporting Haiti’s development across all sectors.
- **Strengthen Public Administration:** In the immediate term, the USG is assisting key GOH institutions, including the IHRC, by providing technical staff. Longer-term, the USG will support training, capacity-building and a Fellows Program to attract talented members of the Diaspora to contribute to transparent, effective public administration in key Ministries of the GOH, including the Ministries of Justice, Interior, Finance, Health, Agriculture, the IHRC, and GOH institutions supporting disaster risk reduction.
- **Improving Local Governance Capacity:** Effective decentralization and local governance is critical across a range of pressing areas that are part of the broader USG strategy, including disaster risk reduction and conflict mitigation.<sup>93</sup> USG assistance will support local government planning, budgeting and management capacity, and improve service delivery and citizen participation as more services devolve to local levels.

## Rule of Law

- Strengthen judicial independence and operational capacity of the courts: Haiti adopted three laws to increase judicial independence and capacity in 2007.<sup>94</sup> Yet, the GOH has been unable to implement these laws due to a vacancy in the Presidency of the Supreme Court since 2004; which has impeded judicial independence and delivery of technical assistance.<sup>95</sup> In the interim, the USG will continue to support the rebuilding and resupply of equipment to the Ministry of Justice and Public Security (MJPS) and courts. The USG will support expansion of the use of the existing case tracking system and train police, prosecutors and judges in its use.
- Enhance the efficiency of the criminal justice system: Criminal justice is the most visibly broken part of Haiti's justice sector in need of legislative and administrative changes.<sup>96</sup> The USG will support the Commission in completing the code drafting and promoting public dialogue on the proposed changes. The USG is open to assisting in the publication of the updated codes in French and Creole and training police, prosecutors, judges, magistrates, and attorneys on the new codes. In the interim, the USG will continue to support citizen access to legal services through support for legal assistance centers (Bureaux d'Assistance Legale – BAL) established to serve low-income and marginalized communities and extend this assistance to localities serving IDPs and detention centers.
- Enhance the efficiency of the civil justice system: The USG will continue working with the GOH to improve access to key civil justice services for the most vulnerable populations by supporting emergency legal services in the camps, roving justices of the peace and alternative dispute resolution mechanisms to provide restorative justice outside the criminal system. Further, the USG will support efforts to strengthen land courts to resolve land tenure disputes, and reform existing civil and commercial codes.
- Increase protection of civil and human rights: The USG will continue to partner with the National Ombudsman, Ministry of Social Affairs and Labor and other government and CSO partners to provide for procedures and capacity to protect vulnerable populations and the free exercise of civil liberties by all Haitians. The USG will support human rights training for police, prosecutors and public defenders; the development and implementation of human rights monitoring and tracking systems; and support reformed legal frameworks. This program will focus on vulnerable groups, e.g. children, trafficked persons and restaveks, IDPs and prisoners.
- Renovate the Corrections Sector: Key activities the USG has identified for *potential* collaboration include: refurbishment of the Petionville women's facility; reconstruction of the Carrefour correctional facility; and construction of a new women's prison in Port au Prince. Overall, the USG is open to being involved in the establishment of additional facilities, such as a community corrections program; the provision of alternatives to incarceration to reduce pre-trial detainees; and the establishment of corrections training program, (emphasizing the safe, secure, and humane treatment of prisoners).
- Enhance transparency in GOH institutions: The USG made significant investments in Haiti's anticorruption and financial investigative bodies—the Unite de Reseignements Financiers (UCREF), Unite de Lutte Contre la Corruption (ULCC), and Bureau des Affaires Financiers et

Economiques (BAFE)<sup>97</sup>—prior to the earthquake, and will continue to prioritize anti-corruption activities, including reconstituting these bodies. The USG will press the GOH to reform the ULCC to make it an independent unit capable of preventing, detecting, and prosecuting corruption cases. The USG will also assist the GOH in developing and implementing a comprehensive anti-corruption strategy that focuses on education, prevention, prosecution and enforcement operations.

## Security

- **Develop a sustainable HNP:** The USG is committed to assisting the HNP through infrastructure development, salary and budget development assistance, contingency planning for natural disasters and other security emergencies, mid-level and command-level management training, administrative capacity building of the HNP, and enhancing the Office of the Inspector General. A significant priority, based on pre-quake assessments and revalidated since the earthquake, is the development of ongoing professional education for police officers, career tracks and mid-level management capacity.
- **Protect vulnerable populations:** The USG will train and support the HNP's Minors Protection Brigade (BPM) to prevent and respond to child abuse within and outside the IDP camps, in temporary shelters and in border areas. The USG will support the development and implementation of an Early Warning System to alert security forces and will promote of a network of service providers for vulnerable populations. The USG will also support public information campaigns on the prevention of violence against women and children and the prevention of Trafficking in Persons.
- **Assist the HNP to develop an effective counternarcotics strategy:** The USG will provide support for the reconstitution and capacity building of the Haitian National Police Counternarcotics forces to combat the corrosive effects of narcotics trafficking and corruption on the government and its officials.

### *Recommended Guiding Principles*

The large majority of the activities in these three priority areas help address the vulnerabilities identified earlier. The following section provides an overview of guiding principles for gender-based inclusion in Pillar D priorities and activities:

#### **Principle of Inclusion**

**Support of legal reform to enhance and specify laws protecting women:** The principle of inclusion has substantial applicability in discussions of the fourth pillar of the USG's strategy. Yet, substantial challenges exist in addressing these principles of inclusion as the reform of the law can only occur with the political commitment of politicians and local government officials. All actors ranging from the GOH, Haitian and international NGOs, multilaterals and country donors including the USG are aware of the need for enhanced legal protection, enforcement and security for women, especially post-earthquake. USG must work closely in alignment with GOH's changing priorities to take advantage of any "windows

of opportunity” to enhance legal protection for women. USG should continue to work in partnership with the Haitian Women’s Ministry to help them identify criminal and civil laws in need of modification. The reform of laws around domestic abuse, marital violence and anti-trafficking should be prioritized in any legal reform program or agenda.

**Support of electoral process reform:** USG should support the reform of laws governing elections to ensure specific mention and prioritization of legal barriers inhibiting the equal participation of women in electoral processes. This includes laws to increase election security and also improve mechanisms to register illiterate voters (many of which are women especially in rural areas). One additional legal gap, that is an important prerequisite for voter registration, is the need for laws to improve citizen registries and the efficient provision of identity cards. Few Haitians especially poor women and children have formal identify cards (such as passports, birth certificates etc.) due to legal and financial barriers; especially post-earthquake as many legal documents were destroyed.

Laws to support election security include both provisions on legal protection for women voters and candidates (discussed in more details below), and also regulations for the broader safeguarding of Haitian neighborhoods during election time: This includes laws specifying the need for increased police presence and community monitoring systems with early alert systems to identify potential political ‘hot-spots.’ This would help set up legal processes to reduce the likelihood that women and girls are caught up in violence, and ensure that every-day life for women and girls is not disrupted during election times, e.g. violence has in past elections kept women from engaging in economic activity, and boys and girls from attending school.

### **Principle of Participation**

**Increased awareness and use of CEDAW:** Ensuring enhanced access and participation among women and other vulnerable groups like children as beneficiaries of legal protection is also a significant part of USG’s strategy in Pillar IV. USG should play a role in increasing the awareness and use of CEDAW among the legal and civilian community in Haiti. This would support the improved enforcement of laws for women victims that choose to seek legal recourse. Judiciary related programs should also focus on the recruitment of more women judges, lawyers and other officials, and incorporate GBV sensitization training for all.

**Support the GOH and the MCFDF in holding gender sensitivity trainings for public officials and corrections officers:** Increased training in gender-based vulnerabilities is needed across all ministries. In the judiciary branch, training is needed not only for judges but also for other public officials like police officers who receive GBV survivors and file cases on their behalf and corrections officers. This is crucial both at the national level in the capital, and also in other regions and remote areas. USG should play a role in supporting the development of timely and applicable curriculums and in ensuring that such trainings are held, especially in remote areas as part of its decentralization strategy. Trainings to help standardize the application of laws protecting women and in CEDAW’s application are also needed for both national and municipal judges. For example, enhanced USG support for the Women’s Ministry in

their roll-out of trainings on integrating women for public administrators is needed. For example, a training for HNP directors from all ten province departments is set to be held in September 2010. Human rights trainings for prosecutors and public defenders should also have a well defined gender component, as should curriculum for corrections officers.

**Recruit gender specialists for ‘Fellows Program’ and mentoring exchange programs:** As the USG explores opportunities to provide technical staff and support training and capacity, the specific recruitment of gender specialists should be prioritized. For example, as part of the Fellows Program to attract talented members of the Diaspora to contribute to public administration, the recruitment of members of the Diaspora with relevant degrees in gender studies, child protection, etc. would be useful. This is of critical importance as multiple Haitian gender experts were killed in the earthquake, to help rebuild in-country gender expertise.

**Explore other potential mentoring and exchange programs to build human capacity:** USG should explore mentoring opportunities where promising Haitian female officials like local magistrates are paired with US counterparts in an exchange program of sorts. Another option would be the pairing of local Haitian judges with French-speaking law students as trainee law clerks to help judges prepare case documents and reduce backlog.

**Support construction of improved facilities to report crimes against women and other vulnerable groups:** USG should encourage the creation of safe places to report crimes against women, e.g. private offices in the HNP with officers trained in sexual crimes, (ideally a large proportion of which would be female HNP staff). The specific recruitment of women in GBV programs in the police force would be useful, along with the increased use of visual images portraying a larger proportion of female police officers. This will serve to help de-stigmatize reporting and assist women overcome the “culture of silence” that surrounds gender-based violence.

**Expand use of social media to convey messages on legal services:** Substantial linkages exist to activities in other pillars, such as health and education to encourage increased access to health services for women victims and support education efforts to empower women. USG support for existing programs using social media to convey legal information, such as legal support services like Kofa Viv and safe HNP locations to report crimes would also be useful. This would serve to bolster current social media efforts, like the 72 hour campaign<sup>98</sup> to publicize the location of health clinics that victims of sexual assault can go to for help, and encourage increased dialogue on relationships between the sexes (as discussed under legal indicators in Section 1).

**Help ensure safety for women voters:** USG should work to help ensure that women feel safe at election polling sites to enable their political participation and reduce access barriers. Trainings for MINUSTAH and election observers should include components to ensure increased sensitivity to the needs of women. USG’s support for election observers should specifically include training in human rights monitoring to help identify and proactively address issues that may impact the safety of vulnerable

groups like women and children. The implementation of such trainings would help promote access for women voters and diminish disruptions during election periods.

### **Principles of Organizing**

**Support the recruitment of more women in public administration:** The increased engagement of women's organizations and women stakeholders in political reform should be encouraged and supported. For example, the recruitment of more women in public administration should be encouraged as women are greatly underrepresented in these positions, especially at the management level. On a local level, enabling women to participate in local governance is critical. Increased training opportunities may be needed to help equip women interested in local governance with additional technical skills such as financial management to be successful in local governance. Women's groups such as Madam Sara groups may be useful in helping to spread information about training sessions, and in mobilizing grassroots organization participation in rural areas.

**Enhance understanding of effective and feasible activities and intervention points to reduce GBV:** This will increase the effectiveness of interventions to reduce GBV levels. For example, research to gain a greater understanding of where women are usually victimized, where they seek help, what types of GBV are the biggest concerns in various communities (e.g. gang rape versus domestic violence, etc.), etc.

**Mobilize local organizations to enhance case tracking of crimes against women:** As the USG works to support the expansion of the existing case tracking system among police, prosecutors, and judges, cases involving women victims should be prioritized to increase monitoring. A process should be set up to ensure that local women's organizations, NGOs, legal service groups and government officials like the HNP's Minors Protection Brigade, can access and track the progress of the cases they are involved in reporting. The organization of local coalitions to oversee and monitor case tracking would also be useful. As increased information is collected on the frequency and outcome of cases of crimes against women, specific recommendations can be made to further address barriers faced by vulnerable groups.

**Increase collaboration between women's groups in IDP camps and roving judges of peace:** USG has identified that it will work to increase access to civil justice services for vulnerable populations. To ensure the voices of women victims are being heard, the set up of roving justice of peaces should work closely with women's organizations in target areas like IDP camps where a number of crimes against women have been reported. Crimes against women should be prioritized among roving justices to establish precedents where criminals are held accountable for their crimes against women, especially in cases of gang violence and the use of gang rape, along with in cases of domestic violence. Roving justice programs can also be established in remote areas, which do not have local courthouses in the vicinity. Implementation of such programs should work closely with local organizations such as grassroots women's organizations and legal support groups for victims.

### **Principles of Leadership**

**Support for women running for office at local and national levels:** Currently women make up less than 13% of the Senate and 4% of the Low Chamber. Women's participation in elections should be sought, encouraged, and incentivized using regional role models and mentors where possible. Potential linkages to the Fellows Program described above would be one option to consider.

Specific consideration for female candidates should be supported by USG; for example, the provision of technical support for interested female candidates on how to run campaigns and fundraise would be useful as fundraising has been identified as an area where women traditionally face many barriers. Financial management trainings for Madam Saras discussed in Pillar II, would also be useful for women considering entry in local politics. Further, the use of social media portraying female politicians and leaders should be supported and increasingly used, e.g. in public awareness campaigns and school books.

**Encourage the appointment of women in GOH local and national leadership positions:** The number of women in the public sector is limited, especially in management positions and in rural areas. The USG should encourage the GOH to appoint more qualified women to positions of leadership in the government, e.g. as judges and local magistrates. USG support for training of government officials should specifically target women working in the public sector as beneficiaries and future leaders to coach. The use of women trainers in such human capacity building programs would also be useful to help break down stereotypes. An example of USG's efforts to promote women's leadership is USAID's Office of Women in Development (WID)'s July 2010 grant on 'Building Women's Leadership Capacity in the Disaster Efforts in Haiti.' The purpose of this work is to implement activities that strengthen and expand the capacity of Haitian women and local women's organizations so that they can effectively be involved in decision making and leadership for the reconstruction of their country. It will serve to contribute to the body of knowledge and effective tools for comprehensive integration of gender issues throughout USG/USAID's work in Haiti.<sup>99</sup>

**Encourage female leadership opportunities in anti-corruption efforts:** It has been suggested that women are often viewed to be trustworthy and accountable in relation to some male counterparts. With this in mind, women have the potential to play a critical role in combating corruption. USG should support the appointment of women leaders in Haiti's anticorruption and financial investigative bodies, e.g. ULCC and BAFE, along with the increased participation of women in any reform of these governmental bodies.



## Annex

### Interview List

Organization	Name
Caribbean Central American Action (CCAA)	Sally Yearwood-Baker
Centre de coopération international en santé et développement (CCISD)	Martine Bernier
Resource Development Centre in Jamaica	Carmen Griffiths
Femmes en Democratie	Nadege Beauvil
Garment manufacturing industry	Richard Coles
GHESKIO and Florida International University	Jessy Devieux
GOH - Ministère du Commerce et de L'Industrie	Josseline Fethiere
GOH - Ministère à la Condition Féminine et aux Droits des Femmes	Hemanex Gonzaque Desir
GROOTS	Lily Cerat
	Sandy Schilen
HIFIVE	Greta Greathouse
Huairou Commission	Jan Peterson
Nexant, Inc.	Dick Edwards
Red Cross	Maylis De Verneuil
Red Cross	Brigitte Gaillis
Swayam - Shikshan Prayog in India	Prema Gopalan
UN gender-based violence cluster	Lina Abirafeh
UNIFEM	Marcy Hersh
USAID	Julee Allen
	Tamika Allen
	Belinda Bernard
	David Delgado
	Julie Denham
	Krista Desgrangestdy
	Alex Duprez
	Rosalee Fanale
	Gloria Jean Garland
	Patricia Gaviria
	Patricia Hunter
	Nettie Janini
	Herve Jean-Charles
	Marline Lamothe
Elizabeth Paul	

	<b>Karen Poe</b>
	<b>Nancy Shalala</b>
	<b>Stacy Sparks</b>
	<b>Judith Timyan</b>
	<b>Jorge Velasco</b>
	<b>Marie-Renee Vertus</b>
	<b>Karla Victor</b>
	<b>John Wiebler</b>
<b>USG</b>	<b>Sonia Kim</b>

## Methodology

The 2010 Gender Assessment for USAID/Haiti Country Strategy is intended to update and reinforce the 2006 Gender Assessment with new areas of analysis including an evaluation of post-earthquake vulnerabilities and opportunities. The following steps were taken: a) Identify gender-based vulnerabilities and opportunities, b) Assess gender-inclusiveness, c) Create gender-inclusive design principles and d) Translate design principles into SOW criteria, (See exhibit below).

### Exhibit: Methodology

<b>Gender assessment methodology</b>				
Steps				
Date	June - July 2010	July 2010	July - August 2010	August - September 2010
Key Activities	<ul style="list-style-type: none"> <li>Conduct literature review and stakeholder interviews</li> <li>Analyze social, economic and legal data and qualitative information (gender-differentiated development indicators and constraints)</li> <li>Assess impact of earthquake on women and men</li> </ul>	<ul style="list-style-type: none"> <li>Assess 'Post-Earthquake USG Haiti Strategy' and USAID 'Activity Approval Documents' (AADs) from a gender perspective</li> <li>Hold design team meetings for each pillar<sup>1</sup></li> </ul>	<ul style="list-style-type: none"> <li>Create gender-inclusive design principles in collaboration with USG/ USAID Haiti Task Team (HTT)</li> <li>Review design principles with representatives from each pillar</li> </ul>	<ul style="list-style-type: none"> <li>Create gender-inclusive selection criteria for SOWs</li> <li>Design ranked checklist to rate contractors</li> <li>Receive and incorporate feedback on draft</li> </ul>
Outcomes	<ul style="list-style-type: none"> <li>Overview of gender landscape in Haiti</li> <li>Identification of gender-based vulnerabilities and opportunities</li> </ul>	<ul style="list-style-type: none"> <li>Assessment of gender-inclusiveness of USG/USAID strategy and activities</li> </ul>	<ul style="list-style-type: none"> <li>Creation of gender-inclusive design principles</li> </ul>	<ul style="list-style-type: none"> <li>Creation of selection criteria</li> <li>Incorporation of feedback from USG/USAID HTT</li> </ul>
Deliverables	<ul style="list-style-type: none"> <li>Kick-off (June 16)</li> <li>Outline draft (July 2)</li> <li>1<sup>st</sup> draft (July 16)</li> </ul>	<ul style="list-style-type: none"> <li>2<sup>nd</sup> draft (July 28)</li> </ul>	<ul style="list-style-type: none"> <li>3<sup>rd</sup> draft (August 6)</li> <li>1<sup>st</sup> draft presentation (August 13)</li> </ul>	<ul style="list-style-type: none"> <li>Final draft (September 17)</li> <li>Final presentation (September 13)</li> </ul>

Data sources are referenced throughout the report. In addition, observations garnered from interviews with stakeholders are incorporated in the gender assessment. In particular, the “Behind the Numbers” reflections in Section 1 are drawn out from a series of interviews, sources and observations.

The literature review includes analysis of the latest available information from sources such as: USAID, UNIFEM, CEDAW, World Bank, UNDP, MEASURE DHS, Institut Haïtien de Statistique et d'Informatique (IHSI), UNFPA, WHO, PAHO, Amnesty International, UNESCO, etc. Best practice gender assessments and frameworks were reviewed from sources including UNIFEM, UNESCO and CEDAW, (See Bibliography for a summary of key sources since 2006 and the full reference list). Interviews were conducted with stakeholders in the gender community in Haiti and internationally, including representatives from the Haitian Ministry of Women’s Affairs (MCFDF), UN Haiti gender-based violence cluster, NGOs including Femmes en Democratie, GHESKIO, and GROOTS, international organizations like Red Cross, UNIFEM, and CCISD, etc., (See Interview List for details). Representatives from the USAID Haiti Task Team (HTT) were consulted extensively throughout development of this report.

## Evaluation Criteria for Preliminary Assessment of USAID Activities

The following exhibit provides an overview of how USAID investments presented in Section 2 were evaluated and prioritized based on feasibility and impact.

### Exhibit: Feasibility and impact of USAID investments

**USAID investments were evaluated based on a preliminary assessment of feasibility and impact**

*Total score equals the sum of the feasibility and impact scores*

<b>Prioritization Criteria Worksheet:</b> This sheet serves to prioritize USG's investments  <b>Scoring system</b>   <b>Pillar</b> <input type="checkbox"/> <b>Activity</b> <i>Italics signifies top activity</i>	<b>Grand Total</b>  <b>To</b>	USAID Feasibility					<b>Sub-Total</b>	
		<b>Experience</b> Does USG/USAID have experience in this area based on previous and ongoing projects?	<b>Comparative advantage</b> Does USG/USAID have a comparative advantage (in comparison to other donors, and are other donors less active here)?	<b>Capacity</b> Does USG/USAID have adequate capacity at present to support this priority, (will a longer ramp up time be needed)?	<b>Commitment</b> Has USG/USAID indicated commitment and designated adequate budgeting for this activity?	<b>Political will</b> Is there adequate political will at present among other stakeholders, especially GOH?		
	10.0							
<i>Pillar A</i> Involve women in reconstruction, e.g. in planning and supervisory roles, and in less traditional roles	8.5	0-1	0-1	0-1	0-1	0-1	0-1	5
<i>Pillar A</i> Consider women's security in urban planning	8.0	0.5	0.5	1	0.5	1	3.5	3.5
<i>Pillar A</i> Prioritize investments in safe cooking fuels	9.5	0.5	0.5	1	0.5	1	5.0	5.0
<i>Pillar A</i> Ensure women's equal participation in land tenure enumeration and dispute resolution	7.5	1	1	1	1	1	4.0	4.0
	7.5	0.5	1	0.5	1	1	1	4.0

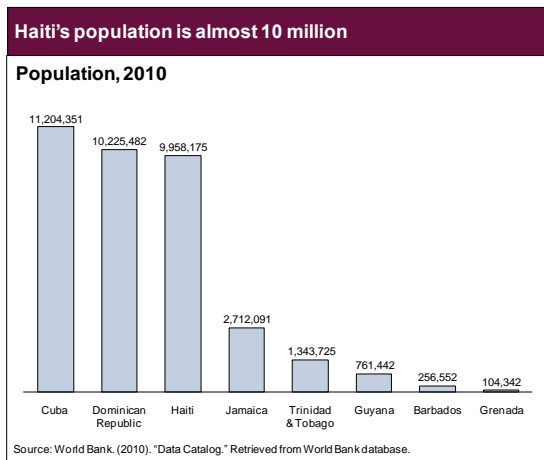
<b>Scale</b> Approximately how many vulnerable individuals will benefit from proposed activity?	<b>Timing</b> How long will it take before vulnerable groups begin benefiting from this activity?	<b>Output</b> To what degree will the lives of vulnerable people be impacted?	<b>Alignment</b> Does this investment align with USG strategy in addressing a high priority need?	<b>Cost-effectiveness</b> Is there a high impact/output per dollar invested?	<b>Sub-Total</b>	
	0-1	0-1	0-1	0-1	0-1	5
	1	1	1	1	1	5.0
						4.5
	1	0.5	1	1	1	4.5
	1	0.5	1	1	1	4.5
	1	0.5	0.5	1	0.5	3.5

## Supplement to Section 1: Gender-Differentiated Development Indicators

### 1.1 Introduction to Haiti

Haiti is one of the most populous nations in the Caribbean with almost 10 million people<sup>100</sup>. According to the 2003 census, it is also overwhelmingly young with over half of the population under 21.<sup>101</sup>

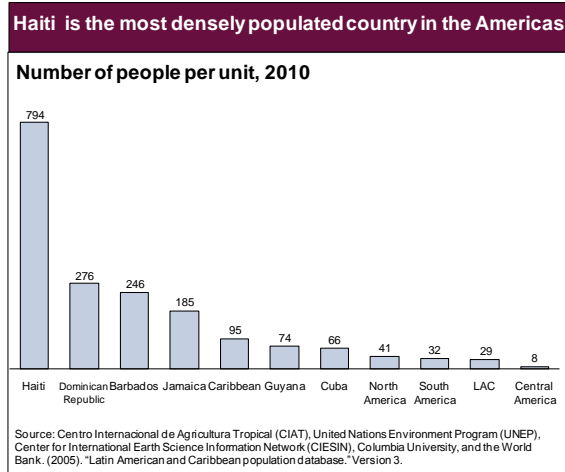
#### Exhibit: Cross country population comparison



Although Haiti's growth rate has slowed in the past five years<sup>102</sup>, by 2020 Haiti's total population is projected to increase by 2 million (11.7 million)<sup>103</sup>, placing further pressure on already scarce natural resources. The annual population growth rate equaled 1.9% between 2000 and 2005, compared with 2.4% between 1990 and 1995; indicating that the population growth rate is slowing.<sup>104</sup>

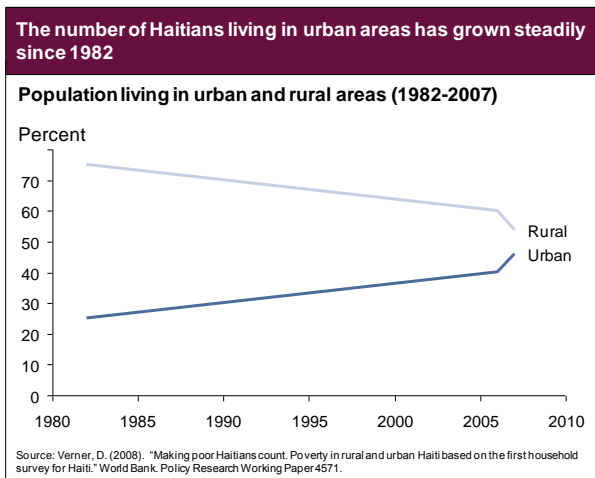
In addition, Haiti is the most densely populated country in the Latin American and Caribbean (LAC) region.<sup>105</sup>

**Exhibit: Cross country comparison of population density**



Over the past three decades, Haiti has steadily urbanized. In 2007, some 4.4 million Haitians lived in urban areas, (45.6% urban versus 54.4% rural).<sup>106</sup> In comparison, in 1982 just one-quarter of the country lived in urban areas, (some 1.2 million inhabitants). Over 100,000 Haitians move to urban areas each year especially the capital.

