



USAID/HAITI

USAID/HAITI STRATEGIC FRAMEWORK GENDER ANALYSIS

November 30, 2020

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Implemented by:

Banyan Global

1120 20th Street NW, Suite 950

Washington, DC 20036

Phone: +1 202-684-9367

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ACRONYMS

ADS	Automated Directives System
AFASDA	Association Femmes Soleil d'Haiti /Sun of Haiti women's association
AOR/COR	Agreement Officer's Representative/Contract Officer's Representative
APN	L'Autorité Portuaire Nationale/National Port Authority
ARI	Acute respiratory infections
ASEC	Assemblée de la Section Communale/Assembly of the Communal Section
BDS	Business development services
BINUH	Bureau intégré des Nations Unies en Haïti/United Nations Integrated Office in Haiti
CAEPA	Comité d'Approvisionnement en Eau Potable et Assainissement/Potable Water and Sanitation Provision Committee
CASEC	Conseil d'Administration de la Section Communale/Board of Directors of the Communal Section
CE	Conseil Ecole/Schools Council
CEC	Commission d'Education du CLIO/Education Commission of CLIO
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CEP	Conseil Electoral Provisoire/Provisional Electoral Council
CHP	Cap Haïtien Port
CIAT	Comité Interministériel d'Aménagement du Territoire/Committee for the Management of the Territory
COTEM	Comité d'Application du Quota/Quota Application Committee
CME	Commission Municipale d'Education/Municipal Education Commission
CNCVFF	Concertation Nationale Contre les Violences Faites aux Femmes/National Concertation Against Violence Against Women
CNLTP	Comité National de Lutte contre la Traite/National Committee for the Fight against Trafficking
CSO	Civil society organization
DINEPA	Direction Nationale de l'Eau Potable et Assainissement/National Directorate for Drinking Water and Sanitation
DOS	Development objectives
DRG	Democracy, rights, and governance
DRR/DRM	Disaster risk reduction/Disaster risk management
EMMUS	Enquête Mortalité Morbidité et Utilisation des Services/Mortality Morbidity and Use of Services Study
EPSSS	Evaluation de la Prestation des Services de Soins de Santé/Evaluation of the Provision of Health care Services
FAO	Food and Agriculture Organization of the United Nations
FSN	Foreign Service National
5DE	Five domains of empowerment
FP	Family planning
GA	Gender advisor
GBV	Gender-based violence
GDP	Gross Domestic Product
GEWE	Gender equality and women's empowerment
GWG	Gender Working Group
GHESKIO	Groupe Haïtien d'Étude du Sarcome de Kaposi et des Infections Opportunistes/Group for the Study of Sarcoma and Kaposi and Opportunistic Infections Centers
GMO	Gender Mission Order
GOH	Government of Haiti
GRB	Gender-responsive budgeting

HR	Human resources
IDEA	International Institute for Democracy and Electoral Assistance
IFES	International Foundation for Electoral Systems
IHSI	Institut Haïtien de Statistique et d'Informatique/Haitian Institute of Statistics and Computing
IOM	International Organization for Migration
J2SR	Journey to Self-Reliance
LAC	Latin America and Caribbean
LGBTI	Lesbian, gay, bisexual, transgender, and intersex
MARNDR	Ministère de l'Agriculture, des Ressources Naturelles et du Développement Rural/Ministry of Agriculture, Natural Resources, and Rural Development
MCFDF	Ministère à la Condition Féminine et aux Droits des Femmes/Ministry for the Status of Women and Women's Rights
MCI	Ministère du Commerce et de l'Industrie/Ministry of Commerce and Industry
MENFP	Ministère de l'Éducation Nationale et de la Formation Professionnelle/Ministry of National Education and Vocational Training
MGA	Mission Gender Advisor
MHM	Menstrual health management
MINUSTAH	Mission des Nations Unies pour la Stabilisation en Haïti/United Nations Stabilization Mission in Haiti
MPCE	Ministère de la Planification et de la Coopération Externe/Ministry of Planning and External Cooperation
MSPP	Ministère de la Santé Publique et de la Population/Ministry of Public Health and Population
MTPTC	Ministère des Travaux Publics, des Transports et des Communications/Ministry of Public Works, Transportation, and Communication
NGO	Non-governmental organization
OAA	Office of Acquisition and Assistance
OREPA	Office Régionale Eau Potable et Assainissement/Regional Office of Potable Water and Sanitation
OVC	Orphans and vulnerable children
ONA	Office National d'Assurance Vieillesse/National Office of Retirement Insurance
PAD	Program Appraisal Document
PDEF	Plan Décennal d'Éducation et de Formation/Ten-year Education and Training Plan
PEFH	Politique d'Égalité Femmes Hommes/Policy for Equality between Women and Men
PEPFAR	President's Emergency Fund for AIDS relief
PNAEFH	Plan National d'Action d'Égalité Femmes Hommes/National Action Plan for Equality between Women and Men
PNEF	Plan National d'Éducation Financière/National Financial Education Plan
PNH	Police Nationale d'Haïti/Haitian National Police
PNLCVEF	Plan National Lutte Contre les Violences Envers les Femmes/National Plan to Combat Violence Against Women
POC	Point of contact
PSC	Personnel Service Contract
PSDH	Plan Stratégique de Développement d'Haïti/ National Strategic Development Plan
PTSD	Posttraumatic stress disorder
P4L	Partners for Learning
RGA	Recensement Général de l'Agriculture/General Census of Agriculture
RLO	Resident Legal Officer
SDG	Sustainable Development Goal

SF	Strategic Framework
SME	Small and medium-sized enterprise
SOFA	Solidarité Fanm Ayisyèn /Haitian Women Solidarity
SOW	Scope of work
SRGBV	School-related gender-based violence
SRH	Sexual and reproductive health
VSLA	Village Savings and Loan Association
STEM	Science, Technology, Engineering, and Mathematics
TBA	Traditional birth attendant
TEPAC	Techniciens en Eau Potable et Assainissement Communaux/Communal Water and Sanitation Technicians
TIP	Trafficking in Persons
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
USAID	United States Agency for International Development
VSLA	Village savings and loans associations
WASH	Water, sanitation, and hygiene
WEE	Women's economic empowerment
WEEE	Women's Entrepreneurship and Economic Empowerment
WEAI	Women Empowerment in Agriculture Index
WFP	World Food Programme
WSS	Water supply and sanitation

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EXECUTIVE SUMMARY

INTRODUCTION

The United States Agency for International Development (USAID)/Haiti contracted Banyan Global to undertake a countrywide gender analysis to inform the USAID/Haiti 2020–2022 Strategic Framework (SF) and the mission’s programs, projects, and activities. This analysis identifies gender advances, constraints, and recommendations in seven sectors in Haiti: (1) Health; (2) Education; (3) Democracy, Rights, and Governance (DRG); (4) Environment; (5) Economic Growth and Agriculture; (6) Infrastructure; (7) Water Supply and Sanitation (WSS). This report addresses the following crosscutting themes: gender-based violence (GBV) prevention and response; women’s economic empowerment (WEE); resilience; humanitarian assistance; governance; self-reliance, locally-driven development; and COVID-19. It also addresses key populations, including lesbian, gay, bisexual, transsexual, and intersex (LGBTI) persons, persons with disabilities, youth, and urban and rural populations.

METHODOLOGY

Banyan Global prepared this report after a multi-stage process that included (1) a review of secondary data sources and (2) primary data collection, through remote interviews and/or an online survey with 69 key stakeholders in Haiti. (See [Annex B](#) for detailed methodology.) The key findings and recommendations are presented below, with tags to highlight specific opportunities to address **WEE** and linkages to USAID’s Journey to Self-Reliance (J2SR) sub-dimensions.