**Exhibit: Population living in urban and rural areas**



Considerable reverse-migration occurred immediately post-quake with an estimated 600,000 individuals migrating to Haiti’s regional departments, placing an increased strain on rural communities.<sup>107</sup> Interviews with stakeholders in temporary camps suggest that many of these individuals may be returning to Port-au-Prince, but detailed tracking of migration patterns is not available.

Of Haiti’s ten departments, Port-au-Prince contains 40% of the population and Artibonite 17%. The population density in the West region, where Port-au-Prince is located, is almost double that of all other

regions with a population density of 641 people per square kilometer versus less than 367 people per square kilometer found in all other regions.<sup>108</sup>

**Exhibit: Population of Haiti’s Ten Departments<sup>109</sup>**

Name	Capital	Population <sup>1</sup>
Ouest	Port-au-Prince	3,664,620
Artibonite	Gonaïves	1,571,020
Nord	Cap-Haïtien	970,495
Sud	Les Cayes	704,760
Centre	Hinche	678,626
Nord-Ouest	Port-de-Paix	662,777
Sud-Est	Jacmel	575,293
Grand'Anse {GrandAnse}	Jérémie	425,878
Nord-Est	Fort Liberté	358,277
Nippes	Miragoâne	311,497

<sup>1</sup> Institut Haïtien de Statistique et d’Informatique records the total Haitian population at 9.92 million, which is slightly lower than World Bank estimate of 9.96 million used in previous cross country exhibit above.

The United Nations Development Program’s Human Development Index ranks Haiti at 149<sup>th</sup> of 182 countries, with 55% living on less than \$ 1.25 a day and over 72% on less than \$2 a day.

**Exhibit: Human Development Index rankings<sup>110</sup>**

HDI Value	Life Expectancy at Birth	Adult Literacy Rate	GDP per capita (PPP \$) <sup>1</sup>
1. Norway (0.971)	1. Japan (82.7)	1. Georgia (100%)	1. Liechtenstein (85,382)
147. Kenya (0.541)	131. Myanmar (61.2)	123. Guinea-Bissau (64.6)	156. Gambia (1,225)
148. Papua New Guinea (0.541)	132. Benin (61.0)	124. Eritrea (64.2)	157. Tanzania (1,208)
149. Haiti (0.532)	133. Haiti (61.0)	125. Haiti (62.1)	158. Haiti (1,155)
150. Sudan (0.531)	134. Timor Leste (60.7)	126. Sudan (60.9)	159. Comoros (1,143)
151. Tanzania (0.530)	135. Papua New Guinea (60.7)	127. Burundi (59.3)	160. Guinea (1,140)
182. Niger (0.340)	176. Afghanistan (43.6)	151. Mali (26.2)	181. Congo (298)

<sup>1</sup> GDP at purchasing power parity (PPP) per capita figures are estimates rather than hard facts, and should be used with caution. Haiti’s GDP per capita PPP is higher than Economist Intelligence Unit estimates of GDP per capita used in Economic Indicator section.

Sections 1.2, 1.3 and 1.4 detail the metrics that explain Haiti's social, economic and legal conditions. They also provide a reading and analysis of the stories behind the facts, reflecting the impact of these conditions on the lives of men and women, boys and girls. Each section also identifies vulnerable and empowered groups of men, women, boys and girls, and discusses the contributing factors behind their situations.

The social indicators discussed in Section 1.2 provide insight into factors impacting the social well-being of Haitians. These include health, reproductive rights and awareness, education and freedom from gender-based violence and trafficking.

The economic indicators discussed in Section 1.3 provide insight into factors impacting the ability of Haitians to provide for themselves and their families. These include poverty, unemployment, labor force characteristics and participation in various sectors of the economy.

The legal indicators discussed in Section 1.4 provide insight into the current legal system and law enforcement issues in Haiti, and discuss the impacts of this on vulnerable groups like women.

## **1.2 Social Indicators**

### **1.2.1 REPRODUCTIVE HEALTH**

Haiti has the poorest indicators for reproductive health in the region as fertility rates remain high, contraceptive use is far below the LAC average, and women have a high unmet need for contraception.

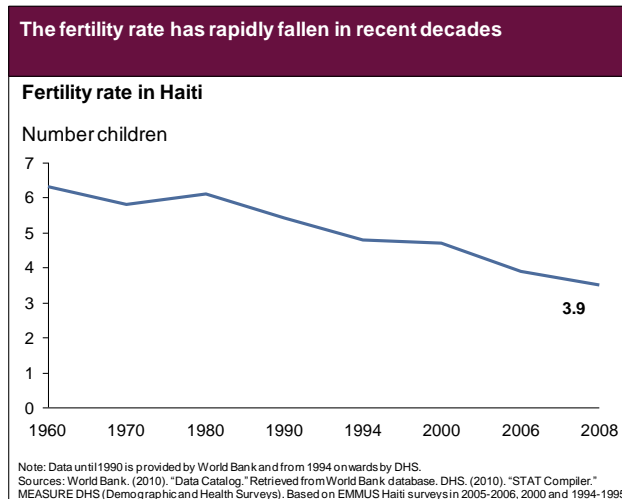
#### **Key Findings on Fertility**

*Although fertility rates have fallen rapidly in recent decades, high fertility rates persist among poor, rural and less educated women*

**Fertility rates have fallen:** Rates have decreased from 6.3 children per woman in the 1960s<sup>111</sup> to 3.9 in 2006.<sup>112</sup> However, actual recorded fertility levels indicate that approximately 38% of women have more than three children,<sup>113</sup> which is above the desired 2006 average fertility of 3.0 children, indicating an unmet demand for family planning.<sup>114</sup>



## Exhibit: Fertility rate in Haiti over time



**Fertility is closely linked to income:** On average, poor women in the lowest quintile have 6.6 children compared with women in the highest quintile who average just 2.0.<sup>115</sup> This finding holds true across all nine regions in Haiti where poor households on average have about twice as many children as non-poor households.<sup>116</sup>

**Fertility varies between rural and urban areas:** Women living in urban areas had an average of 2.7 children, while their rural counterparts had 5.0 children.<sup>117</sup>

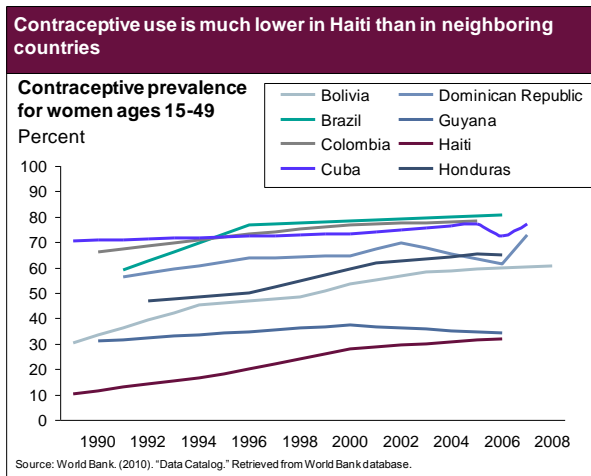
**Education levels appear to influence fertility rates:** Women with secondary or higher educational attainment have lower fertility rates (2.4 children) than women who only attended primary school (4.3) and women with no education at all (5.9).<sup>118</sup>

**Haiti is on par or slightly lower than other LAC countries:** In one statistic, teenage motherhood, Haiti is slightly lower than other LAC countries – 14% of teens are mothers or pregnant with their first child, compared with 13% in Peru, 16% in Bolivia and 25% in Nicaragua.<sup>119</sup>

### Key Findings in Contraceptive Use

*Haiti has the lowest level of contraceptive use in LAC, with less than one-third of women using modern contraception*

## Exhibit: Contraceptive use in Haiti



Overall contraceptive use in Haiti has doubled in the past two decades but continues to remain the lowest in the LAC region at 32% for Haitian women aged 15-49 in 2006. The use of modern contraceptives in Haiti is just 25%.<sup>120</sup>

**Lower use of contraceptives among less educated and younger women:** Contraceptive use varies by age for women in Haiti, with slightly higher use among older, single, sexually active women. About 29% of single, sexually active women between the ages of 15-19 use modern contraceptives, and this proportion increases to 39% among 25-29 year olds in this group. In comparison, contraceptive use among married women equals 25% on average, with the highest usage among married women between the ages of 30-34 (30%) and lower levels among younger and older married women.<sup>121</sup> Among women with secondary or higher educational attainment, 31% report using modern contraceptives; compared with 19% of women with no education and 25% of women with primary education.<sup>122</sup>

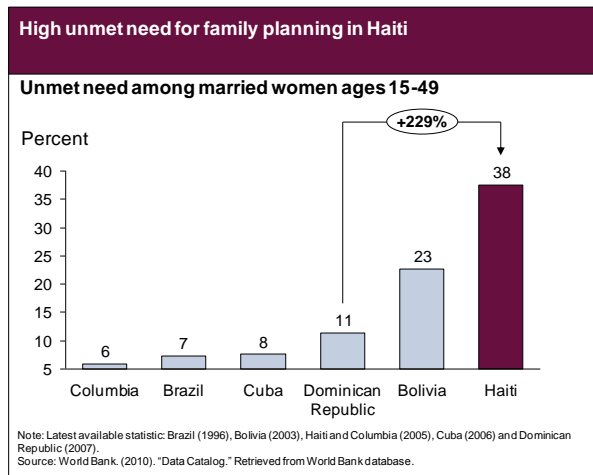
**Injections are the most popular type of contraception:** Among married women between the ages of 15-49, injection is the most commonly used type of modern contraception at 11%. Other forms of contraception use reported include condoms (5%), the pill (3%), intrauterine devices (< 1% IUDs), women sterilized (2%), and men sterilized (< 1%).<sup>123</sup>

**Increasing condom sales:** Condom sales appear to be on the rise in Haiti. Population Services International (PSI) reported an increase from 10 million condoms sold in 2000 to 14 million in 2002, a 40% increase in two years.<sup>124</sup> Continuing to climb in 2009, PEPFAR ordered 21.4 million condoms, with an additional 8 million supplied through USAID social marketing programs. In 2010, this number increased to 24 million plus 5 million through USAID.<sup>125</sup>

**High unmet need for family planning:** Over the past decade, some progress has been made in meeting family planning needs. The World Bank indicates that unmet need for contraception among married Haitian women fell from 45% in 1995 to 38% in 2005,<sup>126</sup> (the unmet need for family planning is based on the proportion of women who would like increased access to contraception). Despite these gains, the

unmet need for family planning among Haitian women remains high.<sup>127</sup> Population Research Bureau notes a 40% unmet need in family planning overall, which is the highest in the region and also exceeds the unmet need in Sub-Saharan Africa (24% as of 2000).<sup>128</sup> Only slight differences exist between women from various educational backgrounds, with 38% of women with no education reporting an unmet need for family planning compared with 40% of women with primary education and 33% with secondary or higher.<sup>129</sup>

### Exhibit: Unmet need for family planning



**Post-earthquake access to family planning varies based on proximity to donor agencies:** Due to the proximity of donor agencies at some internally displaced camps, some women have been able to access more knowledge and services around contraception and family planning than they were able to in their pre-earthquake neighborhoods. Others found access to health services even harder than before, particularly those in unplanned camps not managed by donors (e.g., median camps along roads).

### Behind the Numbers: Factors Contributing to Findings in Reproductive Health

A number of factors are important in driving women's reproductive choices and decisions in Haiti. The 2005/2006 Demographic and Health Survey (DHS) suggests that over 99% of women know at least one modern contraceptive method.<sup>130</sup> Conversations with gender experts confirm this notion that women across the rural and urban landscape are aware of modern contraceptives. However, the low contraceptive use suggests that very few women utilize this knowledge. From interviews with experts and Haitian gender activists, the hypotheses below seek to explain this lack of utilization as either an issue of access, ability to negotiate, or desire to have more children.

**Differing rates of access to modern contraception:** Between women of various socioeconomic and geographic locations, women of poorer backgrounds and those living in remote, rural areas have less access to modern contraception.

**Ability to negotiate use of contraceptives:** Anecdotal evidence suggests that Haitian men have traditionally shunned the use of condoms, though this trend may be changing due to the HIV epidemic. In addition, interviews with gender experts suggest that women may have more difficulty negotiating the use of contraceptives with their partners.

**Societal pressure to have more children:** There is a traditional preference among Haitians to have more children, valuing a women's fertility, although this trend has evolved with changing times.

**Children as an investment:** Interviews with gender experts suggest that women who do not have access to livelihoods may perceive children as one method of ensuring future financial security – by 'tying' the child's father to them. In the present social context of Haiti, family members and partners migrate frequently, creating looser household structures and an increasing number of non-marriage unions where men face little penalty for leaving a partner. Women may also hope that their children will care for them in their old age.

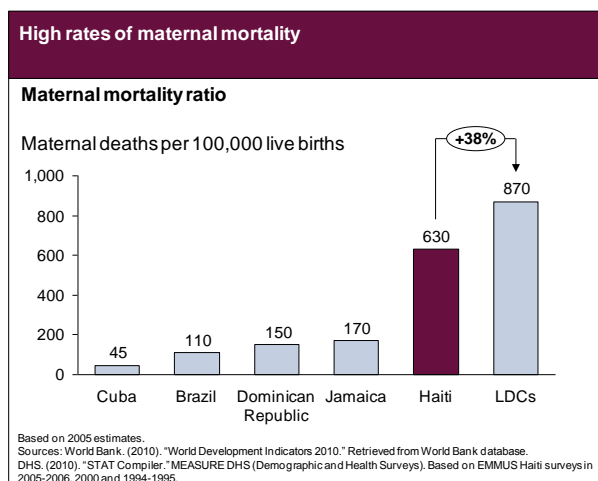
**Dichotomy between reductions in fertility and relatively low use of modern contraception:** The decrease in fertility rate juxtaposed with the low rate of modern contraception use is worth exploring further, particularly as abortion remains illegal in Haiti.<sup>131</sup> Although illegal, several sources indicate that the incidence of abortion in Haiti is relatively high, particularly in urban areas.<sup>132</sup> The 1994/95 DHS found that 3% of women had had at least one abortion since becoming sexually active. Another 1994 study found that half of the adolescents attending a large clinic in Port-au-Prince reported having had one or more abortions.<sup>133</sup> Furthermore, Haitians continue to practice traditional medicine; reports indicate that at least twenty plants purported to have contraceptive and abortifacient properties are currently in use.<sup>134</sup>

### **1.2.2 MATERNAL MORTALITY**

*Although progress has been made over time, maternal mortality rates remain high in Haiti*

Maternal mortality rates in Haiti are the highest in the LAC region at 630 deaths per 100,000 live births.<sup>135</sup> According to the World Bank in 2010, Haiti's maternal mortality rate is more than five times the LAC average, and is higher than any South Asian or Middle Eastern country except Afghanistan and Nepal. The principal direct causes of maternal deaths in Haiti are hemorrhage (29%) and hypertension/eclampsia (26%), followed by gynecological disorders and other complications from an infection or neurological condition.<sup>136</sup>

## Exhibit: Maternal mortality rates in Haiti



### Key Findings in Maternal Health

**Increased prenatal care:** Use of prenatal care appears to have increased substantially over time, from just 68% of women in 1995 to 80% in 2000.<sup>137</sup> 2005/2006 DHS household surveys recorded that 85% of mothers received prenatal care in the five preceding years, and 63% were completely protected against neonatal tetanus.<sup>138</sup> However, it is important to note disparities by income and education – 95% of wealthy women received prenatal care compared to 72% of women from poor households, and 96% of educated women versus 73% of less educated women.

**Low proportion of births in health facilities:** Over the past decade, the proportion of births in health facilities has shown improvement, from 16% (1995) to 17% (2000) and reaching 22% (2005-2006). However, an overwhelming majority of 78% continue to give birth at home.<sup>139</sup>

**Low proportion of trained birth attendants:** Trained birth attendants assist only 26% of women in childbirth, dropping to only 6% of women from poor households.<sup>140</sup>

### Prevalence of high risk factors during pregnancy:

**Anemia:** Half of all pregnant women in Haiti are anemic, representing the second highest rate of anemia during pregnancy in the LAC region, just behind Belize with 52%.<sup>141</sup>

**Births within twenty-four months of last delivery:** One in five Haitian women give birth within two years of their last delivery.<sup>142</sup> Shorter birth intervals can place mothers at increased risk of health complications and increase their caretaking responsibilities with multiple children under the age of five.

**High infant mortality rates:** Infant mortality rates have fallen substantially over the last decade, decreasing from 74 per 1,000 live births in 1994 to 57 in 2006.<sup>143</sup> Despite this progress, infant mortality remains high overall.

**Post-earthquake scenario:** Immediately following the earthquake, UNFPA estimated that 15% of 63,000 pregnant women in affected areas were likely to have potentially life-threatening complications.<sup>144</sup> Many women reportedly had no choice but to give birth in the street, as most medical facilities were focusing on emergency response for those who had been seriously injured during the earthquake.<sup>145</sup> With an increase in proximity to the medical facilities and personnel of donor agencies' at IDP camps in more recent months, it may have become easier for some pregnant women to access medical services. However, many women have been living in unplanned and non-donor managed camps, and found it even more challenging to access maternal health services than before. Infectious diseases have been kept mostly at bay but continue to be a huge risk for pregnant women who are more susceptible to infections. Although UNFPA has distributed at least 173 clean delivery kits<sup>146</sup> at more than eighty centers in Port-au-Prince, it has been challenging to ensure that medical supplies reach pregnant women in outlying areas outside of earthquake impacted zones as the majority of supplies flow through Port-au-Prince.

### **Behind the Numbers: Factors Contributing to Findings in Maternal Mortality**

A number of factors are responsible for the high rates of maternal mortality in Haiti. The most important being the lack of availability of affordable and effective medical services in the country, in both personnel and facilities. Where medical facilities do exist, they are private and too expensive for most Haitians. Finally, security concerns and a lack of safe transport prevent many pregnant women from going to a clinic or a hospital to give birth.

**Lack of physical access to services:** Less than 40% of the population has access to basic health services.<sup>147</sup> A large proportion of women in rural areas live at least 15 miles from the nearest health center, far greater than the 1 km maximum distance that WHO guidelines recommend for safe childbirth.<sup>148</sup> Compounding the problem, poor roads and lack of viable transportation makes it difficult to transport women in labor to these distant health clinics.

**Inability to pay:** Many families are unable to pay for health care. Although some direct costs such as prenatal care are waived or subsidized, women must pay all other childbirth-related costs, including medical supplies, food and transportation. As a result, many women choose to give birth at home with the help of midwives who tend to use traditional medicine and have had little knowledge or training.

**Security concerns prevent access to medical attention:** Violence, especially in urban areas, can prevent women from obtaining essential medical assistance because women are unable to travel safely to a health facility. During periods of political and/ or social unrest, this concern increases if nearby health centers have closed forcing women to travel further.

### **1.2.3 NUTRITION**

*A high percentage of young children and women are malnourished*

According to the Food and Agriculture Organization 3.8 million people in Haiti experience hunger.<sup>149</sup> Regardless of gender and age, Haitian men, women, boys and girls are not getting enough nutrition, and their diet is not diverse nor is it healthy; 40% of households are classified as “food insecure” as they lack access to sufficient, safe, nutritious food needed to maintain a healthy and active life.<sup>150</sup> Children are especially vulnerable as they require a comprehensive and diverse diet to develop normally, and a poor diet can lead to sub-optimal or even stunted growth. Based on the latest DHS survey in 2005-2006, 9% of children under five suffer from acute malnutrition, and 16% of women have a body mass index below 18.5 kg/m<sup>2</sup>,<sup>151</sup> (the threshold for malnourishment in adult women).<sup>152</sup>

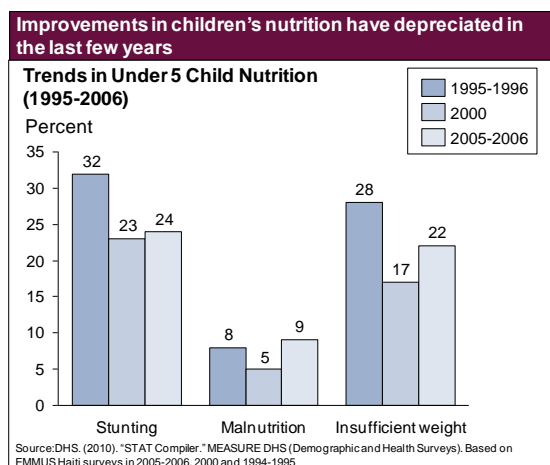
Several donor programs have been working to combat malnutrition in Haiti for several years, and these programs traditionally target women since they are the primary caregivers for households. However, availability of comprehensive, diverse sources of nutrition continues to be an issue in both rural and urban areas.

### Key Findings in Nutrition

**High levels of nutritional disorders among young children:** A quarter of Haitian children are born with low birth weight. Among very young children (18-23 months), 37% are too small for their age. Almost one in four children under five years (24%) shows slow growth, of which more than one-third (or 9% of the total) show severely retarded growth. For under-fives, 9% are moderately or severely wasted (are 10% less body weight) and 22% are stunted (less than normal body weight, mass and height).<sup>153</sup>

**Slight improvements in children’s nutrition over time:** Even though children’s nutrition trends improved between 1995 and 2000, malnutrition levels among children under five increased in the following five years.

### Exhibit: Under five child nutrition



**Adult women suffer from both malnutrition and obesity:** As children grow into adults, malnutrition continues to be a challenge – one in six women (16% of the population) have body mass index of 18.5 kg/ m<sup>2</sup>.<sup>154</sup> This is likely related to high levels of food insecurity food in Haiti and lack of adequate caloric

intake. At the same time, 6% of Haitian women are obese, 21% are overweight (body mass index of over 25 kg/ m<sup>2</sup>), rising to 31% overweight in urban areas, and a high proportion of women (65%) also suffer from diabetes. This suggests that many women are consuming less healthy foods which are high in fat and micronutrient-poor, and engaging in less physical activity.<sup>155</sup> Such a double burden of disease is common in many developing countries, (occurring when the same community suffers both from problems of infectious disease and under-nutrition, and also experiences a rapid upsurge in chronic disease such as obesity and diabetes).

### **Behind the Numbers: Factors Contributing to Findings in Nutrition**

**High endemic poverty:** A large driver of poor nutrition in Haiti is a lack of steady income as over seven in ten Haitians earn less than \$2 a day.<sup>156</sup> Two decades of economic contraction, political instability, and a series of natural disasters in the last five years have had devastating effect on the country's fledgling development programs.

**High dependence on food imports:** Haiti is dependent on imports for approximately 75% of its food needs.<sup>157</sup> Although some regions have had agricultural surpluses, poor transportation, high wastage, and low ability to pay have hindered the increased consumption of domestically produced food.

**Post-earthquake scenario:** Hunger could have been an explosive issue post-earthquake. However, donors have used a coordinated and fairly comprehensive approach to distribute food and prevent famine in earthquake-affected areas. That said reliance on food aid is neither appropriate nor sustainable. Additionally, the flood of cheap food aid has distorted the local grain economies especially for farmers from non-earthquake impacted areas. Until Haiti is able to produce or otherwise provide enough food for its entire population, malnutrition is likely to remain one of its key constraints.