GENDER ANALYSIS FINDINGS AND RECOMMENDATIONS

GENDER ANALYSIS KEY FINDINGS AND RECOMMENDATIONS	
FINDINGS	RECOMMENDATIONS ¹
Sector 1: Health	
J2SR Sub-Dimensions 2, 4, 6: inclusive development, government capacity, and citizen capacity	
Financial limitation is the number one constraint to accessing health care for women and men. However, it impacts women at a higher rate than men.	- Link female beneficiaries of USAID-supported health programming to economic empowerment opportunities. WEE - Promote the establishment of a health insurance system that takes into account all income levels as well as the urban versus rural divide, and that serves women and men equitably.

¹ In accordance with EO 13950, USAID has put a hold on all upcoming training, seminars, and other related fora on diversity and inclusion pending an agency and Office of Personnel Management review of the content of these programs (see Executive Order and OMB guidance). It may also be helpful to review agency notices numbers 09214 and 10196. Mission staff reviewing these recommendations should seek guidance from Mission leadership prior to moving forward with any training events.

• Long distances to nearest health facility, insufficient transportation, and poor road quality are barriers to healthcare access for women and men.	• Support decentralized access to maternal, neonatal, child, and family health care in rural areas, through free mobile care, expansion of rural health outposts, and support for community health worker networks, especially in rural zones.
• Fear of neglect and isolation deter women from giving birth at health care facilities.	• Support the Ministry of Public Health and Population/Ministère de la Santé Publique et de la Population (MSPP) to create a low-cost trained birth attendant system, making use of traditional birth attendants (TBAs) who are already assisting births in rural communities. • Develop patient support programs that improve communication, privacy, companionship (if deemed safe), respectful care, and attention to pain during vaginal exams, as well as choice of birth position.
• Infant and child mortality rates are notably higher for boys than girls. • That rate of accessing treatment for acute respiratory infection and fever is notably higher for girls than boys. • No data exists to explain the gendered differences in neonatal and child health outcomes.	• Conduct a study to understand the factors that contribute to gendered differences in the neonatal and child health outcomes for girl and boy children.
• Discriminatory treatment by health care workers based on gender identity and (dis)ability is often discriminatory.	• Provide capacity building and training to health care personnel to encourage greater professional care and treatment of LGBTI patients; incentivize staff to maintain a high standard of care. • Develop social and behavior change communications activities with health care professionals to create positive social norms around LGBTI persons and persons with disabilities.
• Men may avoid seeking health care, especially in cases of mental illness, because of socially-defined expectations of masculinity.	• Support large-scale social and behavior change communication campaigns and activities that de-stigmatize care-seeking behaviors among men.
• The psychosocial well-being of women, men, girls, and boys has deteriorated because of the humanitarian context in Haiti.	• Support the MSPP to provide training to frontline health care providers on identifying and treating mental illness. • Partner with the Ministère de l'Education Nationale et de la Formation Professionnelle/Ministry of National Education and Vocational Training (MENFP) to integrate psychosocial support into its emergency response plans to reach girls and boys suffering from mental illness.
• Anecdotal reports highlight increases in teen pregnancy since the start of the COVID-19 pandemic. • Early pregnancy increases vulnerability to health concerns for both mother and child. • Social stigma around early pregnancy may cause reluctance	• Explore the potential to join and rapidly scale up the new United Nations-led Spotlight 2020–2023 initiative, which includes systematizing and integrating comprehensive sex education and gender equality education into public education curricula.

to seek medical care, exacerbated by the pandemic.	
• Early pregnancy is a risk factor for girls' school dropout.	
• Existing GBV services lack coordination and are insufficient to address health needs.	• Provide financial and technical support for a coordinated and expanded GBV prevention and response system that includes clear referral pathways across the health, justice, and social services sectors as well as among civil society organizations, international actors, and government of Haiti (GOH) entities. • Convene stakeholders to examine the barriers to health center certification and for processing rape kits; consider ways to ramp up and decentralize training.
• Female leadership in the health care system is low, especially in health governance positions.	• Support increased female leadership in the health care system by holding health systems accountable to the 30 percent female leadership quota, by providing incentives such as research funding opportunities to female doctors to stay in Haiti, and by partnering with high schools and universities to encourage more girls to pursue medical school. WEE
• Health commodities are failing to reach target populations including women, due to weak distribution systems and a lack of dedicated government funds.	• Move the distribution of health commodities, particularly family planning supplies, out of health facilities and into schools, churches, <i>hounfour</i>, and small health outposts. • Advocate to MSPP to involve women's groups and organizations in oversight, planning, and implementation to improve medical commodities supply chains.