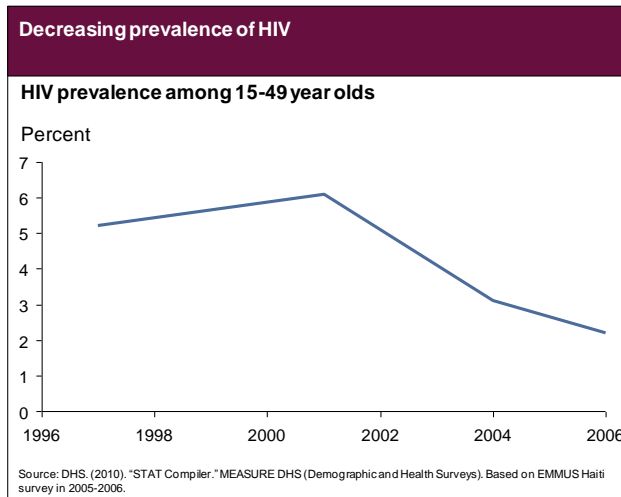
#### **1.2.4 HIV/AIDS**

*Haiti has the highest rate of HIV in the Americas but the last few years have seen a success in reduction efforts*

According to Haiti's Ministry of Health, there are approximately 120,000 people living with HIV in the country, the large majority of which are adults in their prime working years.<sup>158</sup> Out of all Latin American and Caribbean countries, Haiti is the most affected by HIV/AIDS. In 2006, 2.2% of adults between the ages of 15-49 were infected with HIV (2.3% of women, 2.0% of men infected).<sup>159</sup> Through targeted efforts, the Government of Haiti and partners like PEPFAR have had some success in reducing HIV levels. In comparison, in 1997 UNAIDS estimated that 5.2% of the general population between the ages of 15-49 had been infected with HIV/AIDS; this rose to 6.1% in 2001<sup>160</sup> and then fell to 3.11% by 2004. This success in reducing HIV levels is one of the few positive indicators for Haiti.<sup>161</sup>



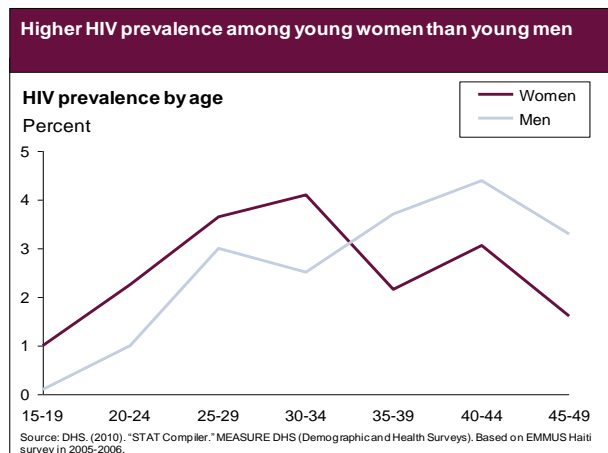
## Exhibit: HIV prevalence among Haitian adults



### Key findings on HIV

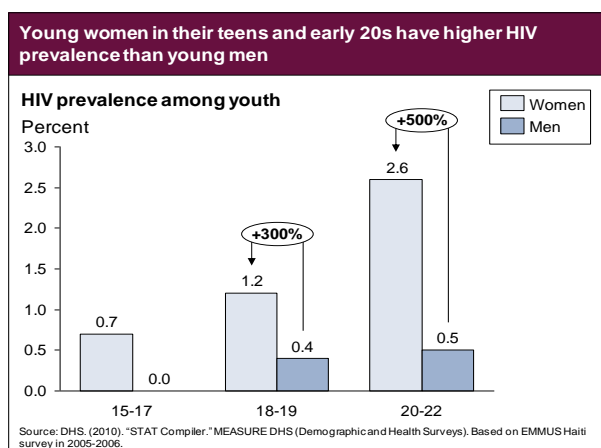
**Feminization of HIV epidemic is occurring:** AIDS has become the leading cause of death in Haiti among adults ages 15 to 44.<sup>162</sup> A higher percentage of women than men are infected with HIV.<sup>163</sup> Young women in their teens and early twenties have higher rates of infection than male counterparts. The percentage of women infected with HIV increases with age until women hit their early 30s, peaking at 4.1% (for women age 30-34). Whereas for men, HIV rates are lower than rates found among women until the mid-30s, where male rates surpass female infection rates and continue to rise until the early 40s for men, peaking at 4.4% (for men age 40-44).<sup>164</sup> This suggests that women are contracting HIV at an earlier average age than men, and/or that women are being diagnosed at a younger age than men. It also signifies that the highest rates of HIV are found in older men in their early 40s.

**Exhibit: HIV prevalence among men and women by age**



**Young women are especially vulnerable to HIV infection:** Most affected countries have seen a growing gender gap in HIV infection, where young women are being infected at twice the rate of their male counterparts.<sup>165</sup> In Haiti, women in their teens through early 20s have higher prevalence rates of HIV than their male counterparts. For example, young women age 18-19 are three times as likely to be infected as men in their age-group, and women age 20-22 are over five times more likely to be infected.<sup>166</sup> While the rate of infection has dropped for the general Haitian population, there is increasing concern that the epidemic is concentrated among the most at risk persons (MARPs), which include age-groups with increasing rates of infection. It is important to note that young women have been shown to be more susceptible to contracting HIV due to anatomical differences.<sup>167</sup>

**Exhibit: HIV prevalence among young women and men**



**HIV rates differ by geography:** HIV prevalence is the highest in cities outside of the capital area at 2.7% (2.9% female and 2.4% male), and lowest in the capital at 2.0%. Reported HIV prevalence is highest in the Nippes (3%), North (2.9%) and North East (2.7%) regions, while residents of the Center (1.6%), Grande-Anse (1.6%) and South East (1.4) departments have lower prevalence rates.<sup>168</sup> Rates in rural

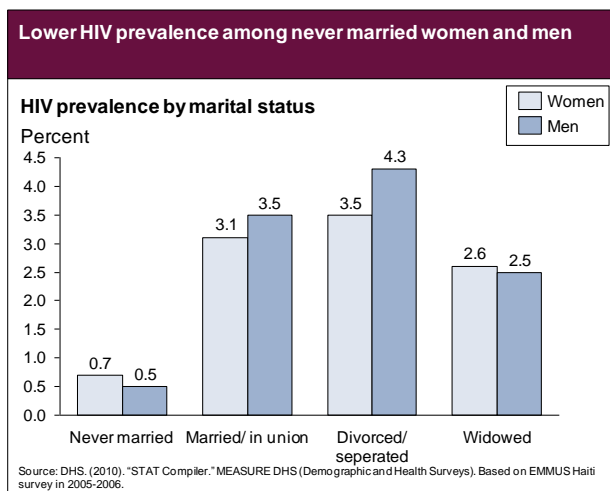
Haiti are estimated at 2.1% prevalence (2.0% female and 2.1% male).<sup>169</sup> It is important to note, that while overall rates in the capital are low, male-female ratios are skewed as women in the capital are almost twice more likely to be infected (2.5%) than men (1.3%).

**High HIV rates common across women of all educational backgrounds:** Educated men are less likely to have HIV than their less educated counterparts, whereas education does not appear to influence prevalence among women (Men: no education (3.3%), primary (2.0%), and secondary or more (1.6%); Women: no education (2.3%), primary (2.6%), and secondary or more (2.1%)).<sup>170</sup> This suggests that increased education alone may not be enough to reduce infection rates among women.

**Heterosexual contact is the leading known cause of transmission but reporting on lesbian, gay, bisexual and transgender (LGBT) community is absent:** In Haiti, HIV is primarily transmitted through heterosexual contact, followed by mother-to-child transmission.<sup>171</sup> The absence of data on infection rate by sexual orientation makes it difficult to assess the percentage of gay men and women infected or draw conclusions on high-risk profiles.

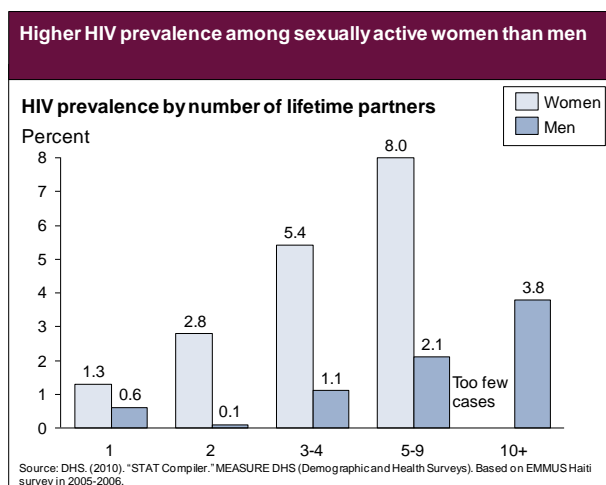
**Single women and men are less likely to be infected than married or divorced individuals:** Women and men who have never been married are the least likely to be infected, whereas women and men who are divorced or separated are the most likely to be HIV-positive.

**Exhibit: HIV prevalence by marital status**



**Number of sexual partners being equal, HIV prevalence is higher among women than men:** Compared to men with similar levels of sexual partners, women have much higher prevalence rates of HIV suggesting that women may be less able to negotiate condom use in addition to biological differences that make women more likely to contract HIV.<sup>172</sup>

## Exhibit: HIV prevalence by number of lifetime partners



**Low antiretroviral (ARV) coverage:** Less than 20% of HIV positive Haitians have access to treatment.<sup>173</sup> Treatment is especially lacking for rural inhabitants, people in prostitution, and men who have sex with men.

**Post-earthquake scenario:** Seven thousand HIV positive women were pregnant at the time of the earthquake and 8,500 children infected with HIV.<sup>174</sup> Ensuring continued access to treatment, especially for pregnant women to reduce mother-to-child transmission has been a key challenge in post-earthquake Haiti due to supply constraints and further reduced ability to pay. Further, GOH health officials and international organizations warn that new HIV infections may have risen given the increased levels of transactional sex and sexual assault, (discussed in gender-based violence subsection below). ARV compliance may also have fallen due to high levels of displacement and lower access to care.

### Behind the Numbers: Factors Contributing to the Findings in HIV Infection

HIV infection rates in Haiti remain high. The feminization of HIV especially among young women may be due to multiple factors explored below, such as reduced bargaining power for young women, men having better access to information, more consistent condom use by men than women, and anatomical vulnerabilities among women. Data in other countries suggests that this emerging phenomenon is a reflection of women's historically low status and their inability to negotiate safe sex and consistent condom use, and of conditions of poverty that lead to high levels of transactional and commercial sex by women.

That said Haiti has also had success in combating HIV infection. Following a discussion of the factors that contribute to high infection rates, the section also evaluates drivers of success for reducing rates of infection, which can inform reduction strategies moving forward.

## *Ongoing challenges*

Gender is a crucial factor in shaping an individual's vulnerability to HIV infection, his or her ability to access treatment, care, and support, and the capacity to cope when infected or affected by HIV.<sup>175</sup>

**Detrimental gender-based norms for women:** Anecdotal evidence suggests that gender-based norms potentially aimed at keeping girls safe and protected, (such as sheltering girls while giving boys more freedom, providing girls with less information to make informed choices, and perpetuating stereotypes that give women less power in relationships), often result in Haitian women and girls remaining ignorant and passive about sex. These gender-based norms can both fuel and intensify the impact of the HIV epidemic. Without information, Haitian women are less able to negotiate safer sex, as well as access appropriate services to enable safer sex and receive post-encounter health services.<sup>176</sup>

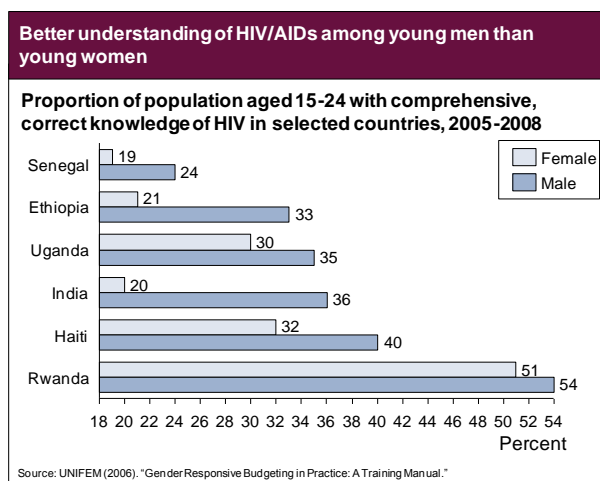
**Polygamous relationships and other detrimental gender-based norms for men:** Many Caribbean societies reinforce gender-based norms that men should seek multiple sexual partners from a young age, take risks and be self-reliant.<sup>177</sup> For example, 43% of young men compared with 15% of young women aged 15-24 have had sex before age 15.<sup>178</sup> In Haitian society, anecdotal evidence suggests that boys are encouraged to engage in "macho" or masculine activities, including sex with multiple partners. These cultural norms thwart prevention efforts encouraging monogamous and protected sexual relations.

**Gender-based norms can affect the lesbian, gay, bisexual and transgendered (LGBT) community's access to HIV/AIDS information and services:** Some notions of masculinity, particularly in LAC culture, make society more intolerant of homosexuality. As a result, men who have sex with men may be stigmatized, increasing the likelihood that these men hide their sexual behavior and access HIV services less.<sup>179</sup> There is also not much recognition of and support for other non-heterosexual persons.

**Skewed gender politics in the private realm:** Anecdotal evidence suggests that household power dynamics disproportionately skew towards Haitian boys and men. For example, women often are taught to cater to men's needs and desires (from food preferences to larger life decisions). As a result, boys may grow up feeling entitled, leading to a culture where male desires take preference. In sexual relations, this could give women less room to refuse advances.

**Lack of HIV/AIDS understanding among uneducated men and women especially girls:** In Haiti, almost all men and women have heard of AIDS; however, misconceptions about the disease and how it is contracted persist. Only 32% of women and 41% of men understand that using condoms and limiting sex to one uninfected partner can reduce the risk of contracting the AIDS virus. Some incorrectly believe that HIV can be transmitted by sharing food or by supernatural powers in voodoo traditions.<sup>180</sup> Knowledge is particularly limited among women and uneducated men, especially those in rural areas and members of households in the poorest quintile. Young Haitian men appear to have a better understanding of HIV/AIDS than young women, suggesting potential unequal access to information. This trend applies across Haiti and many other developing countries.<sup>181</sup>

## Exhibit: HIV awareness



**Women engaged in “high-risk” behavior are less likely to use condoms:** Three in ten sexually active women have had sex with “high risk”<sup>182</sup> partners in the last year, where “high risk” is defined by DHS to include sexual relations with an extramarital, or out of cohabitation, partner. Among men, this proportion doubles.<sup>183</sup> Alarming, a mere 26% of women and 42% of men reported using a condom during their last “high-risk” sexual activity. This suggests that although men are reported to be more sexually active, they are more likely to use condoms.

**Economic dependence of young women on older men:** Interviews with stakeholders suggest that young women are often involved in sexual relations with older men. This “sugar daddy” phenomenon is not unique to Haiti and is also seen in other Caribbean countries and regions like Sub-Saharan Africa, where older men support young women financially, e.g. providing young women with clothing, cell phones, food, schoolbooks and other educational financing.<sup>184</sup> This phenomenon has been linked to the high levels of HIV seen among young women than men in this age-group.

**Endemic poverty and transactional sex:**<sup>185</sup> When women are unable to pay for goods and services, from basic food and fuel to rent, they may be forced to use sex as currency. Anecdotal evidence suggests that male benefactors may pressure women to repay with sexual favors; this links closely to the “sugar daddy” phenomenon described above but is applicable more broadly to women of all ages.

**Barriers to antiretroviral drug (ARV) access:** Considerable barriers remain in the provision of quality prevention, treatment, and care services. Haiti can improve in the following areas: standardize treatment protocols and service delivery models; improve access to voluntary counseling and testing services; improve clinical capacity to deliver antiretroviral treatment (ART); and increase the reliability of the commodities logistics system to ensure timely drug supplies.<sup>186</sup>

## *Success Factors*

**Coordinated vertical integration in HIV and AIDS care by international donors has built institutional capability:** The Government of Haiti, USG PEPFAR program and organizations like Partners in Health have been actively working to combat HIV. Since PEPFAR's launch in 2003, targeted activities in Haiti have increased from roughly \$28.0 million in 2004 to over \$100.6 million in 2008.<sup>187</sup>

PEPFAR activities are targeted across the spectrum of disease prevention, treatment and care, i.e. a) Provision of services to reduce mother-to-child transmission, training programs to promote behavioral change, etc.; b) Provision of first-line, pediatric, second- and third-line regimens in partnership with the Global Fund, facilitation of HIV testing, health worker training, etc., and c) Care for opportunistic infections and tuberculosis, strengthened human capacity and community-based social support programs, etc.

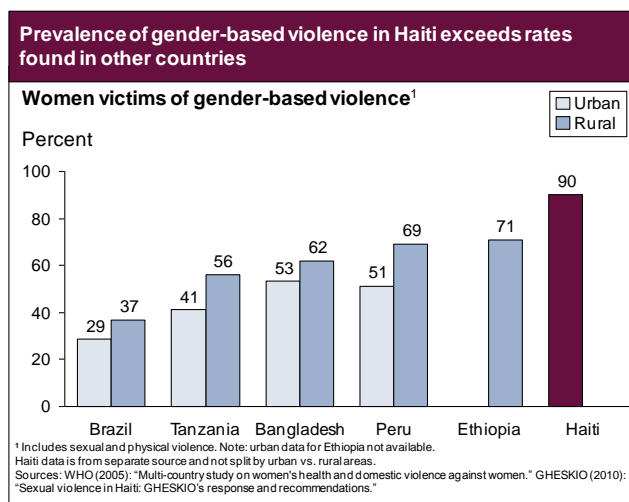
**Increased awareness through communication campaigns and social marketing:** The recent declines in HIV infection rates are most notable in urban areas. They have been attributed to communication campaigns, such as radio broadcasts, billboards, etc along with behavioral changes – including fewer partners, delayed sexual debut, and increased condom use.<sup>188</sup>

### **1.2.5 GENDER-BASED VIOLENCE IN HAITI**

*A majority of Haitian women and girls have experienced gender-based violence*

Gender-based violence (GBV) includes any form of violence or abuse that targets men or women on the basis of their sex, although women and girls are usually the primary victims,<sup>189</sup> and constitutes a significant and growing trend in Haiti according to interviews with NGOs and local stakeholders. While studies show that 60% of women across the world experience physical or sexual violence in their lifetime,<sup>190</sup> approximately 90% of Haitian women fall into this category.<sup>191</sup> A 2005 World Health Organization study<sup>192</sup> of 24,000 women in 10 countries found that the prevalence of physical and/or sexual violence by a partner varied from 15% in urban Japan to 71% in rural Ethiopia, with most areas being in the 30–60% range.<sup>193</sup> This is in keeping with a 2010 estimate by UNIFEM that 60% of women across the world experience physical or sexual violence in their lifetime.<sup>194</sup> An estimate by the Association Solidarité des Femmes Haïtiennes (SOFA) estimates that eight in ten Haitian women have been victims of domestic abuse, where the husband or partner is the perpetrator in half the cases.<sup>195</sup>

## Exhibit: Comparison of Rates of Sexual Assault in Haiti with other high-prevalence countries



The most common type of GBV is domestic violence, an attack by a current or ex family member. Women have reported physical aggression by current and past husbands, boyfriends, brothers and fathers; but domestic violence is reported less than rape or sexual assault by strangers, suggesting prevalence may actually be higher.

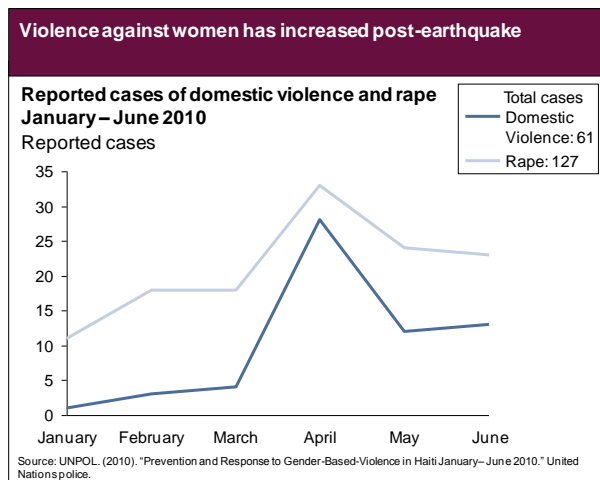
Poor families who cannot afford to feed and board their children will send them to work as domestic servants, a custom known as *restavek*. There is no vigilance or parental monitoring of this traditional Haitian custom, which increases a child's vulnerability to sexual abuse.<sup>196</sup> In 2002, an estimated 8% of Haitian children were in *restavek* situations; but experts believe that the increased instability and poverty in the country since then, as well as the devastation of the January 2010 earthquake, has pushed many more into the system. The next section will explore this topic in detail.

### Key Findings in Gender-Based Violence

**Increases in occurrence and reporting of GBV:** Several NGOs working on gender-based violence in Haiti report increasing rates of crimes against women. GHESKIO and SOFA, two NGO providers of sexual health care, noted a nine-to-ten-fold increase in treatment between 2002 and 2006; Médecins Sans Frontières (MSF) and Kay Fanm saw four- and two-fold increases in similar time periods. Country-wide domestic violence and rape cases collected in ten mission departments in the first half of 2010 indicate that both domestic violence and rape cases have multiplied.<sup>197</sup> It is important to note the extremely low levels of officially reported cases (only 127 cases between January and June 2010). This is discussed in more detail below in "Behind the Numbers: Factors Contributing to Findings in Gender-Based Violence".



## Exhibit: Reported cases of gender-based violence



**Many rape victims are below the age of 18:** Of the over 2,000 rape survivors treated between 2000 and 2008, 42% were below the age of 18.<sup>198</sup> This is in keeping with earlier findings, most notably a UNICEF funded study<sup>199</sup> in 1996 that found 46% of girls below the age of 18 to have been sexually abused, of which 33% had been abused between the ages 3-9 and 46% between the ages 10-14. Similarly, a 2007 study conducted by URAMEL suggests that almost half of rape survivors are less than eighteen years of age.<sup>200</sup>

**Silence and non-reporting:** Many rapes and sexual assaults go unreported. Getting victims to come forth is a challenge worldwide, but particularly in Haiti where only 73 cases of sexual violence were heard in Haitian courts in 2008-2009.<sup>201</sup> According to the UNICEF study, over 66% of victims never report the crime, of which over 71% know their perpetrators. Survivors are either unaware that this behavior is abuse or there is nowhere to go to report it – as with most developing countries, survivors do not trust the police and/or fear reprisal by the perpetrators. In some instances, as a 2004 UNIFEM report provides, rape survivors who went to report the crime were then gang-raped by the police at the police station.<sup>202</sup> In addition, very few areas have services for survivors of sexual assault, making it harder for activists to enable women to report these crimes. Similar to most countries, the GOH also requires that women victims get a “rape kit” in order to proceed with criminal proceedings, but few health facilities are equipped to conduct this procedure and “rape kits” often are not free of charge.<sup>203</sup>

Boys and men report rape and sexual assault even less than girls and women. Of the 2,000 survivors treated by GHESKIO, only twenty, or 2%, were men.

**High prevalence of gang rape:** In 2005-2007, MSF reported that 68% of the women they treated for rape had been subject to gang rape. Of the rape and sexual assault survivors counseled by GHESKIO (collected overall multiple years), over 35% had been attacked by more than one aggressor.<sup>204</sup> A few factors contribute to this trend. As in other countries, gang rape has been used as a way of punishing women who have spoken out against rape and sexual assault. A 2009 study by the Inter American Committee on Human Rights noted the use of gang rape as a means of social control. Gang rape can also

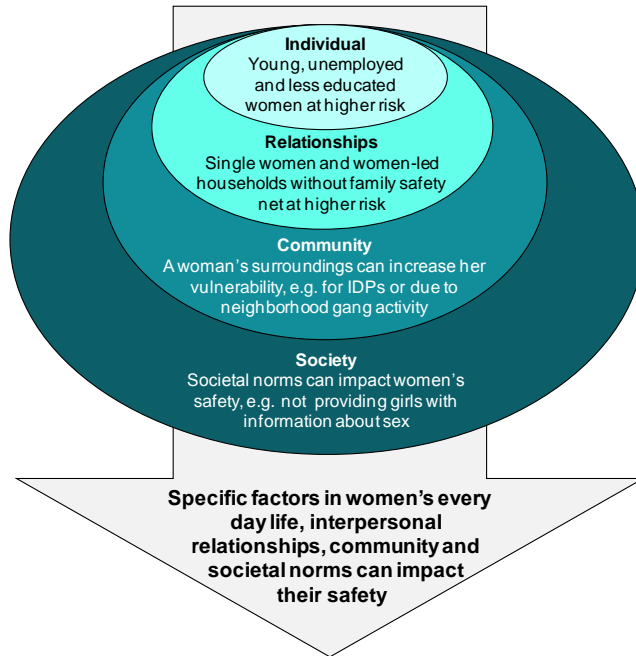
just be a means of wielding power over the vulnerable. Regardless of the motivation behind, gang rape exists in many forms: as noted above, police have been known to rape women who come to the station to report rape and sexual assault crimes. International NGOs working in IDP camps report that gangs increasingly prey on young girls, who are perceived to be more susceptible. In one trend, the 2000 report of Special Rapporteur on Violence Against Women on Haiti, reported that “the phenomenon of ‘zenglendos,’ or thugs, breaking into houses at any time, raping and beating the women, started during the Cedras regime as a form of political pressure but has now become a common practice of criminal gangs, terrorizing the entire population.”<sup>205</sup>

**Post-earthquake scenario:** Interviews with stakeholders suggest that increased economic disempowerment and higher stress levels among men post-earthquake may link to increase GBV, especially domestic violence as women become scapegoats for men’s frustrations. Additionally, as many women have been forced to live in less securing housing and temporary camps post-quake, men may have greater opportunities to assault women, e.g. in less well-lit areas. Increased gang activity in Port-au-Prince has anecdotally made women feel less safe. However, statistics on gang rapes have not yet been reported. Interviews with gender experts and rights activists also suggest that the earthquake has created an uptick in transactional sex work in order for women to provide food for themselves and their families, which may also increase the risk of violence against women.

#### **Behind the Numbers: Factors Contributing to Findings in Gender-Based Violence**

Vulnerabilities at a variety of levels – individual, within a relationship, within a community and within a society – can increase a person’s likelihood of experiencing GBV. In Haiti, victims of gender-based violence tend to be young, poor and less educated single women in women-only households. When these women live in unstable communities with strong gender stereotypes and minimal access to information and resources, they become even more vulnerable.

## Exhibit: Vulnerabilities that increase likelihood of gender-based violence



Framework based on Dalberg analysis adopted from WHO (2005): "Multi-country study on women's health and domestic violence against women," and GHEKIO (2010): "Sexual violence in Haiti: GHEKIO's response and recommendations."

### Individual characteristics can increase vulnerability:

- Young people are at higher risk of being maneuvered into situations they cannot control
- Unemployed people are at risk of being exploited into accepting inhumane conditions
- Less educated women are at higher risk of being maneuvered and exploited

### Relationship status can impact security:

- Single women are at higher risk because they are physically more vulnerable
- Women-led households are at higher risk because they are physically more vulnerable

### Aspects of a woman's community can make her more vulnerable:

- Internally displaced persons (IDPs) are at higher risk because of weakened family structures and less familiar community structures and networks
- Bleak conditions in camps (overcrowding, lack of privacy, inadequate shelter at night and inadequate lighting)<sup>206</sup> place women at higher risk to perpetrators who believe these conditions given them impunity from detection
- Neighborhoods with high gang activity

### Societal conceptions can impact women's safety

- Societal tendencies to blame the victim
- Cultural acceptance and justifications of violence against women

**Cultural norms and chauvinistic male gender roles:** There is a high level of cultural acceptance of violence against women. In the 2005-2006 DHS, 80% of the men interviewed indicated that violence was ‘sometimes justified’ in cases of refusal to obey or adultery.<sup>207</sup> The study also cited that one in five women find it is normal for a man beat her if she neglects her children or goes out without warning. Further, findings from the same study indicate that 29% of women had not consented to their first sexual experience. This suggests that women have limited ability to negotiate condom use, particularly relevant in family planning and prevention against HIV and other STDs. In addition, traditionally, sexual health is not openly discussed with women and girls, but boys are encouraged to become sexually active early on. As a result, women are both less knowledgeable and less able to defend themselves against unwanted approaches.

**Enabling atmosphere of economic, political and social instability:** Past periods of social and political unrest have led to surges in violence. In 1991, after a military coup toppled the elected government, thousands of women reported rapes. When democratically elected president Jean Bertrand Aristide was ousted in February 2004, during the twenty-two-month period following, an estimated 8,000 people were murdered and 35,000 women and girls, half of whom were under the age of 18, were raped or sexually assaulted.

**Perceived impunity for perpetrators:** Very few victims report rapes and sexual assaults, and even fewer are punished. With little to no promise of prosecution of perpetrators, survivors have little incentive to go through the trauma of relating what happened to them. NGOs and grassroots women’s organizations have tried to create awareness that women have the right to not be subject to violence; however, the lack of facilities to enable a sensitive and supportive reporting process has prevented many women from coming forward. For example, following the earthquake, the police unit at Champs de Mars IDP camp had been set up to respond to violence against women, but the set up consisted of a table outside the police station open to pedestrian traffic. This public venue may have discouraged traumatized victims from reporting crimes.<sup>208</sup>

### **1.2.6 RESTAVEK: A TRADITIONAL FORM OF DOMESTIC LABOR TURNED HUMAN TRAFFICKING**

*There are more than 225,000 children serving as unpaid domestic labor in Haiti*

The Creole term ‘restavek’ literally means ‘living with another,’ but “in popular parlance, the word is a pejorative reference to service dependence and is categorically demeaning.”<sup>209</sup> The term refers to an age-old Haitian custom whereby poor families that could not afford to feed and lodge their child would thus send the child to a wealthier family that would feed, lodge and educate the child in exchange for help in the household. Originally, lack of affordable and/or nearby schooling options used to be one of the main reasons for sending children to become restaveks.<sup>210</sup>

Today, many scholars and human rights officials consider restavek as a human trafficking issue. It is perceived by many human trafficking stakeholders to have evolved into a system of exploitation, especially for girls, who make up 65% of the restavek population. Various degrees of exploitation exist, from overworking children, to varying levels of physical and sexual abuse. While not all children in

restavek are exploited, a vast majority are subject to varying degrees of abuse, based on the depth of the kinship and the nature of the transaction.<sup>211</sup>

The Pan American Development Foundation (PADF) and USAID Haiti Mission's Protecting Human Rights program recently released, *Lost Childhoods in Haiti: Quantifying Child Trafficking, Restaveks & Victims of Violence*, November 2009. This report focuses on poor urban communities, as restavek is largely an urban phenomenon, and is the most comprehensive and up-to-date analysis of the custom. The analysis below has combined the report's findings with gender expert and women's NGOs interviews to develop a high-level summary of restavek and similar structures.

### **Key Findings in the System of Restavek**

**A large percentage of children are sent away:** Over 22% of children surveyed in the PADF report lived away from home, amounting to over 225,000 urban children in restavek. Over 30% of households had a restavek, of which 11% had sent their own children away as restavek. This pattern is not completely understood at present, but may relate to social mobility, e.g. an extremely poor household sends their child to a marginally better off relative, who in turn send their own child to a lower-middle class family. Girls form the majority of children in restavek (65%); though the survey did not ask specific questions on the subject, many girls are suspected to be victims of rape and sexual abuse according to human trafficking experts in Haiti.

**Restavek children are treated differently from pitit kay, children of the household:** All children who are not direct offspring of the household (and in certain cases, not direct offspring of the head of the household) are treated differently from pitit kay. The level of difference in treatment ranges: doing more household chores, eating at a different table, wearing different clothes, sleeping on the floor versus a bed, or addressing pitit kay in formal terms (e.g., a fourteen year old restavek girl may refer to a five year old pitit kay as 'Monsieur Jacques' versus 'Jacques').

**Paying for board ensures better treatment than kinship:** As discussed in the education section, parents may arrange room and board for children during the school year based on kinship. While this is not considered restavek, these children are not necessarily better treated than their restavek counterparts. In fact, they are sometimes treated worse. For example, the PADF report found that while pitit kay have an average number of 3.3 chores, kin-based boarders have 5.8 chores and restavek children have 5.5. The survey also found that children whose parents paid for the child's board and keep (in food or money), were likely to be treated better and were called boarders rather than restaveks. These children still had more chores than pitit kay but were better treated than restaveks.

**From poor to less poor but not necessarily from disadvantage to advantage:** All restavek children (but not all boarders) move from poorer to less poor households, but having or keeping restaveks is not purely an economic function as discussed above. It is often linked to increased educational opportunity and social mobility, but also can result from the separation or death of one or both parents. Due to high levels of exploitation, restaveks may not end up being advantaged by such arrangements. Even when children are fortunate enough to not be exploited, they are rarely treated with the same level of

parental affection and care that the pitit kay receive, which can be extremely detrimental to their psychosocial development.

**Post-earthquake scenario:** Anecdotal evidence suggests that the number of restavek children has increased post-earthquake because of the huge increase in the number of displaced and split families. In addition, some children who have lost parents and caregivers are now living with kin or neighbors, some of whom may treat them as restavek children. No laws govern restavek at present; therefore, there is no oversight or legal recourse for mistreatment of restavek children.

### **Behind the Numbers: Factors Contributing to Findings in the System of Restavek**

Parents send children to live in other households for two reasons: poverty or an absence of quality, affordable schools. Human trafficking experts in Haiti cite poverty as one of the biggest drivers for restavek. In the PADF survey, both sender and receiver households listed 'ability to feed and shelter a child' as the key reason for the presence of a restavek child. However, for non-restavek children whose parents pay for their board, access to better schools is the primary driver.

**Poverty is the key driver:** Poverty has traditionally been the key driver of restaveks. In times of extraordinary economic deprivation, political instability and natural disasters, restavek becomes more prevalent, suggesting that parents are more likely to send their children away when they are not able to provide for them.

**Access to education is no longer the key driver for restaveks:** The PADF report shows that a majority of restavek children are actually sent to households within the same sector or community (though not same neighborhood), suggesting that poverty more so than access to schooling is the main reason for restavek children.

**Social pressure within kin groups and aspirations of greater social mobility for their own children help explain why families accept restaveks while sending their own children away:** It has become culturally acceptable to send children away for room and board in search of education. Within even distantly related kin groups, social pressure forces many to accept restaveks despite an inability to feed and house their own children as well as they would like. Further, aspirations of greater social mobility may result in parents who accept restaveks in their home to also send their own children to wealthier or more advantaged households.

**Household disintegration in search of livelihoods:** When parents are no longer able to provide for their children while staying in the area of origin, they may migrate to different cities in search of better livelihood opportunities. As a parent searches, they often leave their children with kin until they are able to set up a new home. However, the continued state of economic despair makes it difficult for many parents to find new jobs and set up new homes. Furthermore, they may not be able to return to their old homes because they had sold what assets they had to migrate. Their children are then stuck in an endless cycle of family disintegration and restavek situation.

## 1.2.7 EDUCATION

*Despite some improvements over time, Haitian literacy and school attendance rates remain low*

Education is one of the most important drivers of social and economic growth. In households where the head is illiterate, 60% live in extreme poverty compared to 34% with literate heads of household.<sup>212</sup> Similarly, where the head of household has completed no schooling, 61% live in extreme poverty, compared with 43% with primary school completion, 25% with secondary completion and 5% with tertiary completion.

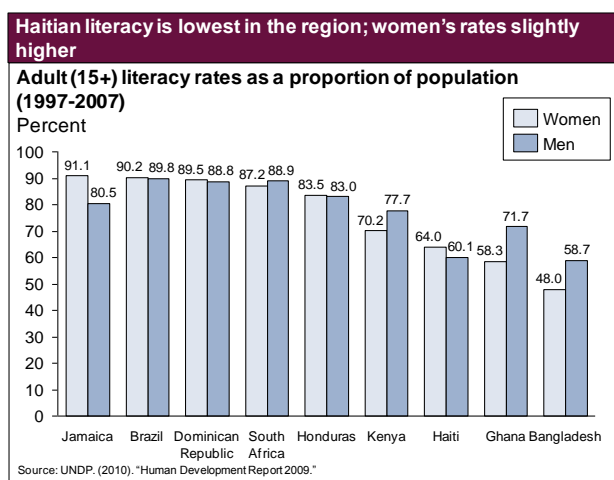
Literacy rates in Haiti have doubled in the last fifty years,<sup>213</sup> yet over 34% of women and 40% of men remain illiterate today.<sup>214</sup> Children’s attendance rates have also improved, most substantially in the last fifteen years, though more so for girls than boys. However, overall both boys and girls have low school attendance rates, especially for secondary school in rural areas. The underlying factors contributing to key findings in literacy and education are closely related and therefore merged into a consolidated “Behind the Numbers: Factors Contributing to Findings” subsection.

### Key Findings in Literacy

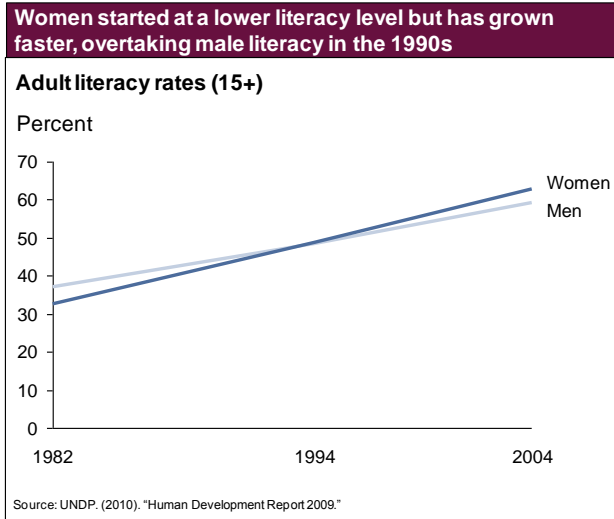
#### Lowest literacy rates in LAC region despite some improvements over time, especially among women:

Haiti has the lowest literacy levels in the LAC region; but its adult literacy rates have improved significantly over the years, from less than 40% in 1982 to over 60% in 2004 at a CAGR of 2.7% a year.<sup>215</sup> According to the 2009 UNDP Human Development Report, Haiti’s overall literacy rates in 2007 for 15+ adults was 62.1% (64% for women, 60.1% for men). As with the other LAC countries, Haiti has more literate women than men. Literacy rates among adult and young women have improved at a faster rate than among men.

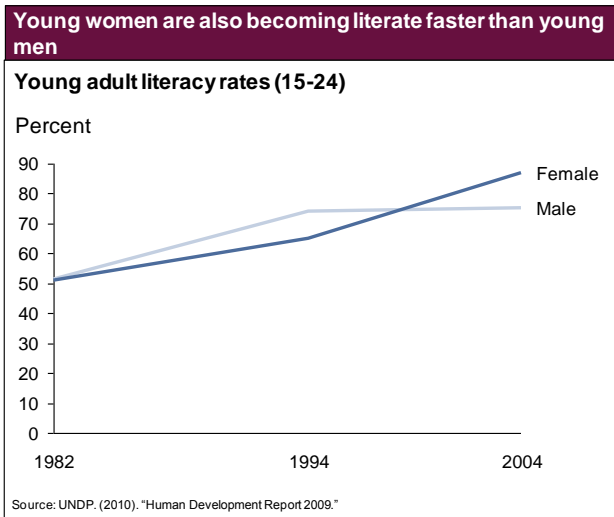
#### Exhibit: Cross country comparison of literacy rates



### Exhibit: Female versus male growth in literacy rates



### Exhibit: Young adult literacy rate



### Key Findings in Education

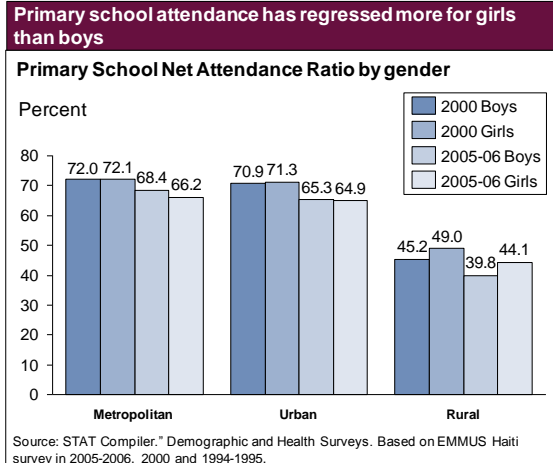
**Primary school attendance dropped for boys and girls from 2000 to 2005-06:** Primary school attendance dropped for both boys and girls from 2000 to 2005-06, but dropped more for girls especially in metropolitan areas, (metropolitan areas in Haiti are urbanized portions of seven adjoining communes in the greater Port-au-Prince area).<sup>216</sup> Two suggested reasons are the increased violence in cities during the political upheaval in those years, and increased poverty that may have prevented parents from paying school fees.

Boys' primary school attendance in metropolitan areas dropped from 72% to 68%, while girls' attendance dropped from 72% to 66%. In urban areas (which include all Haitian cities), boys' and girls'



attendance dropped from 71% to 65% and in rural areas boys' attendance dropped from 45 to 40% and girls from 49% to 44%.<sup>217</sup>

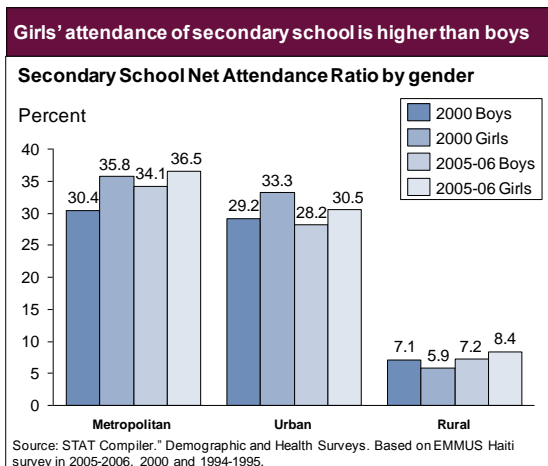
**Exhibit: Girls' and boys' primary school attendance**



**Despite high attendance, low primary school learning outcomes:** According to a recent survey of learning outcomes sponsored by USAID Haiti in conjunction with the Government of Haiti, Grade 1 students only scored approximately 26% on overall reading tests and 28% on overall literacy (reading, writing, and listening). In Mathematics, Grade 1 students answered on average slightly more than 33% correctly.<sup>218</sup>

**Slightly greater proportion of girls attend secondary school across the country:** In metropolitan areas, 37% of girls attend secondary school versus 34% of boys. This difference is 3% in the same direction in urban areas and 8% versus 7% in rural.<sup>219</sup>

**Exhibit: Girls' secondary school attendance**

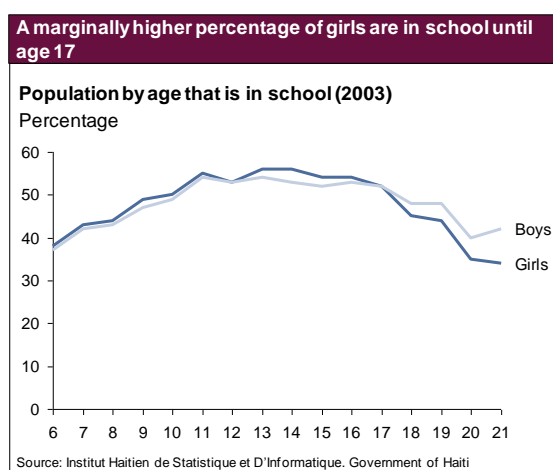


**Boys repeat more in primary, girls in secondary:** In primary school, 7.5% of boys repeat one or more years compared to 6.2% of girls. However, 4.5% of girls repeat in secondary school versus 3.2% of boys.<sup>220</sup>

**Girls drop out more in primary, boys in secondary:** In primary school, 3.4% of girls drop out compared to 2.9% of boys. The trend reverses in secondary with 5.2% of boys dropping out compared to 4.5% of girls.<sup>221</sup>

**Lower proportion of girls attend school from their late teens onward:** As shown in the exhibit below, a lower percentage of girls are in school in their late teens.

#### Exhibit: Percentage of girls and boys in school



**Boys and girls are both vulnerable to being illiterate or very poorly educated:** Average secondary school attendance rates in Haiti are less than 25% for boys and girls, significantly brought down by single-digit attendance in rural areas. Both men and women are vulnerable to a lack of preparedness to earn livelihoods that will support themselves and their future families.

**Post-earthquake scenario:** The earthquake destroyed an estimated 4,230 schools and the Ministry of Education headquarters, eliminated 90% of educational assets in greater Port-au-Prince, and killed thousands of students and teachers. The earthquake also displaced over 300,000 students to other departments, sometimes accompanied by their parents or more frequently placed with host families for safekeeping.<sup>222</sup> While donor agencies have done the best they could to provide tents for schools and supplies and uniforms for children, they have not been able to meet the needs of all the displaced. Moreover, many children lost family members; despite efforts of several organizations to provide psychosocial post-trauma care, there has been a lack of sufficient personnel in this area. As school fees and related expenses like schoolbooks and uniforms take up a large portion of the income of poor Haitians, it is likely that some children may have been forced to drop out due to economic hardship and reduced family assets post-earthquake.

## **Behind the Numbers: Factors Contributing to Findings in Literacy and Education**

The slightly higher literacy and school attendance rates found among Haitian women and girls compared with men and boys is noteworthy. It suggests that parents prioritize both the education of their girls and boys. It is necessary to explore the factors that contribute to the high dropout rates among boys and low literacy among men. Yet, it is important to also gain an understanding of the factors contributing to the overall low literacy and school attendance rates found among both boys and girls, as a most children do not advance beyond primary school. Unless education indicators climb above current levels, Haiti will have a difficult time driving a productive, thriving economy in the coming decade.

**Parents invest in children's education without gender bias:** Studies and anecdotal evidence confirm that there is no gender bias in selecting which child will go to school. Instead, parents spend high proportions of their income on sending as many of their children to school as possible. If there is no school near home, parents will often send the child to live with kin and pay money to cover room and board.<sup>223</sup>

**Men's slow growth in literacy rates could be partly because of (often violent) political participation:** Women's (15+) literacy rates have grown fastest from 1995 to 2004, a period of great political instability and violence in Haiti. Since Haitian men tend to participate more in politics and political campaigning,<sup>224</sup> the accompanying violence from political changes in the last fifteen years may have affected men more according to interviews with stakeholders. However further study of the impact of political unrest on male education is needed to substantiate this claim.

**Poor boys working in agriculture and other labor intensive jobs may face high opportunity costs to stay in school:** Agriculture is the primary source of a family's income in rural areas. Although there is a lack of time-use household data, stakeholder interviews suggest that it is difficult to send children, particularly boys, to school when families need them to farm. As children develop physically between primary and secondary school, their ability to contribute in the fields becomes more substantial; the longer-term investment in education can become increasingly difficult for families to consider in light of the immediate need for able bodies. Further, access to secondary education is also lower in most rural areas.

In both urban and rural areas, poor women are often more engaged in domestic trade and commerce than poor men who tend to focus on farming and other labor intensive jobs.<sup>225</sup> As a result, boys may see less value in continuing their education. In contrast, girls (potentially aiming to become Madam Saras and work in petty commerce) may place greater value in literacy and math skills. Further research is needed to substantiate these preliminary hypotheses drawn from interviews with local stakeholders.

## 1.3 Economic Indicators

This section examines Haiti's economic indicators related to poverty, employment and access to finance to understand the gender dynamics and implications.

### 1.3.1 POVERTY

*In a country where poverty is endemic, the feminization of poverty is widespread*

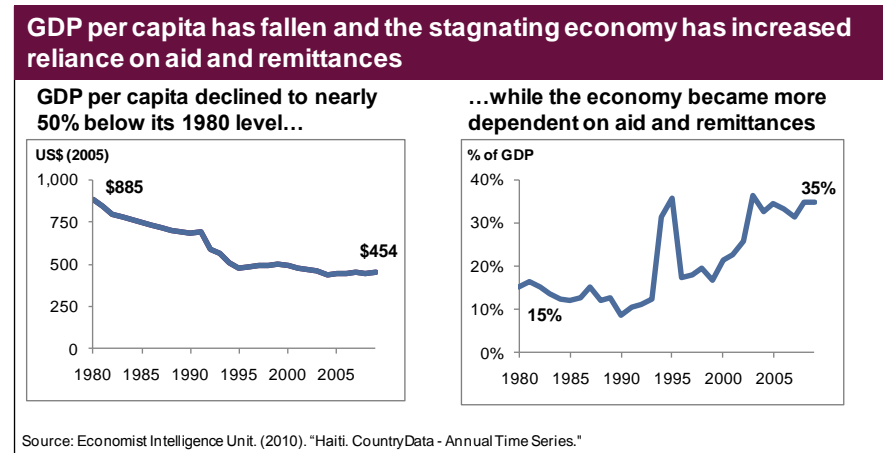
Haiti is the only country in Latin America and the Caribbean designated as a least-developed country, and has the highest GINI index<sup>226</sup> in the region (60). Haiti lacks an equitable distribution of wealth, evidenced by an almost absent middle class and an economy controlled by only a few families. Almost 50% of Haitians living on less than \$1 a day, and over 72% on less than \$2 a day.<sup>227</sup> High levels of poverty largely reflect a lack of access to health care, education, and finance, and a lack of enabling infrastructure including adequate roads, ports and social services like sanitation.

The data includes both overall and gender-disaggregated indicators. The aim is to provide an overall profile of poverty in Haiti. However, given the high proportion of women who are poor, where possible, gender-disaggregated statistics are provided. Given the absence of recent census data or other reliable surveys, some of the gender implications put forth are based on interviews and a reading of available literature, rather than an analysis of numbers.

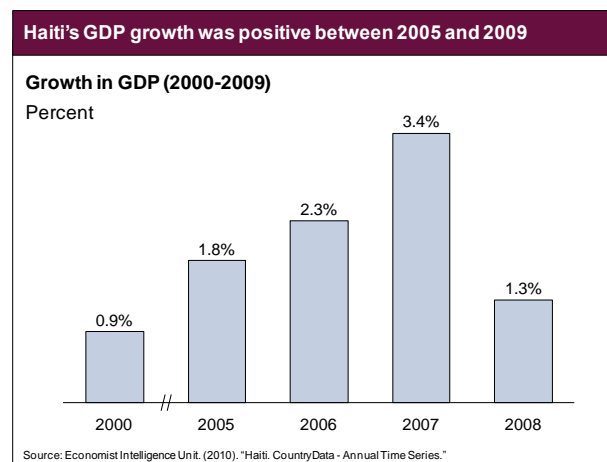
#### **Key Findings on Poverty and Inequality**

**A contracted economy:** In recent years, the Haitian economy has showed signs of progress as GDP (adjusted for prices) grew at 2% on average from 2005–2008.<sup>228</sup> Between 2000 and 2008, total GDP has almost doubled from \$3.7 billion to \$7.2 billion. However, Haiti's per capita GDP remains at nearly half its 1980 level,<sup>229</sup> and its annual growth rate of GDP per capita had declined by 2.1% between 1990 and 2007.<sup>230</sup> The stagnating economy has increased reliance on aid and remittances, which more than doubled as a percentage of GDP in this time period.

**Exhibit: GDP per capita and aid and remittances as a percent of total GDP**



**Exhibit: GDP growth**



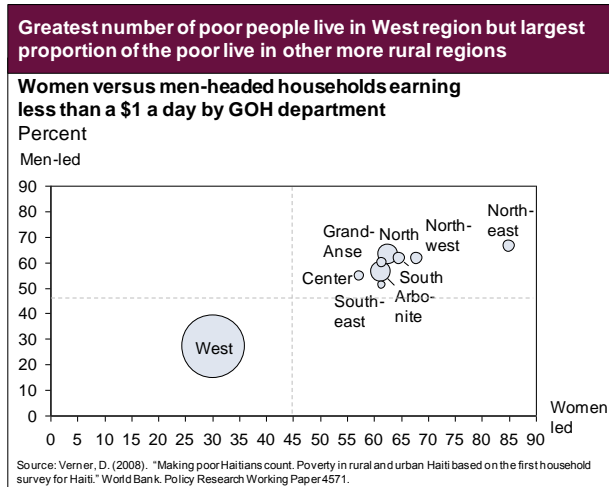
**Poverty levels have risen in last two decades years:**<sup>231</sup> The magnitude of poverty, the difference between an individual's poverty status and the poverty line, also appear to be rising.<sup>232</sup> Further, over 70% of Haitian heads of household believe that poverty has increased, particularly in recent years, and cite reduced purchasing power and access to the means of production as the main reasons.<sup>233</sup>

**High income inequality between the rich and poor:** In 2010, the poorest 20% accounted for 1.5% of national income, while the wealthiest 20% accounted for 68%.<sup>234</sup> Comparing Haiti with a selection of other developing countries during 1992-2007, the Gini index for Haiti equaled 60 compared with 30 in Ethiopia, 31 in Bangladesh, 46 in Jamaica and 55 in Brazil.<sup>235</sup>

**Port-au-Prince has a lower proportion, but greater numbers, of people living in poverty:** A large majority of Haitians live in the West region, where Port-au-Prince is located. Although the other eight regions show a greater proportion of their respective populations living in poverty, the largest

aggregated number of poor people lives in the West. Similarly, although the West shows a smaller percentage of women-led households below the poverty line within its region, it contains the largest total number of vulnerable women-led households.

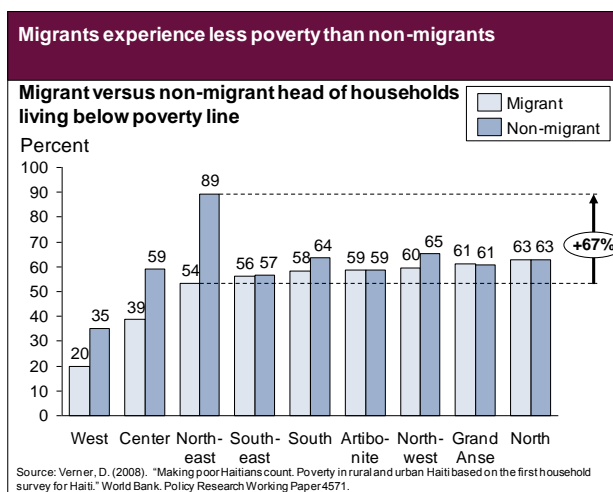
**Exhibit: Aggregate and proportion of poverty by region**



**Illiteracy and lower educational levels are strongly linked to poverty:** According to HLCS data, 60% of households with an illiterate head of household live in extreme poverty compared with 34% of literate heads of household.<sup>236</sup> Similarly, 61% of households where the head of household completed no schooling live in extreme poverty, compared with 43% with primary school completion, 25% with secondary, and 5% with tertiary. These results are consistent with findings from other countries and indicate that education is a key driver to poverty reduction.<sup>237</sup> That said Haiti has slightly higher literacy rates for women, yet higher poverty rates; this juxtaposition goes against the aforementioned trend and should be explored further.

**Migrants experience less poverty than non-migrants:** Household heads who have never migrated at any point in their lives were 80% more likely to experience poverty than those who have (30% and 54% respectively).<sup>238</sup> Although the difference between rural and urban areas was slight, substantial regional differences were found. Migrant-led households in the West and Northeast were substantially less likely to live in extreme poverty (20% versus 35% in the West and 54% versus 89% in the Northeast).

## Exhibit: Prevalence of poverty among migrant versus non-migrant household



**Self-employed Haitians are more likely to be poor than those in salaried positions:** HLCS data shows that 51% of self-employed Haitians live below the poverty line, compared with just 21% of salaried employees.<sup>239</sup> This finding holds across both urban and rural areas in all nine regions. The self-employed tend to rely on petty commerce in urban areas and depend on unstable and inefficient crops as income in rural areas. In comparison, individuals earning wages have increased access to more secure and stable income supplies.

### **Haitians with greater access to social networks are less likely to be poor, especially in rural areas:**

Individuals who are members of one or more community groups, such as industry networks, producer groups and the like, are defined as having 'social capital.' A lower proportion of individuals with social capital live below the poverty line (45% versus 50%), and this split increases to 51% versus 60% in rural areas.<sup>240</sup> Social capital data is not disaggregated by gender; however, anecdotal evidence suggests that women-headed households have less social capital than men-headed, and thus find it harder to climb out of poverty.

**The feminization of poverty is widespread:** This is related to:

*Unequal wages between men and women:* Women on average earn \$626 annually versus \$1,695 earned by men, almost 2.5 times less.<sup>241</sup>

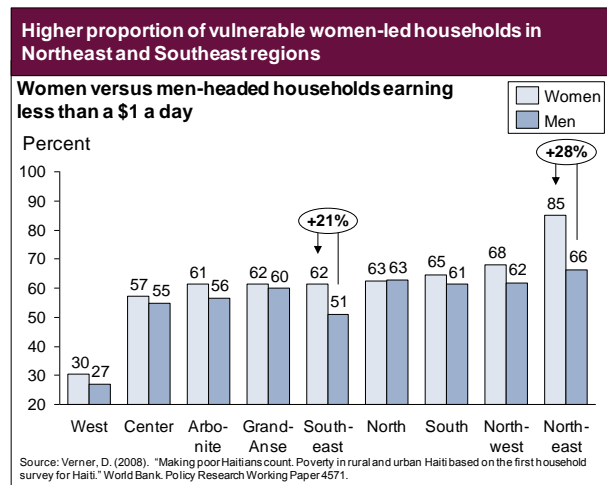
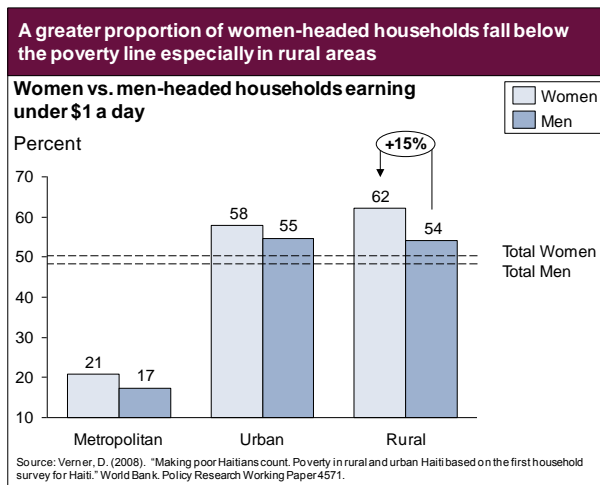
*High number of poor women and proportion of poor women-led households:* More than 72% of Haitians live on less than \$2 a day, and 50% of Haitians live on less than \$1 a day, of which more than half of whom are women.<sup>242</sup> The HLCS found that women-headed households are more likely to be poor than men-headed households. Comparing households living on under \$1 a day, 50.0% were women-headed and 47.7% were men-headed.<sup>243</sup> Note: World Bank estimates that 44% of all Haitian households are women-led as of 2006, although anecdotal evidence suggests this number may be as high as 80% especially in urban areas. In comparison, the proportion of women-led households in other Latin

American and Caribbean countries such as Columbia (20%) and Honduras (26%) is somewhat lower, although higher rates are found in Cuba (46%).<sup>244</sup>

*Since only a small proportion of unions are formal marriages, men often have children with more than one woman and do not feel as responsible for providing for the children as the women do:* Interviews with stakeholders suggest that women-headed households in Haiti tend to be single-income homes where the woman is the primary bread-winner. Men may then rotate between multiple homes, and thereby have less financial responsibility for everyday household expenses and care giving for children. In comparison, men-headed households are often dual income homes whereby both the man and his female partner share household responsibilities.

*Women-headed households consume less than men-headed households:* Average consumption is lower in women-headed households, which suggests that women-headed household's lower income levels have broader impact for their families, as 48% of consumption inequality is attributed to the gender of the head of household.<sup>245</sup>

**Exhibit: Poverty levels among women versus men-headed households**



Note: there are currently 10 Haitian regions (known as departments) as Nippes became the 10th in 2004. Findings presented here refer to 9 regions as data was collected in 2001 census.

*High income inequality between urban and rural areas with women poorer in both:* Haitians in rural areas are more likely to be poor than Haitians in urban areas. Women are more likely to be poor in both.

- *In rural areas:* HLCS data suggests that women-headed households are especially vulnerable, as women-headed households are 15% more likely to experience poverty than men-headed households (62.2% versus 54.1%).<sup>246</sup>



- *In urban areas:* As shown in the exhibit above, households in metropolitan areas are less likely to be extremely poor. However, in the biggest metropolis in Haiti, Port-au-Prince, women are more likely to be extremely poor than men (26% versus 17% of men-headed households).<sup>247</sup>

**Post-earthquake scenario:** According to the March 2010 Post-Disaster Needs Assessment led by the World Bank, the earthquake caused a total of \$7.8 billion in damages and losses, amounting to 120% of Haiti's 2009 GDP. Households have lost their homes, all of their assets, and belongings. The earthquake has also affected rural areas outside the capital. A USAID-funded survey of almost 1,000 farmers in rural, earthquake-impacted areas suggests that survey participants saw a 90-92% drop in petty commerce in the two to three months after the earthquake.<sup>248</sup> This has had tremendous impact on already vulnerable groups such as women-led households, particularly because women often work in the informal sector in petty commerce, selling goods in domestic markets. Decreased demand, the destruction of buyer shops in the capital, and the decreased availability of affordable credit all contributed to this drop in petty commerce.

### **Behind the Numbers: Factors Contributing to Findings in Poverty**

The endemic poverty in Haiti is both a consequence and a cause of many of the social indicators discussed in the previous section, high fertility, maternal mortality, food insecurity, illiteracy and gender-based violence. The post-earthquake reality, where both men and women have lost all of their assets, magnify these challenges. Furthermore, devastation to infrastructure has increased the challenge for those living in remote areas to get everything from health supplies and farming inputs to access to finance, all of which are commonly supplied through the capital. The endemic poverty cycle whereby low educational attainment, lack of available public services, low levels of economic opportunity, etc. result in a poverty trap that is difficult to break.

Interviews with Haitian stakeholders and the international community in Haiti confirm that the prime goal for women is economic empowerment through employment and financial security. The two main reasons why women are poorer than men are the perceived lower value of women's work and the high opportunity cost of supporting dependants.

**Perceived lower value of women's work:** Women on average earn \$626 annually versus \$1,695 earned by men, almost 2.5 times less.<sup>249</sup> This is in keeping with some of the factors discussed in the Social Indicators section around the higher value given to boys' and men's work. Some interviews suggest that this trend is an extension of the higher value given to boys and men within Haitian households, as discussed in the Social Indicators section. Ironically, interviews with factory owners, businessmen and women, revealed a preference for women employees because they were more "reliable and trustworthy" and, in one case, "less likely to strike." However, when asked whether women were as likely to rise to middle and senior management, the answer was usually negative. This suggests a perception that women employees are reliable and conscientious workers but that they are not seen as front-runners for promotions and higher paying leadership positions. An important exception is the banking industry where women have played conspicuous roles as leaders and managers.

**High opportunity cost of dependants:** In a large proportion of women-headed households, women are responsible for bringing up children, in most cases, without substantial support from the children's fathers; it is reasonable to assume that women must therefore work harder to balance earning a livelihood and employment with care giving and child-rearing. Conversations with gender experts, women's NGOs and microfinance institutions that work with women suggest that a significant percentage of women in women-headed households are working hard to make ends meet and find time to be at home and take care of children. This is important to keep in mind when designing programs to enable poor women's ability to access benefits and services provided. Further, a literature review and anecdotal evidence suggest that women tend to be more focused on food security than income generating activities. This may be due to their increased prioritization and responsibility for feeding their families. It is also likely due to the fact that women-headed households tend to be poorer than male-led homes as poor households tend to spend a larger portion of their income on food. In Haiti, the bottom quintile spends 53.4% of their income on food, while the top quintile uses just 9.8%.<sup>250</sup>

**Brain drain:** The Haitian Diaspora – at two million – primarily live in the United States, Canada, and neighboring Caribbean countries like the Dominican Republic. They send an estimated \$1 billion in remittances annually, which help stabilize the Haitian economy.<sup>251</sup> While this cash flow is important, approximately 80% of college-educated citizens living abroad; Haiti is believed to have more college-educated citizens living abroad than any other country in the world.<sup>252</sup> This includes Haitians educated in fields of significance from a gender perspective, such as feminist studies, child welfare, and human rights. This brain drain has implications on poverty reduction and capacity building: Haiti's future leaders, who could be involved in reducing gender-based discrimination, driving economic growth, legislating government change and educating future generations, do not stay or return to Haiti. Increased study of this phenomenon would be a useful area of future research.

### 1.3.2 EMPLOYMENT

*Unemployment is high in Haiti and the majority of women work in the informal sector*

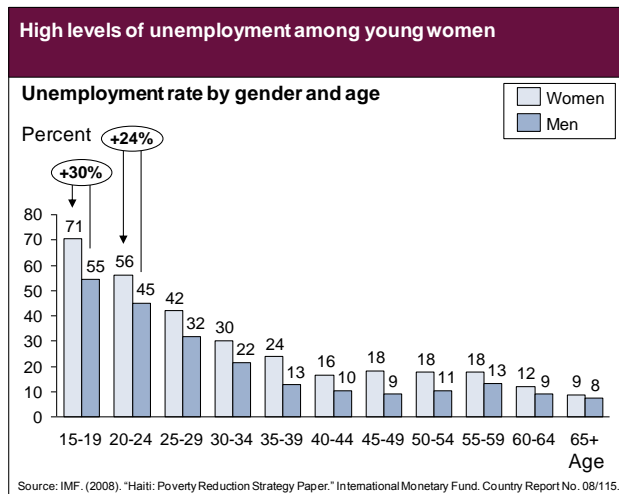
#### **Key Findings on Employment**

**High levels of unemployment especially among young women:** Based on the latest available statistics from IHSI in 2001, approximately 30% of Haitians are unemployed.<sup>253</sup> Unemployment is defined to include those actively seeking employment; however such information is difficult to accurately collect in data-scarce developing countries like Haiti. Conversations with private sector experts suggest that the actual rate is far higher. Many Haitians work in the informal sector where unemployment levels are difficult to track.

Unemployment is higher in urban versus rural areas, equaling 27% and 19% respectively. It is also higher among women than men, where almost one-third of women versus a quarter of men are unemployed.<sup>254</sup> Seventy-one percent of young women aged 15-19 and 56% of those aged 20-24 are unemployed. In comparison, 55% of young men aged 15-19 and 45% of those aged 20-24 are

unemployed. These statistics suggest that young women age 15-19 and 20-24 are 30% and 24% more likely to be unemployed than men in these age-groups.

**Exhibit: Unemployment rates for women and men**

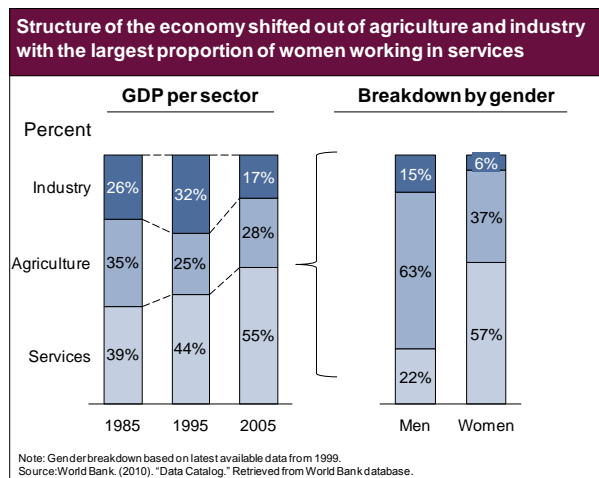


**High levels of female participation in the Haitian workforce:** In 2008, women made up 43% of the total Haitian workforce, a rate that has remained relatively constant over the past two decades.<sup>255</sup> This proportion equaled the 2008 LAC average, and was slightly higher than the rates found in Mexico (36%) and the Dominican Republic (39%), but lower than Jamaica (45%).

**Majority of women work, often in the informal sector:** 2008 figures showed that 58% of all women ages 15-64 were working and 83% for men.<sup>256</sup> This finding has also remained relatively constant over the past twenty years. Nine in ten Haitians are believed to work in the informal sector (which is substantially more challenging to track), within which women’s activities, focused around petty commerce, constitute the majority of work.<sup>257</sup> It is estimated that 83% of economically active women work within the informal sector.<sup>258</sup> Further discussion of the high number of Haitians working in the informal versus formal sector is included in Section 2 under Priority 2: Economic Security.

**Gender participation by sector:** The findings below provide an overview of total GDP, men and women’s participation by sector, and a discussion of relative poverty rates found in each sector. The three main sectors of the Haitian economy are agriculture, industry, and services.

## Exhibit: GDP per sector and breakdown by gender



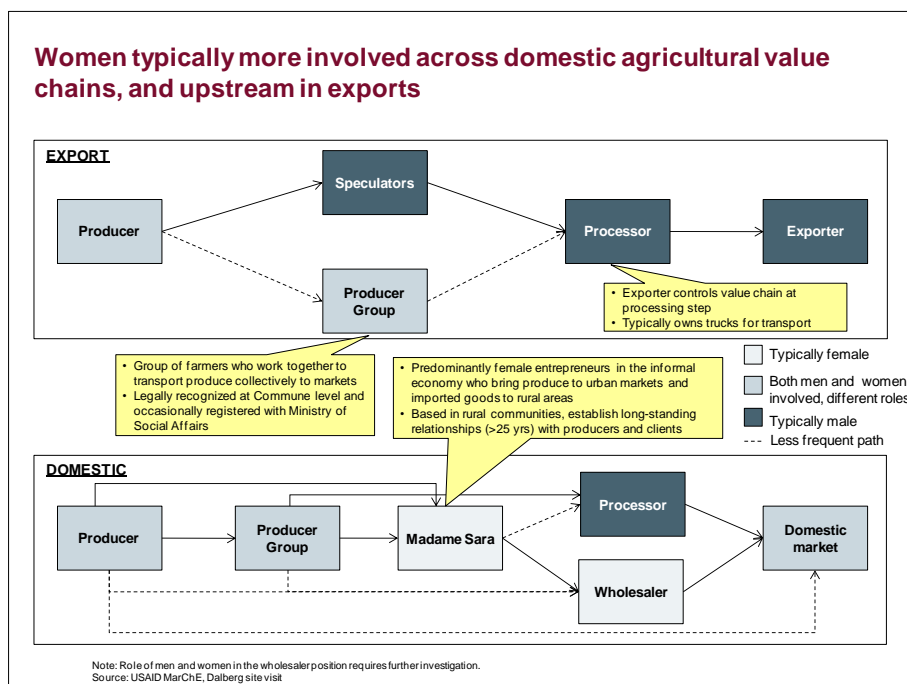
Over time, the structure of the Haitian economy has shifted out of agriculture and industry. As of 2005, services generated the majority of GDP with 57% of women employed in this sector.<sup>259</sup> Although agriculture as a proportion of GDP has shrunk by 20% in the last two decades, the majority of men and one-third of women depend on agriculture for their livelihoods. That 58% of households working in the agricultural sector live below the poverty line, compared with 43% in industry, 34% in service, and 23% in the public sector/other, reflects this shrink in proportion of GDP.<sup>260</sup> It also suggests that families working in the farming sector are on average poorer than households working in other sectors.

The role of women differs greatly by sector, sub-sector, within the value chain, and by occupation. For example, in agriculture, women have gender-specific roles along the value chain. In comparison, within industry, women's participation differs less along the value chain and more by specific industry. Garments, for instance, employ a large number of women while other industries continue to be male-dominated. The high participation of women in services is due to the large number of petty commerce vendors in rural and urban areas.

*Agriculture: Majority of men and one-third of women work in agriculture, with gender-specific roles along value chains*

Haiti is a country of smallholder farmers, where there is a unique gender division in the agricultural value chain. Men are primarily responsible for clearing lands, tilling, harvesting, caring for large livestock, and selling export crops. Women, on the other hand, focus on seeding, planting, weeding, and bulking for market; caring for small livestock; transporting, distributing and selling crops in domestic markets; and arranging credit mechanisms along the way.

## Exhibit: Women's roles in agricultural value chains



*Industry: Larger proportion of men work in industry, with key exceptions in specific areas like garments*

Leading industries in Haiti include apparel/garments, handicrafts, electronics assembly, food processing, beverages, tobacco products, furniture, printing, chemicals, and steel.<sup>261</sup> Industry employs 15% of men versus 6% of women; overall, the proportion of men more than doubles that of women.<sup>262</sup>

In specific industries such as garments, women comprise an estimated three-quarter of employees.<sup>263</sup> The garment industry, however, has significantly decreased employment in recent years due to high levels of economic uncertainty and increased competition in other developing countries, dropping from over 80,000 urban residents working in garments in the 1980s to approximately 25,000.<sup>264</sup> Since women made up the large majority of garment workers, this had the greatest impact on them.

Overall, women fill fewer managerial positions in the industry sector. This trend may slowly be changing as industrialists are becoming increasingly open to women managers. However, many women and men with lower levels of educational attainment may lack the needed skill-sets for such positions, signaling the need for increased investment in vocational and on-the-job training. These capacity-building programs should target women both in industries with traditionally high female participation as well as in traditionally male-dominated areas like construction.

*Services: Majority of women work in services*

The services sector employs 57% of women and 22% of men. Within the service sector, women primarily work in petty commerce in the buying and selling of goods from agricultural products to clothing. A

small amount of women work in services such as banking and tourism, which comprise a small proportion of jobs overall but have high levels of female participation. Tourism has fallen since its peak in 1979, when over 173,000 travelers visited Haiti by cruise ship. Women have traditionally been very active in tourism, with reception and housekeeping being the most common positions. Interviews with stakeholders suggest that while gender stereotypes likely result in fewer women working in managerial positions, commercial banking is a key exception.

**Post-earthquake scenario:** The earthquake destroyed many assets and infrastructure in the capital and highly populous West region; as a result, the level of unemployment, among the self-employed in particular, has likely risen. Interviews with grassroots women’s organizations suggest that women have expressed frustration that they are unable to return to work because they lost their inventory and basic assets, and because of increased barriers around child care and secure transportation. As a result, the informal sector and domestic market economy, where a large proportion of women work, have been hard hit. Further, because most incomes have been reduced following the earthquake, interviews with Madam Saras revealed that their sales have fallen in the months following the earthquake.

In specific industries like garment manufacturing, with traditionally high levels of female participation, there is renewed investment potential and women are high potential candidates for employment opportunities here. However, gender-specific considerations such as child care availability and safe transportation are necessary to reduce challenges faced by women workers. Further, specific inclusion, training and promotion of women to managerial roles can help promote their advancement.

#### **Behind the Numbers: Factors Contributing to Findings in Employment:**

**Young women face barriers to entering the formal job market:** Several factors may prevent women from entering the formal job market: women may lack the necessary skills for a particular job, gender stereotypes may exist in hiring practices, jobs that traditionally employ women may have fewer opportunities available, etc. In addition, young women may lack an enabling environment: having to provide child care or consider safety concerns for commuting to work. Young women may tend to work in jobs that are unpaid or more difficult to track, e.g., as restaveks, in the informal sector, or in family businesses.

**Women work to make ends meet versus advancing their careers:** A greater responsibility for child care appears to fall on women. As a result, economic necessity and the desire for stable employment may influence a more pragmatic approach to employment among women than men, who are less responsible for day-to-day expenses and feeding their families.

**Specific barriers to women working in the formal sector are not being strategically addressed:** Women are very economically active, especially at the micro-level and in the informal sector. However, women face several barriers to entering the formal sector: an enabling environment that addresses security concerns and the need for child care provision; traditional concepts of “female” and “male” occupations that often push women to work in the areas that men do not want to; and “glass ceilings” in career advancement. Programs and policies can therefore support women by targeting these barriers: design

programs to reduce challenges like transport and child care; address societal barriers with open discussions around traditional concepts of “female” and “male” and trainings targeted at men and boys to empower them to respect both men and women; and provide vocational training, recruitment, on-the-job skill building, advancement and retention for women.

**Limited opportunity to escape poverty:** The proportion of Haitian heads of household living below the poverty line is quite similar among the unemployed (57%), economically inactive (62%) and self-employed (59%).<sup>265</sup> This suggests that limited opportunity exists for Haitians to escape poverty through self-employment. In comparison, among salaried heads of household just 28% are extremely poor; highlighting the crucial role increasing salaried jobs in the formal sector could play as a means to escape poverty.

**Launching a new business in Haiti is difficult leading to lost job opportunities:** Haiti ranks 151 out of 183 countries in the World Bank Group’s 2010 Doing Business survey,<sup>266</sup> a three-point improvement from 2009.<sup>267</sup> Out of the ten sub-indicators<sup>268</sup> feeding into this analysis, Haiti’s score is particularly poor on “Starting a business.” In fact, the cost of starting a new business is over six times the regional average. As a result, entrepreneurs are discouraged, fewer businesses are launched in the formal sector, and potential employment opportunities are lost.<sup>269</sup>

### 1.3.3 ACCESS TO FINANCE

*Lack of assets and experience in managing money prevent women from getting adequate loans*

Access to finance presents a large challenge for poor Haitians especially in rural areas. Women face two sets of challenges: first, they must build up their assets to serve as collateral in qualifying for loans and, second, they must overcome barriers in gaining access to larger loan sizes. Women are the main recipients of microfinance, but on average tend to receive smaller loans than men.

#### Key Findings on Access to Finance

**Less than 0.01% of Haitians have access to commercial capital, and less than 3% receive microloans due to geographic and economic constraints:**

*Formal banking sector serves the relatively wealthy:* Banks serve just 54,887 borrowers in the formal banking sector with an average loan size of \$12,400.<sup>270</sup> Further, 10% of borrowers utilize around 80% of the credit available in Haiti. Just three of the eight commercial banks in Haiti have significant operations outside of Port-au-Prince, with over 82% of deposits remaining in the capital. Therefore, the formal banking sector primarily serves the wealthy; who tend to live in metropolitan areas around Port-au-Prince.<sup>271</sup> This suggests significant economic and geographic access issues, especially for poor Haitians in rural areas.

*Credit cooperatives serve wealthier rural borrowers:* Credit cooperatives, 90% of which function in rural areas, help fill the financing gap and serve the needs of rural Haitians.<sup>272</sup> Of the 220 cooperatives, most provide access to savings and credit facilities, with an average loan size of around \$1,000. However,

credit cooperatives are limited in two ways. One, the large majority of individuals cannot afford loans of \$1000, making cooperatives inaccessible to most of the poor. Two, for those that can access, the range of financial service offerings is often limited as cooperatives tend to operate on a small-scale and are less able to take advantage of economies of scale.

*Microfinance institutions (MFIs) service the poor with assets:* MFIs are the main channel through which the poor can access loans and savings, with an average loan size of \$540. However, recipients of microfinance tend to earn more than \$2 a day,<sup>273</sup> which excludes almost three-quarters of Haitians. MFIs are currently only able to reach a small proportion of the total population, an estimated 2.5% of Haitians.<sup>274</sup> The largest competitors for MFIs are not other MFIs, but moneylenders and/or family members, suggesting a highly underserved microcredit market.<sup>275</sup> Therefore, MFIs have the potential to play an even larger role moving forward. With only 31% of MFIs located in rural areas, by increasing their presence, they would be able to provide access to affordable capital for the working poor and begin to fill a large gap left by commercial banks and cooperatives.

**Most asset-less poor are not served, but successful models exist to counter this trend:** For the most part, those without assets are left underserved. However, in recent years, Haiti's largest microfinance institution Fonkoze<sup>276</sup> has developed a "graduation model" that is designed specifically to train asset-less women to qualify for microfinance.<sup>277</sup> This program aims to stabilize income sources in the longer-term by creating initial savings, ensuring access to adequate and nutritious food, and improving health and health care access. Key program components include:

- Asset transfer: provide income-generating assets such as a goat, chicks or commercial goods
- Skill training and health resources: build women's skill-sets and teach them how to manage their income, along with increasing access to preventative care services like immunizations
- Build up of self esteem and social networks: help marginalized women with limited safety networks build up their social capital

Fonkoze conducted a pilot pre-earthquake, creating a poverty scorecard system with its partners. Among individuals living below \$1 a day, participants had been able to reduce their poverty scores by 20%. Further, 85% of participants reported increases in food security. This provides one example of a successful mechanism to build up assets among asset-less women.<sup>278</sup>

Fonkoze counts 1.7 million out of the approximately 2.1 million Haitian households as "target" populations for microfinance, especially for medium-size 'Solidarity loans' of \$75-\$1,300. However, challenges exist around guaranteeing collateral; few individuals on the demand side have the assets and knowledge needed to qualify for loans.<sup>279</sup> Supply side constraints also persist. For example, infrastructural constraints like poor roads limit the ability of many MFIs to serve rural areas.

**Rural areas face increased challenges in gaining access to finance:** Access to finance in rural areas tends to be limited, with MFIs traditionally concentrated in urban areas. Just 16% of microfinance



recipients work in rural areas, although this statistic is misleading as many rural inhabitants travel to urban centers to apply for and receive financing. Recently, some MFIs like Fonkoze and MFI-related programs like the USAID supported HIFIVE<sup>280</sup> program have begun prioritizing working in underserved rural areas.

**Women receive more microfinance loans than men but their average loan size is smaller:** Although 77% of microfinance borrowers are women, they receive just 52% of the total portfolio, signaling smaller average loan sizes for women than men.<sup>281</sup> Various forms of microfinance are available in Haiti, ranging from Business Development Loans (\$1,300- \$25,000), Solidarity Loans (\$75-\$1,300), to Ti Kredi Loans (\$25-\$75).<sup>282</sup> Ti Kredi loans are of particular significance for ti machann (small merchants), most of whom are women. While some MFIs such as Fonkoze specifically target women, most have large numbers of female customers due to high levels of female participation in domestic commerce rather than explicit policies targeting women.

**Post-earthquake scenario:** Although the earthquake devastated many MFIs, they continue to persevere and give out loans. Many microfinance recipients have indicated a need for loans, including potential assistance in the form of reconstruction and housing loans, to rebuild their basic assets.

**Behind the Numbers: Factors Contributing to Findings in Access to Finance:**

**Commercial banks do not cater to the needs of the majority of Haitians:** Commercial banks may refrain from serving the poor due to perceived higher risks and transaction costs, especially related to serving rural areas.

**Women have less ability to apply for larger microfinance loans:** Women may face increased barriers in applying for larger microfinance loans because they have smaller asset bases to pre-qualify or because of reduced financial literacy compared with male counterparts. Contributing factors may be lower levels of educational attainment and societal gender roles that suggest men should be in charge of financial matters.

**Ultra-poor women need help to build up assets to prepare for future microfinance:** Increased access to microfinance alone may not be enough for the majority of the poor who lack the assets to qualify for lending. Fonkoze and some other MFIs have begun programs to move the ultra-poor, with no stable source of income, along the pathway out of poverty.

## 1.4 Legal Indicators

This last section examines Haiti's legal, legislative, judicial and law enforcement dimensions to understand the gender dynamics and implications. This section touches upon many of the topics covered in the social and economic indicators sections such as gender-based violence, human trafficking, and discrimination in the workplace. It focuses on describing the laws (or lack thereof) that govern these areas, and the enforcement and underlining security challenges.

### 1.4.1 GOVERNANCE

*Although Haiti was an early signatory of Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), protecting vulnerable groups like women and girls is still a work in progress*

#### Key Findings on Governance

**High levels of political instability have thwarted the development of good governance to protect vulnerable groups like women:** In the past two decades, Haiti has faced major political upheavals, lurching into and out of military control, with twelve governments and many civilian leaders only partially committed to democratic principles. As a result, the judiciary branch and supplementary laws aimed at protecting civil liberties has not been developed well.

**Despite signing multiple international gender accords, these guidelines have not been incorporated into the Haitian legal system:** Haiti has signed the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)<sup>283</sup> and the Inter-American Commission of Women of the Organization of American States (CIM-OAS).<sup>284</sup> By signing these international accords, Haiti is fully accountable to all principles therein; however, the realization of these objectives is, at best, a work in progress. For example, Haiti signed CEDAW in 1980, during François Duvalier's repressive regime of widespread oppression of human rights and civil liberty. From the outset, Haiti has seen a discrepancy between the ratification of multiple international gender accords and the actual application of these principles.

**There has been limited progress in enhancing the legal status of women in the past three decades:**<sup>285</sup>

*Married women are legally equal to men:* In 1982, an amendment to the Civil Code was passed to make women equal to men, particularly within marriage. However, women are often punished more severely for breeches of law than men.<sup>286</sup>

*Current constitution grants equality between the sexes but does not explicitly consider gender-based discrimination a crime:* The latest constitution ratified in 1987 provided an important starting point in the protection of civil liberties by granting equality, with no distinction between the sexes and proclaimed democratic freedoms. However, the current constitution does not explicitly mention gender-based discrimination. This contradicts the Decree of February 4, 1981 on domestic implementation of

the International Convention on the Elimination of All Forms of Racial Discrimination, which Haiti ratified on August 16, 1972, and which considers gender-based discrimination a crime.<sup>287</sup>

*Obligated to eliminate discrimination, but not enforced:* The 1987 Constitution stipulates that “once international treaties or agreements are approved and ratified in the manner stipulated by the Constitution, they become part of the legislation of the country and abrogate any laws in conflict with them.”<sup>288</sup> Therefore, CEDAW and all international conventions may be invoked before Haitian courts and tribunals and before administrative bodies. However, in practice, there is no systematic approach to aligning domestic laws with the conventions.

*Secretariat of State for the Status of Women established, but political upheaval rendered the institution ineffective:* During the brief interlude of civilian government under Leslie F. Manigat, the Secretariat of State for the Status of Women was established in 1988. In 1990, the people elected Jean Bertrand Aristide as President; however, a military coup d’état in September 1991 put a quick end to his presidency and a period of unrest ensued; during this time, women faced oppression and rape as a weapon of terror.<sup>289</sup>

*Ministry for the Status of Women and Women’s Rights established, but political upheaval rendered the institution ineffective:* In 1994, Haiti saw a return to constitutional order and the Ministry for the Status of Women and Women’s Rights (MCFDF) was established. Further, in 1998, women organized an International Tribunal on Violence against Women in Haiti, which served as a platform for amending laws that discriminated against women. The Senate adopted some of these bills, but at the beginning of 1999, Parliament was dissolved before the Chamber of Deputies had time to vote on them. Between 1996 and 2004, the Ministry for the Status of Women faced similar challenges in establishing its role and imposing itself. Frequent changes of Minister and the politicization of institutions for party-political purposes rendered MCFDF unpredictable and ineffective; the advancement of women suffered as a result.<sup>290</sup>

*MCFDF and women’s organizations succeed in modifying the Penal Code:* In 2005, a new team heading the MCFDF adopted a set of guidelines<sup>291</sup> that strengthened the organizational structure of the institution and provided a clear statement of its mission. In addition, MCFDF partnered with civil society and women’s organizations, including consultations regarding reform of the legal framework and ways to combat violence against women. The decree of July 6, 2005 amended the Penal Code’s provisions on sexual assault, eliminated discrimination against women victims, and decriminalized adultery.

*MCFDF budget increases – but not enough:* MCFDF is the principal national agency responsible for drawing up and overseeing the implementation of policies to promote women’s rights and monitoring their progress over time. MCFDF’s mission is to ensure equality between men and women in Haiti.<sup>292</sup> Since 2004, MCFDF’s operating budget rose from 13 million Gourdes to 44 million Gourdes in 2007. While this has been a substantial increase, its budget falls short of what it needs to exercise its powers and implement its National Platform of Action. As a result, MCFDF’s activities are limited in scope and weak at the departmental coordination level.<sup>293</sup>

*CEDAW reporting commences:* After free elections in 2006, a new government took office. MCFDF began to draft its first CEDAW report, approved in 2008. A follow-on report will be submitted in 2010.

*Limited progress establishing equality between men and women:* Haiti has not fully taken hold of government measures to promote respect for women's rights and gender equality. For example, there is a lack of adequate laws to ensure equal parenting responsibilities and safe domestic labor conditions, (e.g. for *restaveks*). However, some progress has been made, e.g. in 2006 the Ministry of Public Works and Communication (MTPTC) reserved a 30% quota for women in its labor-intensive works.<sup>294</sup>

*Civil and criminal amendments make considerable progress:* An amendment to the Penal Code passed on July 6, 2007 aligned the Penal Code with the contents of CEDAW. Both civil and criminal laws have made considerable progress. For example, current civil law reforms address the full legal competence of women, the marital home, the joint exercise of parental authority, joint administration of estate, and the right of women to invoke adultery as grounds for divorce on equal footing with men. Criminal law amendments establish specific sexual assault offenses; characterize rape as a crime against a person, liable to more severe punishments; and decriminalize adultery, (women have historically been punished more severely than men in adultery cases). However, despite this progress, discriminatory elements persist in both. Current efforts to address these discriminatory elements include bills on a) filiation and responsible parenthood; b) recognition of consensual unions; and c) domestic labor conditions.<sup>295</sup> Other bills under consideration include a bill on partial decriminalization of abortion, and a specific criminal law on violence against women.<sup>296</sup>

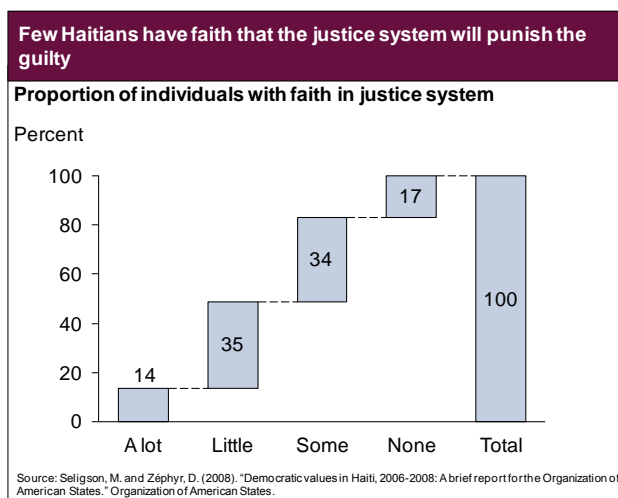
*Social media used to reduce gender stereotypes and increase dialogue:* Since 2007, the government and its partners have used radio and television broadcasts and public gatherings like the carnival festival and the *Musique en Folie* (musical madness) to raise awareness of sexual stereotypes and of violence against women.<sup>297</sup>

*Agreement aims to correct gender-related discrimination in education:* In 2007, the MCFDF and the Ministry of Education and Professional Training (MENFP) signed a draft agreement on equal opportunities in education, aiming to address the different treatment of boys and girls, correct a curriculum that reinforced gender stereotypes, and protect against rape and sexual harassment.

**Inadequate legal protection against domestic abuse:** The only legal punishment for violence against women is grounds for divorce. The Civil Code law states that maltreatment and physical abuse may constitute grounds for divorce for a married woman. In the Penal Code, battery, which refers to voluntary blows and wounds, is only punishable if it results in illness or incapacity lasting more than twenty days.<sup>298</sup>

**Low levels of legitimacy:** According to the Organization of American States survey, Haiti has one of the lowest scores for "support for democracy as a system of governance".<sup>299</sup> Most Haitians have no expectation that government will work in their interests, and the majority are effectively excluded from political power. As a result, very few Haitians have faith in the justice system.

## Exhibit: Individuals with faith in justice system



**Low political participation for women:** Women, in particular, comprise less than 13% of the Senate and 4% of the Lower Chamber.<sup>300</sup> Lower political participation among women may be because women perceive participation in political life to be “a male role” and/or view it as a dangerous activity because of the violence that has often been associated with politics in the past. Because a high proportion of women have dependents, these types of security concerns may impact women’s participation in elections and other political processes more so than men’s.<sup>301</sup>

**Although there are a number of women’s NGOs and grassroots organizations in Haiti, their overall political participation is limited:** Women’s groups in Haiti range from organizations seeking greater access for women to basic social services to explicitly feminist associations campaigning for a change in the status of women. Organizations include: ENFOFANM, Kay Fanm, SOFA, Fanm Deside Jacmel, Asosyasyon Fanm Solèy d’Ayiti, Mouvement des femmes Haitiennes pour l’Education et le Développement (MOUFHED), and numerous grassroots organizations. Yet, NGOs face challenges in increasing their political participation and have little say in governmental decision-making. Further, although NGOs are very active in their area of work, coordination between NGOs, especially in linking grassroots groups with the larger organizations remains a key challenge.

**Low capacity and power at local governance level:**<sup>302</sup> Due to historically high levels of political unrest, the national government has traditionally restricted the sovereignty of local government officials. Further, local collection of tax revenue is limited and fraught with corruption, reducing the funding that local government officials have to implement social services for its constituents.

**Post-earthquake scenario:** Immediately following the earthquake, governance had come to a standstill. Physical infrastructure had been badly damaged: the National Palace, the Parliament building, 28 of 29 government ministry buildings and several corrections facilities were destroyed. Government lives were lost: 17% of government workers were killed and many more injured. The government’s capacity and structural infrastructure was severely compromised, and the focus on combating gender equity and

larger systemic challenges have been sidelined. Organizations re-directed efforts to prioritize security concerns, especially for women IDPs, which is discussed further in the following section. As a result, the obstacles women face in accessing legal services have increased since the earthquake.

### **Behind the Numbers: Factors Contributing to Findings in Governance**

**Sexual harassment is tolerated by the State and the victim is often blamed:** Based on the provisions of the Penal Code regarding rape and indecency, complaints may be filed for rape, attempted rape and sexual harassment. In practice, however, sexual harassment is tolerated by society and by the State. Sexual harassment is often regarded as a response to the provocative attitudes of the women or girls concerned.<sup>303</sup>

**International donors have traditionally executed much of the Haitian government's mandate:** The Government of Haiti has traditionally been an unreliable partner in joint efforts with international donors, where donors, international organizations, and charitable groups effectively substitute for the government. As a result, donors and the international community have actually helped perpetuate reduced accountability for the Haitian government. Absence of political will has also been a perpetual impediment to effective governance and rule of law. Over the years, the Government of Haiti has repeatedly committed itself to reform, but taken only limited action to support its claims.<sup>304</sup>

**The state's inability to fully protect the rights of women and girls reflects gender stereotypes in Haitian society:** Haitian society remains highly patriarchal, with women and girls suffering from gender biases within and outside the home. For example, a 2000 study financed by the Inter-American Development Bank (IDB) reviewed sexual stereotypes found in schoolbooks, concluding that male characters outnumbered female ones and were more likely to be portrayed in leadership positions. Schoolbooks showed women at the marketplace or inside the home doing chores, whereas men were at the office or enjoying leisure activities. The study's findings encapsulate sexual stereotypes that persist in Haitian society, where men are considered the stronger sex heading the family, and women serve the family and devote themselves to care giving.<sup>305</sup>

Culturally, women take on the domestic chores of cooking and washing, as well as child care. This division of labor impacts young girls in the family, where they are expected to perform most of the domestic chores alongside their female relatives. Boys, on the other hand, have more access to leisure activities and free time.<sup>306</sup> These cultural norms at the household level, discussed in more detail under the social and economic indicators sections, thus set the scene for unequal representation before the law and the state.

**High degree of acceptance of crimes against women especially domestic violence:** In relation to crimes against women, a MCFDF/IDB/UNIFEM/TAG study entitled "A Response to Violence against Women" revealed that pre-earthquake levels of violence against women were already very high, especially intrafamilial social violence and sexual violence. Neither men nor women regarded psychological violence as a form of violence, nor forced sexual relations within a marriage or partnership to be a form of gender-based violence.<sup>307</sup> The law in Haiti – which does not protect a woman's right to not be

harassed, assaulted or exploited, even within her home – reflects these findings and the larger cultural attitudes and mores of Haitian society.

**Lack of female role models in government and leadership positions:** A general absence of women in leadership roles across the spectrum of Haitian society is seen as one of the reasons for poor levels of women’s participation in political processes.<sup>308</sup>

#### **1.4.2 RULE OF LAW, ENFORCEMENT OF HUMAN RIGHTS, AND SECURITY**

*A great distance between the letter and the practice of the law prevails*

##### **Key Findings on Rule of Law, Enforcement of Human Rights and Security**

**Low levels of prosecution and law enforcement by justice institutions:** The justice system suffers from a number of capacity constraints: reduced ability and structure for women to report crimes; severe budget, staff and technological constraints in investigative capacity; and low levels of operational capacity in the court system, especially in the criminal justice system. The few cases that are prosecuted often face inefficiencies in the civil justice system and numerous delays. In addition, Haitians do not have access to relevant legal documents in Creole, inhibiting their ability to make informed decisions on prosecution. Finally, police, prosecutors, judges, magistrates, and attorneys receive little sensitivity and legal training.

**Low levels of civil and human rights protection:**<sup>309</sup>

*Gender-based violence:* As discussed in the social indicators section and governance subsection above, protection against gender-based violence presents a huge challenge and unmet need.

*Trafficking:* Haiti has passed multiple laws prohibiting trafficking and has also ratified several international instruments such as CEDAW and the 2005 International Convention on International Trafficking in Minors; yet trafficking persists. Two forms of trafficking persist because of inconsistency in where they stand in Haitian society. Restavek, on one hand, is a traditional practice; on the other, as addressed in the social indicators section, a large proportion of children in restavek situations suffer exploitation and sexual abuse. Prostitution is another form, which is neither defined nor prohibited under Haitian law; yet prostitutes or commercial sex workers are stigmatized and discriminated against. The Penal Code establishes punishments for offending moral standards and for indecency, but never mentions prostitution. Trafficking also persists because despite passing laws and ratifying international instruments, the Haitian consulate does not respond to Haitian migrants when they find themselves in trafficked situations in other countries like the Dominican Republic.

*Inhumane Corrections Facilities:* Inhumane prison conditions, a high proportion of Haitians are kept in custody without trial, and the all-too-common occurrence of imprisonment without due process are all challenges faced by Haitian men and women alike in correctional facilities.

**Inadequate capacity to maintain security especially for vulnerable groups like women and girls:** The Haitian National Police (HNP) is neither able to provide for Haiti's domestic security nor ensure adequate protection to vulnerable populations.<sup>310</sup> In addition, the HNP requires sensitivity training so that they can better respond to gender-based violence victims, as well as appropriate safe space facilities to receive and provide services to survivors. Recruiting more women into the police force is one key to improving the treatment of gender-based violence victims. As of September 2007, women accounted for 6% of the HNP.<sup>311</sup> The police are making a targeted effort to recruit more women officers, but the proportion of female employees remains low.<sup>312</sup>

**Post-earthquake scenario:** Following the earthquake, the Ministry for the Status of Women and Women's Rights has been primarily concerned with security for vulnerable populations; the ministry reallocated its resources and funding to focus on this concern.<sup>313</sup> For example, the Ministry has been collaborating with the Haitian National Police to conduct training on integrating gender principles for HNP directors from all ten provinces.<sup>314</sup> Despite increased recognition of the vulnerabilities and special requirements of vulnerable populations, capacity to address these needs remains limited.

### **Behind the Numbers: Factors Contributing to Findings in Rule of Law, Enforcement of Human Rights and Security**

The section below discusses the factors that contribute to the lack of state support for the rights of women and girls. A comprehensive discussion on the cultural and social factors leading to the violation of women's rights can be found under Social Indicators, particularly in the section on gender-based violence.

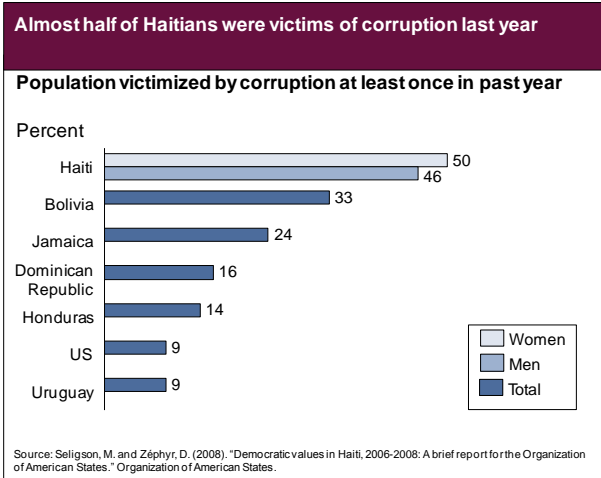
**Widespread ignorance of the international instruments that protect vulnerable populations, limits their effectiveness:** The legal community and the general population are unaware of many laws aimed at protecting vulnerable groups. One, these materials have primarily been disseminated in French while over three-quarters of the population speak Creole. Two, there has not been one systematic record of judgments referring to the text of CEDAW. The closest reference can be found in two 2007 judgments that were based on the law of July 6, 2007, which amended the Penal Code to align with the contents of CEDAW.<sup>315</sup> Three, in general, judges are often inconsistent in their interpretation and sentencing, allowing gender stereotypes that punish the victim to prevail.

**Systemic lack of capacity:** Awareness and prioritization of security issues has increased, but a systemic lack of capacity remains, inhibiting fast action. Building up adequate security forces requires substantial time investments and efforts to win the public's trust. With its history of political violence and coups, the Haitian government has had a difficult time doing this, and will likely continue to rely heavily on foreign assistance from UNPOL, etc. in the near future.

**Corruption has become part of the system:** While the Latin America and Caribbean region in general has low rates of trust in their political and justice systems, Haiti's is particularly low. In addition, women tend to be victims of corruption more than men are.



**Exhibit: Population victimized by corruption**



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Readers should refer to the USAID Automated Directives System (ADS) on gender integration (referenced below) to guide the practical implementation of gender requirements. Additional tools and resources are available on USAID's Office of Women in Development homepage:

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## Endnotes

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<sup>1</sup> The World Food Summit of 1996 defined food security as existing “when all people at all times have access to sufficient, safe, nutritious food to maintain a healthy and active life.”

<sup>2</sup> USAID 2. (2010). “Guide to Gender Integration and Analysis Additional Help for ADS Chapters 201 and 203.” March 31, 2010. [http://pdf.usaid.gov/pdf\\_docs/PDACP506.pdf](http://pdf.usaid.gov/pdf_docs/PDACP506.pdf) and <http://www.usaid.gov/policy/ads/200/201sab.pdf>.

<sup>3</sup> USAID. (2010). “Glossary of gender terms and concepts.” [http://www.usaid.gov/our\\_work/cross-cutting\\_programs/wid/pubs/Glossary\\_Handout.pdf](http://www.usaid.gov/our_work/cross-cutting_programs/wid/pubs/Glossary_Handout.pdf).

<sup>4</sup> USAID 2. (2010).

<sup>5</sup> Madam Saras are intermediaries who store, transport and sell almost all domestic produce in Haiti.

<sup>6</sup> USAID 2. (2010).

<sup>7</sup> Based on ADS 201.3.9.3 and ADS 201.3.11.6.

<sup>8</sup> UNFPA. (2010). “The Rights Based Approach.” United Nations Population Fund. <http://www.unfpa.org/public/publications/pid/4919>.

<sup>9</sup> Institut Haïtien de Statistique et d'Informatique. (2009). “Statistiques Démographiques et Sociales.” <http://www.ihsi.ht/>.

<sup>10</sup> World Bank. (2010). “Data Catalog.” Retrieved from World Bank database. <http://data.worldbank.org/data-catalog>.

<sup>11</sup> Institut Haïtien de Statistique et d'Informatique. (2009).

<sup>12</sup> The annual population growth rate equaled 1.9% between 2000 and 2005, compared with 2.4% between 1990 and 1995.

UNDP (2010). “Human Development Report 2009.” <http://hdrstats.undp.org/en/indicators/135.html>.

<sup>13</sup> UNDP. (2010).

<sup>14</sup> UN Statistics Division. (2010). “Haiti.” <http://data.un.org/CountryProfile.aspx?cname=Haiti> .

<sup>15</sup> GOH. (2010). “Government of Haiti’s Action Plan for National Recovery and Development of Haiti.” March, 2010.

<sup>16</sup> UNDP. (2010).

<sup>17</sup> DHS. (2010). “STAT Compiler.” MEASURE DHS (Demographic and Health Surveys). Based on EMMUS Haiti surveys in 2005-2006, 2000 and 1994-1995: (1) 2005-2006 Enquête Mortalité, Morbidité, et Utilisation des Services IV; (2) 2000 Enquête mortalité, morbidité et utilisation des services III and (3) 1994-1995 Enquete mortalite, morbidite et utilisation des services II.



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<sup>18</sup> The World Food Summit of 1996 defined food security as existing “when all people at all times have access to sufficient, safe, nutritious food to maintain a healthy and active life”.

<sup>19</sup> DHS. (2005-2006). and World Bank. (2010).

<sup>20</sup> The unmet need for family planning is based on the proportion of women who would like increased access to contraception. World Bank. (2010).

<sup>21</sup> DHS. (2005-2006).

<sup>22</sup> PAHO 2. (2007). “Haiti - Health in the Americas.” Volume II.  
<http://www.paho.org/hia/archivosvol2/paisesing/Haiti%20English.pdf>.

<sup>23</sup> The World Food Summit of 1996 defined food security as existing “when all people at all times have access to sufficient, safe, nutritious food to maintain a healthy and active life”.

<sup>24</sup> 16% of women have a body mass index below 18.5 kg/m<sup>2</sup> (threshold for malnourishment in adult women). DHS. (2005-2006).

<sup>25</sup> UNICEF 2. (2010). “Treatment for HIV-positive mothers after the quake a priority in Haiti.”  
<http://www.unicefusa.org/news/news-from-the-field/unicef-ensures-continued-treatment-for-pregnant-women-with-hiv-in-haiti.html>.

<sup>26</sup> DHS. (2005-2006).

<sup>27</sup> The variation in HIV/AIDs in a relatively short time span is likely due to an initial over-estimation of the number of cases and adjustment over time.

<sup>28</sup> USAID. (2006).

<sup>29</sup> PEPFAR. (2008). and WHO. (2005).

<sup>30</sup> DHS. (2005-2006).

<sup>31</sup> Coomaraswamy, R. (2000). "Report of the Special Rapporteur on violence against women, its causes and consequences." Data provided by the Minister of Social Affairs and Labor in Haiti. United Nations Report on the Mission to Haiti, E/CN.4/2000/68/Add. 3, 27 January 2000, paras. 10 – 11.

GHESKIO. (2010). “Sexual Violence in Haiti: GHESKIO’s Response and Recommendations.” Les Centres Gheskio, Institut National de Labortatoire et de Recherches (INLR), report produced for USAID Haiti, January 31, 2010.

WHO. (2005). “Multi-country Study on Women's Health and Domestic Violence against Women.”  
[http://www.who.int/gender/violence/who\\_multicountry\\_study/en/index.html](http://www.who.int/gender/violence/who_multicountry_study/en/index.html).

<sup>32</sup> PADF. (2009). “Lost childhoods in Haiti: Quantifying child trafficking, Restaveks and victims of violence.” Pan American Development Foundation. November.

<sup>33</sup> UNDP. (2010).

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<sup>34</sup> World Bank. (2010). Finding supported by CEDAW. (2008). which states that between 42% and 44% of all heads of household are women.

CEDAW. (2008). "Liberty equality fraternity Republic of Haiti. Implementation of CEDAW. Combined reports 1982, 1986, 1990, 1994, 1998, 2002 and 2006." UN Convention on the Elimination of All Forms of Discrimination against Women.

<sup>35</sup> DHS. (2005-2006).

<sup>36</sup> Based on DHS. (2005-2006) and interviews with Haitian stakeholders.

<sup>37</sup> PAHO 2. (2007).

<sup>38</sup> PAHO 2. (2007).

<sup>39</sup> PAHO 2. (2007).

<sup>40</sup> UNDP.(2010). Note:Because of the lack of gender-disaggregated income data, female and male earned income are crudely estimated on the basis of data on the ratio of the female nonagricultural wage to the male nonagricultural wage, the female and male shares of the economically active population, the total female and male population and GDP per capita in PPP \$ (see <http://hdr.undp.org/technicalnote1>). The wage ratios used in this calculation are based on data for the most recent year available between 1999 and 2007.

<sup>41</sup> Verner, D. (2008). "Making poor Haitians count. Poverty in rural and urban Haiti based on the first household survey for Haiti." World Bank. Policy Research Working Paper 4571.

<sup>42</sup> Interviews with stakeholders suggest that women-headed households in Haiti tend to be single-income homes where the woman is the primary bread-winner. Men may then rotate between multiple homes, and thereby have less financial responsibility for everyday household expenses and care giving for children. In comparison, men-headed households are often dual income homes whereby both the man and his female partner share household responsibilities.

<sup>43</sup> IMF. (2008). Based on 1999-2000 Haiti Survey on Household Consumption Budgets. IMF. (2008). "Haiti: Poverty Reduction Strategy Paper." International Monetary Fund. Country Report No. 08/115. [http://planipolis.iiep.unesco.org/upload/Haiti/Haiti\\_PRSP.pdf](http://planipolis.iiep.unesco.org/upload/Haiti/Haiti_PRSP.pdf).

<sup>44</sup> Estimate for Haiti based on best available data in 2010-08-11 MASTER-DRAFT-USG-Haiti-Strategy.

<sup>45</sup> CEDAW. (2008).

<sup>46</sup> Seligson, M. and Zéphyr, D. (2008). "Democratic values in Haiti, 2006-2008: A brief report for the Organization of American States." Organization of American States.

<sup>47</sup> Office of the Special Envoy for Haiti. (2010).

<sup>48</sup> CEDAW. (2008).

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<sup>49</sup> CEDAW. (2008). Additional international instruments include: (1) The Convention on the Suppression of Trafficking in People and Exploitation of Prostitution, on 2 September 1952 and the Convention on the Political Rights of Women, ratified on 31 July 1957; (2) The International Convention on the Elimination of All Forms of Racial Discrimination, on 16 August 1972, the Convention on the Elimination of All Forms of Discrimination against Women, on 7 April 1981; the Convention against Discrimination in Education, on 15 October 1984; and the International Covenant on Civil and Political Rights, on 23 November 1990, (3) The Convention on the Rights of the Child, on 23 December 1994; the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women (Belém do Pará), on 3 April 1996; (4) ILO Convention N° 138 concerning the Minimum Age for Admission to Employment, on child labour, on 15 May 2007 and ILO Convention N° 182 concerning the Worst Forms of Child Labour, on 15 May 2007a, d(5) Haiti is also a member of the Inter-American Commission of Women of the Organization of American States (CIM-OAS). It was Vice President of the CIM from 1978 to 1986.

<sup>50</sup> CEDAW. (2008).

<sup>51</sup> CEDAW. (2008).

<sup>52</sup> Based on interviews with MCFDF representatives.

<sup>53</sup> Training is set to be held in August, 2010

<sup>54</sup> CEDAW. (2008).

<sup>55</sup> ARV: Antiretroviral drugs treating HIV infection.

<sup>56</sup> GOH. (2010). "Government of Haiti's Action Plan for National Recovery and Development of Haiti." March, 2010.

<sup>57</sup> UN News Centre. (2010). "Haiti: UN helps pregnant women as risk to babies rises after quake." 2010-08-11 Haiti Draft Strategy. and USAID. (2010). "Seed system security assessment Haiti."

<sup>58</sup> UNDP. (2001). "Gender Analysis: Learning and Information Pack, Gender in Development Programme." United Nations Development Programme; UNDP (2009). "A User's Guide to Measuring Gender-Sensitive Basic Service Delivery;" UNESCO (2007). "UNESCO'S Gender Mainstreaming Implementation Framework (GMIF) for 2002-2007;" and UNIFEM (2006). "Gender Responsive Budgeting in Practice: A Training Manual."

<sup>59</sup> PDNA. (2010). "Haiti, Secteur Infrastructure, section logement, version provisoire."

<sup>60</sup> World Bank. (2008). "The Welfare Impact of Rural Electrification: A Reassessment of the Costs and Benefits." For example, the poorest 20% in newly electrified villages miss out on being electrified (even when price is not an issue) because they do not have the right documents to prove their identity and their home ownership or tenancy.

<sup>61</sup> DFID. (2005). "Developing a decision-making framework for livestock disease prioritization and the uptake of animal health technologies by poor livestock keepers."

<sup>62</sup> For example, Grassroots Organizations Operating Together in Sisterhood (GROOTS) and Huairou Commission works closely with women leaders in IDP camps in Port-au-Prince and helps them advocate for improved services and a greater voice in decision-making.

<sup>63</sup> EDH. (2006). "Stratégie de développement du sous-secteur de l'Electricité en Haïti (2006 à 2011)."

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- <sup>64</sup> PDNA. (2010). "Haiti, Secteur Infrastructure, section logement, version provisoire."
- <sup>65</sup> World Bank. (2008); UNDP (2001). "Generating Opportunities: Case Studies on Energy and Women;" Energia. (2002). "Gender and Energy Issues in Latin America." Regional paper prepared for the World Summit on Sustainable Development. August.
- <sup>66</sup> CEDAW. (2008).
- <sup>67</sup> World Bank. (2008).
- <sup>68</sup> WHO. (2005). "Indoor air pollution and health." Fact sheet number 292.  
<http://www.who.int/mediacentre/factsheets/fs292/en/>.
- <sup>69</sup> USAID 4. (2010). "Tuberculosis profile."  
[http://www.usaid.gov/our\\_work/global\\_health/id/tuberculosis/countries/lac/haiti.pdf](http://www.usaid.gov/our_work/global_health/id/tuberculosis/countries/lac/haiti.pdf).
- <sup>70</sup> Women's Refugee Commission. (2010). "Cooking Fuel And The Humanitarian Response In Haiti: Key Messages And Guidance For Action." and Women's Refugee Commission and World Food Programme. (2010). "Cooking Fuel Needs in Haiti: A Rapid Assessment by Women's Refugee Commission and World Food Programme." March.
- <sup>71</sup> The term for a Haitian local governing body, which is equivalent to a county in the United States.
- <sup>72</sup> Madam Sara or Dame Sara is the term used to describe the women who serve almost exclusively as intermediates between the farmers and the markets The term comes from the ubiquitous yellow rice bird, known as "madam sara" because like the yellow rice bird, the market women are everywhere.
- <sup>73</sup> Damais, G. (2005). "Rapport De Synthèse, Tome 1 : Cadrage Global De L'agriculture: Cadrage Global De L'agriculture." IRAM.
- <sup>74</sup> Based on interviews with DEED and WINNER stakeholders, July 2010.
- <sup>75</sup> DHS. (2005-2006).
- <sup>76</sup> WomenAid International. (2010). "Reforestation in Kenya."  
<http://www.womenaid.org/press/info/development/greenbeltproject.html>.
- <sup>77</sup> Ayyagarri, Beck, Dimurguc. (2003). "SMEs Across the Globe." World Bank. Estimate for Haiti based on best available data. Note: Formal SMEs have between 3-100 employees and pay all applicable taxes and hold relevant licenses. Large firms are those with >100 employees.
- <sup>78</sup> FESP, USAID / WINNER. (2010). "Post-Earthquake Survey on Private Sector Losses." March 2009.n=501.
- <sup>79</sup> Based on interviews with garment manufacturers and bank directors, July 2010.
- <sup>80</sup> Based on interviews with business persons in the Haitians garment manufacturing industry, July 2010.
- <sup>81</sup> Charles, J. (2010). "Out of the ruins, a new role for Haitian women." Miami Herald. July 4.  
<http://www.miamiherald.com/2010/07/04/1714882/out-of-the-ruins-a-new-role-for.html>.

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<sup>82</sup> USAID press office. (2010). "Gates Foundation and USAID Announce Innovative Fund to Incentivize Mobile Money Services in Haiti." June. <http://www.usaid.gov/press/releases/2010/pr100608.html>.

<sup>83</sup> On 15 May, 2010 Haitian President René Préval gave the Inter-American Development Bank (IDB) a mandate to work with Haiti's Ministry of Education and National Education Commission to prepare a major reform of the Haitian education system. The five-year plan, which would require around \$2 billion in funding from foreign donors, will be aimed at expanding tuition-free education services in Haiti. IDB has already planned \$250M over five years for the program. Canada and France as well as many private donors have also signaled plans to make significant investments in the education sector.

<sup>84</sup> USAID PHARE project. (2009). "Baseline Report On Student Diagnostic Assessment In Schools Supported By the Phare Project using the Early Grades Reading Assessment (EGRA) and the Test Of Early Mathematics Ability (TEMA).

<sup>85</sup> Article 26 of the United Nations Declaration of Human Rights says:

(1) Everyone has the right to education. Education shall be free, at least in the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit.

(2) Education shall be directed to the full development of the human personality and to the strengthening of respect for human rights and fundamental freedoms. It shall promote understanding, tolerance and friendship among all nations, racial or religious groups, and shall further the activities of the United Nations for the maintenance of peace.

(3) Parents have a prior right to choose the kind of education that shall be given to their children.

<sup>86</sup> UNESCO. (2010). "Literacy and non-formal education." [http://www.unesco.org/education/efa/ed\\_for\\_all/background/background\\_kit\\_literacy.shtml](http://www.unesco.org/education/efa/ed_for_all/background/background_kit_literacy.shtml).

<sup>87</sup> The official estimate remains 18% . GOH new estimate of 30% has not been substantiated.

<sup>88</sup> For the purposes of this strategy, "rule of law" refers to the justice and corrections sectors. Policing falls under "security".

<sup>89</sup> CEDAW. (2008).

<sup>90</sup> Amnesty International. (2010).

<sup>91</sup> Seligson, M. and Zéphyr, D. (2008).

<sup>92</sup> Office of the Special Envoy for Haiti. (2010).

<sup>93</sup> Given that most GOH service delivery for health, education or basic infrastructure, even by central ministries, occurs at the local level; local governance and citizen participation will be increasingly critical as the GOH pursues decentralization.

<sup>94</sup> CEDAW. (2008). The three laws are as follows: a law on the Superior Judicial Council, a law on the Status of Magistrates, and a law on the Magistrate School.

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<sup>95</sup> Given that most GOH service delivery for health, education or basic infrastructure, even by central ministries, occurs at the local level; local governance and citizen participation will be increasingly critical as the GOH pursues decentralization.

<sup>96</sup> The GOH has taken important steps in recent years to address legislative needs. For example, the Presidential Commission on Justice Sector Reform has undertaken a complete revision of the country's antiquated and largely unworkable Criminal and Criminal Procedure Codes, and expects to complete its drafting on both Codes in September 2010.

<sup>97</sup> UCREF and BAFE are two branches of the Haiti's Financial Intelligence Unit. Both are housed within the Ministry of Justice and Public Security. The UCREF is the administrative arm of the anti-money laundering body while the BAFE is the investigative unit. The ULCC, is a specialized unit to combat government corruption set up by the GOH in 2004 housed in the Ministry of Economy and Finance.

<sup>98</sup> Campaign encouraging women to seek treatment within 72 hours of a sexual crime or unwanted encounter.

<sup>99</sup> USAID WID. (2010). "Building Women's Leadership Capacity in the Disaster Efforts in Haiti." USAID. Annual Program Statement (APS): APS-OAA-10-000008.  
<http://www07.grants.gov/search/search.do;jsessionid=LCwdMh7G4L36YDhqqTJrFnM0cgLMI3znPpVQZRJgtbYmyFWygWn5!299740446?oppld=55673&mode=VIEW>.

<sup>100</sup> World Bank. (2010). "Data Catalog." Retrieved from World Bank database. <http://data.worldbank.org/data-catalog>.

<sup>101</sup> Institut Haïtien de Statistique et d'Informatique. (2009). "Statistiques Démographiques et Sociales."  
<http://www.ihsi.ht/>.

<sup>102</sup> The annual population growth rate equaled 1.9% between 2000 and 2005, compared with 2.4% between 1990 and 1995; UNDP (2010). "Human Development Report 2009." <http://hdrstats.undp.org/en/indicators/135.html>.

<sup>103</sup> UNDP. (2010). "Human Development Report 2009." <http://hdrstats.undp.org/en/indicators/135.html>.

<sup>104</sup> UNDP. (2010).

<sup>105</sup> Centro Internacional de Agricultura Tropical (CIAT), United Nations Environment Program (UNEP), Center for International Earth Science Information Network (CIESIN), Columbia University, and the World Bank. (2005). "Latin American and Caribbean Population Database." Version 3. Table A.2.  
<http://gisweb.ciat.cgiar.org/population/download/report.pdf>.

<sup>106</sup> UN Statistics Division. (2010). "Haiti." <http://data.un.org/CountryProfile.aspx?crname=Haiti> .

<sup>107</sup> GOH. (2010). "Government of Haiti's Action Plan for National Recovery and Development of Haiti." March, 2010.

<sup>108</sup> Verner, D. (2008).

<sup>109</sup> Institut Haïtien de Statistique et d'Informatique. (2009).

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<sup>110</sup> UNDP. (2010).

<sup>111</sup> Verner, D. (2008).

<sup>112</sup> DHS. (2010). "STAT Compiler." MEASURE DHS (Demographic and Health Surveys). Based on EMMUS Haiti surveys in 2005-2006, 2000 and 1994-1995: (1) 2005-2006 Enquête Mortalité, Morbidité, et Utilisation des Services IV; (2) 2000 Enquête mortalité, morbidité et utilisation des services III and (3) 1994-1995 Enquete mortalite, morbidite et utilisation des services II. [http://www.statcompiler.com/country.cfm?Ctry\\_id=16](http://www.statcompiler.com/country.cfm?Ctry_id=16). Note: World Bank (2010) estimates fertility rates in 2008 at 3.5 children per women.

<sup>113</sup> PAHO. (2007). "Gender, health, and development in the Americas – Basic indicators 2007." Pan American Health Organization. Based on 2001-2005 estimates.

<sup>114</sup> DHS. (2005-2006).

<sup>115</sup> DHS. (2005-2006).

<sup>116</sup> Verner, D. (2008).

<sup>117</sup> DHS. (2005-2006).

<sup>118</sup> DHS. (2005-2006).

<sup>119</sup> PAHO. (2007). and DHS. (2005-2006).

<sup>120</sup> World Bank. (2010). "Data Catalog." <http://data.worldbank.org/data-catalog>.

<sup>121</sup> DHS. (2005-2006).

<sup>122</sup> DHS. (2005-2006).

<sup>123</sup> PAHO. (2007).

<sup>124</sup> USAID. (2006). "Gender Assessment USAID/Haiti." and SIECUS PEPFAR. (2008). "Country Profiles." [www.siecus.org](http://www.siecus.org), and <http://www.siecus.org/index.cfm?fuseaction=feature.showFeature&FeatureID=1175&varuniqueuserid=04674198467>.

<sup>125</sup> CDC. (2010). "HIV/AIDS: Haiti Pre-decision Brief for Public Health Action." [http://www.bt.cdc.gov/disasters/earthquakes/haiti/hiv\\_pre-decision\\_brief.asp#footnote6](http://www.bt.cdc.gov/disasters/earthquakes/haiti/hiv_pre-decision_brief.asp#footnote6).

<sup>126</sup> World Bank. (2010). Based on (% of married women ages 15-49).

<sup>127</sup> PRB. (2010). "Haiti Statistics." Population Reference Bureau. <http://www.prb.org/countries/haiti.aspx>.

<sup>128</sup> PRB. (2010). and World Bank. (2010). Based on (% of married women ages 15-49).

<sup>129</sup> PAHO. (2007).

<sup>130</sup> DHS. (2005-2006).

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<sup>131</sup> The performance of abortions in Haiti is governed by the provisions of the Haitian Penal Code, which is based on Article 317 of the French Penal Code of 1810. Under the Code, any person performing an abortion is subject to imprisonment, whether the woman consented to the abortion or not. A pregnant woman who performs her own abortion or permits an abortion to be performed on her is also subject to imprisonment. If the abortion is performed by a medical professional, the punishment is forced labor. Nonetheless, under general criminal law principles of necessity, an abortion can be performed to save the life of the pregnant woman. Moreover, there are reports that, in practice, abortions are also performed to preserve the pregnant woman's physical health and in cases of rape or incest or of foetal impairment.

<sup>132</sup> UN. (2010): "Haiti. Abortion policy." <http://www.un.org/esa/population/publications/abortion/doc/haiti.doc>.

<sup>133</sup> USAID (2006) and Guest, I. (1994). "Haiti beyond the headlines." *Populi*. 21, 10, 12-3.

<sup>134</sup> USAID (2006) and Guest, I. (1994). "Haiti beyond the headlines." *Populi*. 21, 10, 12-3.

<sup>135</sup> DHS. (2005-2006). Note: World Bank (2010) results are higher at 670 per 100,000 live births as of 2005.

<sup>136</sup> PAHO 2. (2007). "Haiti - Health in the Americas." Volume II. <http://www.paho.org/hia/archivosvol2/paisesing/Haiti%20English.pdf>.

<sup>137</sup> DHS. (2005-2006).

<sup>138</sup> DHS. (2005-2006).

<sup>139</sup> DHS. (2005-2006).

<sup>140</sup> DHS. (2005-2006).

<sup>141</sup> PAHO. (2007). and DHS. (2005-2006).

<sup>142</sup> PAHO 2. (2007).

<sup>143</sup> DHS. (2005-2006).

<sup>144</sup> UN News Centre (2010). "Haiti: UN helps pregnant women as risk to babies rises after quake." <http://www.un.org/apps/news/story.asp?NewsID=33664>.

<sup>145</sup> UN News Centre (2010).

<sup>146</sup> "Clean delivery packet" for a pregnant woman comprises a clean piece of plastic sheet, a razor blade and string to cut and tie the umbilical cord, soap, a diaper cloth to dry the baby and gloves.

<sup>147</sup> PAHO. (2007).

<sup>148</sup> 13% of all Haitians live more than 15 km from the nearest health center. PAHO 2. (2007). "Haiti - Health in the Americas." Volume II. <http://www.paho.org/hia/archivosvol2/paisesing/Haiti%20English.pdf>.

<sup>149</sup> PAHO 2. (2007).



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- <sup>150</sup> The World Food Summit of 1996 defined food security as existing “when all people at all times have access to sufficient, safe, nutritious food to maintain a healthy and active life”.
- <sup>151</sup> Dewan, M. (2008). “Malnutrition in Women.” *Studies on Home and Community Science*. 2(1): 7-10.  
<http://journalseek.net/cgi-bin/journalseek/journalsearch.cgi?field=issn&query=0973-7189>.
- <sup>152</sup> DHS. (2005-2006).
- <sup>153</sup> DHS. (2005-2006).
- <sup>154</sup> DHS. (2005-2006).
- <sup>155</sup> DHS. (2005-2006).
- <sup>156</sup> UNDP. (2010).
- <sup>157</sup> Private Sector Economic Forum. (2010). “Private Sector Economic Forum Final Report.” March.
- <sup>158</sup> UNICEF 2. (2010). “Treatment for HIV-positive mothers after the quake a priority in Haiti.”  
<http://www.unicefusa.org/news/news-from-the-field/unicef-ensures-continued-treatment-for-pregnant-women-with-hiv-in-haiti.html>.
- <sup>159</sup> DHS. (2005-2006).
- <sup>160</sup> The variation in HIV/AIDs in a relatively short time span is likely due to an initial over-estimation of the number of cases and adjustment over time.
- <sup>161</sup> USAID. (2006).
- <sup>162</sup> PEPFAR. (2008). and WHO. (2005).
- <sup>163</sup> DHS. (2005-2006).
- <sup>164</sup> DHS. (2005-2006).
- <sup>165</sup> USAID. (2006).
- <sup>166</sup> DHS. (2005-2006).
- <sup>167</sup> US Department of Health and Human Services. (2010). “Women and HIV/AIDS – Gender-specific problems.”  
<http://www.womenshealth.gov/hiv/gender/index.cfm>.
- <sup>168</sup> DHS. (2005-2006).
- <sup>169</sup> DHS. (2005-2006).
- <sup>170</sup> DHS. (2005-2006). and US Department of Health and Human Services. (2010).

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<sup>171</sup> PEPFAR. (2008). “FY2008 Country Profile: Haiti.” <http://www.pepfar.gov/press/countries/profiles/116223.htm#footnote>. and WHO. (2005). “Summary country profile on HIV/AIDS treatment Scale-up – Haiti.” [http://www.who.int/hiv/HIVCP\\_HTI.pdf](http://www.who.int/hiv/HIVCP_HTI.pdf).

<sup>172</sup> DHS. (2005-2006).

<sup>173</sup> PEPFAR. (2008). and WHO. (2005).

<sup>174</sup> DHS. (2005-2006).

<sup>175</sup> UNAIDS. (2010). “Gender.” <http://www.unaids.org/en/PolicyAndPractice/Gender/default.asp>.

<sup>176</sup> UNAIDS. (2010).

<sup>177</sup> UNAIDS. (2010).

<sup>178</sup> DHS. (2005-2006).

<sup>179</sup> UNAIDS. (2010).

<sup>180</sup> DHS. (2005-2006).

<sup>181</sup> UNIFEM. (2008). “Who answers to women? Gender and accountability.” <http://www.unifem.org/progress/2008/>.

<sup>182</sup> It is important to note that the DHS definition of “high risk” diverges from commonly used definitions of “high risk,” (which include engaging in sexual relations with prostitutes, etc.). Such a definition of “high risk” is culturally relevant in Haiti due to the high level of polygamous relationships reported by stakeholder interviews especially among Haitian men.

<sup>183</sup> Exact figure is 29% for women and 62% for men. DHS. (2005-2006).

<sup>184</sup> Dike, NM. (2004). “The sugar daddy phenomenon as a risk for HIV/AIDS in Nigeria.” US National Institutes of Health. International Conference on AIDS. Bangkok, Thailand.

<sup>185</sup> Transactional sex relationships are distinct from other kinds of prostitution, in that the transactional sex provides only a portion of the income of the person providing the sex.

<sup>186</sup> PEPFAR. (2008). and WHO. (2005).

<sup>187</sup> PEPFAR. (2008). and WHO. (2005).

<sup>188</sup> PEPFAR. (2008). and WHO. (2005).

<sup>189</sup> WID. (2010). “Gender-Based Violence.” *USAID Women in Development*. [http://www.usaid.gov/our\\_work/cross-cutting\\_programs/wid/gbv/index.html](http://www.usaid.gov/our_work/cross-cutting_programs/wid/gbv/index.html).

<sup>190</sup> UNIFEM. (2010). “Violence against Women.” [http://www.unifem.org/gender\\_issues/violence\\_against\\_women/](http://www.unifem.org/gender_issues/violence_against_women/).

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<sup>191</sup> Coomaraswamy, R. (2000). "Report of the Special Rapporteur on violence against women, its causes and consequences." Data provided by the Minister of Social Affairs and Labor in Haiti. United Nations Report on the Mission to Haiti, E/CN.4/2000/68/Add. 3, 27 January 2000, paras. 10 – 11. and GHESKIO. (2010). "Sexual Violence in Haiti: GHESKIO's Response and Recommendations." Les Centres Gheskio, Institut National de Labortatoire et de Recherches (INLR), report produced for USAID Haiti, January 31, 2010.

<sup>192</sup> WHO. (2005). "Multi-country Study on Women's Health and Domestic Violence against Women." [http://www.who.int/gender/violence/who\\_multicountry\\_study/en/index.html](http://www.who.int/gender/violence/who_multicountry_study/en/index.html).

<sup>193</sup> WHO study includes 15 sites and 10 countries: Bangladesh, Brazil, Ethiopia, Japan, Peru, Namibia, Samoa, Serbia and Montenegro, Thailand and the United Republic of Tanzania. Note: UNFPA records slightly lower estimates of one in three women have been beaten, coerced into sex, or abused in some other way. UNFPA 2. (2010). "Gender equality." <http://www.unfpa.org/gender/violence.htm>.

<sup>194</sup> UNIFEM. (2010). "Violence against Women." [http://www.unifem.org/gender\\_issues/violence\\_against\\_women/](http://www.unifem.org/gender_issues/violence_against_women/).

<sup>195</sup> OECD. (2010). "Social Institutions and Gender Index." <http://genderindex.org/country/haiti>.

<sup>196</sup> PADF. (2009). "Lost childhoods in Haiti: Quantifying child trafficking, Restaveks and victims of violence." Pan American Development Foundation. November.

<sup>197</sup> UNPOL. (2010). "Prevention and Response to Gender-Based-Violence in Haiti January– June 2010." United Nations police.

<sup>198</sup> GHESKIO. (2010).

<sup>199</sup> CHRPROF. (1996) "Violences exercées sur les femmes et les filles en Haïti, Centre de Recherches et d'Actions pour la Promotion Féminine." Port-au-Prince, Haiti.

<sup>200</sup> GHESKIO. (2010).

<sup>201</sup> Concertation Nationale contre les Violence Faites aux Femmes. (2009). "Violences spécifiques faites aux femmes." and GHESKIO. (2010).

<sup>202</sup> UNIFEM. (2004). "UNIFEM in Haiti. Supporting gender justice, development and peace."

<sup>203</sup> CEDAW. (2008).

<sup>204</sup> GHESKIO. (2010).

<sup>205</sup> Coomaraswamy, R. (2000). "Report of the Special Rapporteur on violence against women, its causes and consequences." Data provided by the Minister of Social Affairs and Labor in Haiti. United Nations Report on the Mission to Haiti, E/CN.4/2000/68/Add. 3, 27 January 2000, paras. 10 – 11.

<sup>206</sup> MADRE and Institute for Justice and Democracy in Haiti (2010). "Our bodies are still trembling – Haitian women's fight against rape." <http://ijdh.org/wordpress/wp-content/uploads/2010/07/Haiti-GBV-Report-Final-Compressed.pdf>.

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<sup>207</sup> DHS. (2005-2006).

<sup>208</sup> Amnesty International. (2010). "Haiti: after the earthquake. Initial mission findings March 2010." Amnesty International Publications. London.

<sup>209</sup> PADF. (2009).

<sup>210</sup> PADF. (2009).

<sup>211</sup> PADF. (2009).

<sup>212</sup> Verner, D. (2008).

<sup>213</sup> World Bank. (2010). "World Development Indicators 2010." <http://data.worldbank.org/data-catalog/world-development-indicators>.

<sup>214</sup> UNDP. (2010).

<sup>215</sup> World Bank. (2010).

<sup>216</sup> 7 communes: Port-au-Prince, Delmas, Carrefour, Pétion-Ville, Croix des Bouquets, Kenscoff, and Gressier.

<sup>217</sup> DHS. (2005-2006).

<sup>218</sup> Baseline Report On Student Diagnostic Assessment In Schools Supported By The Phare Projec Using The Early Grades Reading Assessment (Egra) And The Test Of Early Mathematics Ability (Tema), USAID PHARE project, 2009

<sup>219</sup> DHS. (2005-2006).

<sup>220</sup> DHS. (2005-2006).

<sup>221</sup> DHS. (2005-2006).

<sup>222</sup> USG. (2010). "Draft USG Haiti Strategy (version July 25<sup>th</sup>)"

<sup>223</sup> Based on stakeholder interviews and PADF. (2009).

<sup>224</sup> CEDAW. (2008).

<sup>225</sup> World Bank. (2010).

<sup>226</sup> The Gini index measures the extent to which the distribution of income among individuals or households within an economy deviates from a perfectly equal distribution. A Gini index of zero represents perfect equality and 100, perfect inequality.

<sup>227</sup> Verner, D. (2008). and (UNDP). (2010).

<sup>228</sup> USG. (2010). "Draft USG Haiti Strategy (version July 25th).

<sup>229</sup> USG. (2010). "Draft USG Haiti Strategy (version July 25th).

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<sup>230</sup> UNDP. (2010).

<sup>231</sup> Verner, D. (2008).

<sup>232</sup> Verner, D. (2008).

<sup>233</sup> IMF. (2008). "Haiti: Poverty Reduction Strategy Paper." International Monetary Fund. Country Report No. 08/115. [http://planipolis.iiep.unesco.org/upload/Haiti/Haiti\\_PRSP.pdf](http://planipolis.iiep.unesco.org/upload/Haiti/Haiti_PRSP.pdf).

<sup>234</sup> World Bank. (2010). and USG. (2010). "Draft USG Haiti Strategy (version July 25th).

<sup>235</sup> UNDP. (2010).

<sup>236</sup> Verner, D. (2008).

<sup>237</sup> Verner, D. (2008).

<sup>238</sup> Verner, D. (2008).

<sup>239</sup> Verner, D. (2008).

<sup>240</sup> Verner, D. (2008).

<sup>241</sup> UNDP.(2010) Note:Because of the lack of gender-disaggregated income data, female and male earned income are crudely estimated on the basis of data on the ratio of the female nonagricultural wage to the male nonagricultural wage, the female and male shares of the economically active population, the total female and male population and GDP per capita in PPP \$ (see <http://hdr.undp.org/technicalnote1>). The wage ratios used in this calculation are based on data for the most recent year available between 1999 and 2007.

<sup>242</sup> World Bank. (2010). Verner, D. (2008). and UNDP. (2010).

<sup>243</sup> Verner,D. (2008). Note: IMF (2008) findings also based on HLCS dataset suggest an even larger divide between female and male-led households with 58% of women-led households living in extreme poverty versus 53% among male-led households.

<sup>244</sup> World Bank. (2010). Finding supported by CEDAW. (2008). which states that between 42% and 44% of all heads of household are women.

CEDAW. (2008). "Liberty equality fraternity Republic of Haiti. Implementation of CEDAW. Combined reports 1982, 1986, 1990, 1994, 1998, 2002 and 2006." UN Convention on the Elimination of All Forms of Discrimination against Women.

<sup>245</sup> IMF. (2008). Based on 1999-2000 Haiti Survey on Household Consumption Budgets. IMF. (2008). "Haiti: Poverty Reduction Strategy Paper." International Monetary Fund. Country Report No. 08/115. [http://planipolis.iiep.unesco.org/upload/Haiti/Haiti\\_PRSP.pdf](http://planipolis.iiep.unesco.org/upload/Haiti/Haiti_PRSP.pdf).

<sup>246</sup> Verner, D. (2008).

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<sup>247</sup> Sletten, P., and Egset, W. (2004). "Poverty in Haiti." Fafo. Note: these findings are also based on HLCS dataset, however they differ slightly from Verner (2008) findings due to methodological differences, e.g. differing sample size of 7,812 households included in analyses versus 7,186 included in Verner (2008).

<sup>248</sup> USAID 3. (2010). "Seed system security assessment Haiti."

<sup>249</sup> UNDP. (2010) Note: Because of the lack of gender-disaggregated income data, female and male earned income are crudely estimated on the basis of data on the ratio of the female nonagricultural wage to the male nonagricultural wage, the female and male shares of the economically active population, the total female and male population and GDP per capita in PPP \$ (see <http://hdr.undp.org/technicalnote1>). The wage ratios used in this calculation are based on data for the most recent year available between 1999 and 2007.

<sup>250</sup> IMF (2008). Based on 1999-2000 Haiti Survey on Household Consumption Budgets.

<sup>251</sup> Orozco, M. (2006).

<sup>252</sup> Faubert, C. (2006). "Case study Haiti. Evaluation of UNDP assistance to conflict affected countries." UNDP. <http://www.undp.org/evaluation/documents/thematic/conflict/Haiti.pdf>.

<sup>253</sup> IMF. (2008). Based on IHSI (2001) for the population age 10 and over

<sup>254</sup> IMF. (2008). Based on IHSI (2001)

<sup>255</sup> World Bank. (2010).

<sup>256</sup> World Bank. (2010). Note: the Population Reference Bureau records similar findings, whereby the percentage of Economically Active, Females age 15+, (1995-2002) equaled 57% and 82% for men.

<sup>257</sup> Estimate for Haiti based on best available data in 2010-08-11 MASTER-DRAFT-USG-Haiti-Strategy.

<sup>258</sup> CEDAW. (2008).

<sup>259</sup> World Bank. (2010). Gender breakdown based on latest available data from 1999.

<sup>260</sup> Verner, D. (2008).

<sup>261</sup> US Department of State. (2010).

<sup>262</sup> World Bank. (2010).

<sup>263</sup> Based on interviews with 2-3 leading garment factory owners, July 2010.

<sup>264</sup> US Department of State. (2010).

<sup>265</sup> Sletten, P., and Egset, W. (2004). Note: these findings are also based on HLCS dataset, however they differ slightly from Verner (2008) findings due to methodological differences, e.g. differing sample size of 7,812 households included in analyses versus 7,186 included in Verner (2008).

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<sup>266</sup> World Bank Group. (2010). "Doing business project."  
<http://www.doingbusiness.org/ExploreEconomies/?economyid=85>.

<sup>267</sup> The ease of doing business index developed by the World Bank Group ranks economies from 1 to 183. For each economy the index is calculated as the ranking on the simple average of its percentile rankings on each of the 10 topics covered.

<sup>268</sup> 10 sub-indicators include: Starting a Business: 180, Dealing with Construction Permits: 126, Employing Workers: 28, Registering Property: 129, Getting Credit: 135, Protecting Investors: 165, Paying Taxes: 99, Trading Across Borders: 144, Enforcing Contracts: 92, and Closing a Business: 155.

<sup>269</sup> World Bank Group. (2010). "Doing business project."  
<http://www.doingbusiness.org/ExploreEconomies/?economyid=85>.

<sup>270</sup> Whiteside, I. and Wardle, S. (2008). "Haitian microfinance industry overview." Adapted from SFF Business Plan 2008-2012. Based on the number of borrowers in the commercial banking sector as of March 31, 2008.

<sup>271</sup> McLaughlin, C. et al. (2010). "Haiti: How can I help? Models for donors seeking long-term impact." The Center for High Impact Philanthropy, University of Pennsylvania.

<sup>272</sup> Whiteside, I. and Wardle, S. (2008).

<sup>273</sup> Based on interviews with MSME experts in Haiti, July 2010. See interview list in Annex.

<sup>274</sup> Roodman, D. (2010). "What (Not) to Expect of Microfinance in Haiti – Testimony for the House Financial Services Subcommittee on International Monetary Policy and Trade." Center for Global Development.  
[http://www.house.gov/apps/list/hearing/financialsvcs\\_dem/roodman\\_testimony\\_4.28.10.pdf](http://www.house.gov/apps/list/hearing/financialsvcs_dem/roodman_testimony_4.28.10.pdf).

<sup>275</sup> Whiteside, I. and Wardle, S. (2008).

<sup>276</sup> Fonkoze. (2010). <http://www.fonkoze.org/>.

<sup>277</sup> McLaughlin, C. et al. (2010). "Haiti: How can I help? Models for donors seeking long-term impact." The Center for High Impact Philanthropy, University of Pennsylvania.

<sup>278</sup> McLaughlin, C. et al. (2010). "Haiti: How can I help? Models for donors seeking long-term impact." The Center for High Impact Philanthropy, University of Pennsylvania.

<sup>279</sup> Whiteside, I. and Wardle, S. (2008).

<sup>280</sup> HIFIVE does not participate in direct lending, but works with financial institutions to achieve five objectives: (1) Expand available financial products to support value chain, (2) Expand financial services to rural areas, (3) Improve development impact of remittances, (4) Encourage ICT, including MIS platforms and mobile banking, and (5) Serve as linkage point to identify access finance needs of clients.

<sup>281</sup> François, L. (2009). "Recensement sur l'industrie de la microfinance Haitienne. (2007-2008)." (Census of the Haitian microfinance sector 2007-2008 Haiti/MSME). USAID. Based on survey of 80 MFIs.

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<sup>282</sup> Whiteside, I. and Wardle, S. (2008). Based on Fonkoze’s estimates of the microcredit market in Haiti

<sup>283</sup> CEDAW. (2008).

<sup>284</sup> CEDAW. (2008). Additional international instruments include: (1) The Convention on the Suppression of Trafficking in People and Exploitation of Prostitution, on 2 September 1952 and the Convention on the Political Rights of Women, ratified on 31 July 1957; (2) The International Convention on the Elimination of All Forms of Racial Discrimination, on 16 August 1972, the Convention on the Elimination of All Forms of Discrimination against Women, on 7 April 1981; the Convention against Discrimination in Education, on 15 October 1984; and the International Covenant on Civil and Political Rights, on 23 November 1990, (3) The Convention on the Rights of the Child, on 23 December 1994; the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women (Belém do Pará), on 3 April 1996; (4) ILO Convention N° 138 concerning the Minimum Age for Admission to Employment, on child labour, on 15 May 2007 and ILO Convention N° 182 concerning the Worst Forms of Child Labour, on 15 May 2007a, d(5) Haiti is also a member of the Inter-American Commission of Women of the Organization of American States (CIM-OAS). It was Vice President of the CIM from 1978 to 1986.

<sup>285</sup> CEDAW. (2008).

<sup>286</sup> CEDAW. (2008).

<sup>287</sup> CEDAW. (2008).

<sup>288</sup> CEDAW. (2008).

<sup>289</sup> CEDAW. (2008).

<sup>290</sup> CEDAW. (2008).

<sup>291</sup> Powers in the Ministry for the Status of Women and Women’s rights are distributed among the following directorates: (1) Directorate for the Promotion and Defense of Women’s Rights; (2) Directorate for Gender; and (3) Directorate for Administrative Affairs.

<sup>292</sup> CEDAW. (2008).

<sup>293</sup> CEDAW. (2008).

<sup>294</sup> CEDAW. (2008).

<sup>295</sup> CEDAW. (2008).

<sup>296</sup> CEDAW. (2008). and interviews with MCFDF representatives.

<sup>297</sup> CEDAW. (2008). and interviews with MCFDF representatives.

<sup>298</sup> CEDAW. (2008).

<sup>299</sup> Seligson, M. and Zéphyr, D. (2008). “Democratic values in Haiti, 2006-2008: A brief report for the Organization of American States.” Organization of American States.



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<sup>300</sup> Office of the Special Envoy for Haiti. (2010). "Women and Gender." United Nations.  
[http://www.haitispecialenvoy.org/reports/women\\_gender](http://www.haitispecialenvoy.org/reports/women_gender).

<sup>301</sup> CEDAW. (2008). and Merlet, M. (1999). "La participation politique des femmes en Haiti; quelques éléments d'analyse." (The political participation of women in Haiti; analytical considerations).

<sup>302</sup> Haiti is divided into 10 departments: Ouest, Nord, Nord-Est, Nord-Ouest, Artibonite, Centre, Sud, Sud-Est, Grande Anse and Nippes. There are 140 communes and 570 communal sections. Haiti's capital, Port-au-Prince and the three neighboring communes - Carrefour, Pétiön-Ville and Delmas – which comprise the Metropolitan Area.

<sup>303</sup> CEDAW. (2008).

<sup>304</sup> CEDAW. (2008). and AAD Pillar IV 7 19 2010.

<sup>305</sup> CEDAW. (2008). and Celestin-Saurel, M. (2000). "Les Stereotypes Sexuels dans les Livres Scolaires Haitiens" (Sexual stereotypes in Haitian schoolbooks)."

<sup>306</sup> CEDAW. (2008).

<sup>307</sup> CEDAW. (2008).

<sup>308</sup> CEDAW. (2008).

<sup>309</sup> CEDAW. (2008).

<sup>310</sup> CEDAW. (2008).

<sup>311</sup> CEDAW. (2008).

<sup>312</sup> Based on interviews with MCFDF representatives.

<sup>313</sup> Based on interviews with MCFDF representatives.

<sup>314</sup> Training is set to be held in August, 2010

<sup>315</sup> CEDAW. (2008).