Sector 2: Education

J2SR Sub-Dimensions 2, 4, 6: inclusive development, government capacity, and citizen capacity

• COVID-19 increases the likelihood of dropout for both girls and boys, and especially for girls in domestic servitude, girls and boys in street situations, girls with disabilities, and pregnant girls.	• Emergency education vouchers should accompany other social protection transfers (e.g., cash transfer or food vouchers) to targeted families, for all school-aged children in the household. <i>*This recommendation addresses the current humanitarian context in Haiti, which may fall under the responsibility of the Bureau for Humanitarian Assistance.</i> • Support revision of the MENFP non-formal education policy to include additional guidance making the education system more flexible and resilient to meet the gender-specific needs of girls and boys, including those at particular risk of dropout because of the current humanitarian context. • Invest in education support programs that prioritize and target groups of children who are at high risk of dropping out of school or are already out-of-school, by adapting strategies to meet their education needs. Priority groups to consider include pregnant girls, girls in domestic servitude, boys and girls in street situations, HIV-positive girls and boys, and girls and boys with disabilities.
• Girls and boys with disabilities face discrimination and stigma in both the larger community and at school. • Schools lack inclusive physical infrastructure, adapted teaching and learning materials for special needs, trained teachers, proper assessments to detect special learning needs, and specialized support services for children with disabilities.	• Support inclusive education initiatives that focus on: inclusive school infrastructure (e.g., ramps, railings); targeted training for teachers and MENFP pedagogical support staff; creation of specialized support services, learning assessments, and teaching and learning material for children with disabilities. • Support awareness-raising with the school community on inclusion of children with disabilities in schools, to eliminate stigma and discrimination.

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| <ul style="list-style-type: none"> • Girls outperform boys in reading and math due to underlying gender norms. • Educational performance is low for both girls and boys because of high rates of absence, lack of electricity, and lack of high-quality early childhood development participation. | <ul style="list-style-type: none"> • Develop and include training modules in all USAID-funded teacher training programs on gender-sensitive teaching practices, with a focus on critical reflection sessions that guide teachers to become aware of their unconscious gender bias. • Develop a peer-to-peer coaching program among teacher colleagues to exchange observations, feedback, and experience related to gender-sensitive teaching practices. • Support early childhood education programs that incorporate a strong family literacy component. • See recommendation in the Infrastructure sector, related to development of a solar microgrid initiative that prioritizes access to schools and households with school-aged children. |
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| <ul style="list-style-type: none"> • School-related gender-based violence (SRGBV) is prevalent on school grounds, especially for overage and <i>restavèk</i> girls in domestic servitude. | <ul style="list-style-type: none"> • Support creation of an MENFP-led SRGBV data collection and reporting system; engage the Schools Councils/<i>Conseil Ecoles</i> (CEs) and Municipal Education Commissions/<i>Commissions Municipales d'Éducation</i> (CMEs) as primary actors in the system. |
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| <ul style="list-style-type: none"> • Gender-sensitive education initiatives are limited to a handful of local civil society organizations (CSOs). Government leadership and governance are largely absent in this area, and mostly male-led. | <ul style="list-style-type: none"> • Support implementation of transparency mechanisms for the use and disbursement of the National Education Fund allocations; encourage budget allocation to CMEs to strengthen their operational and financial sustainability. • Provide technical assistance to CMEs to support their responsibility for guaranteeing gender-sensitive education—preventing and tracking SRGBV, closing learning gaps, raising the level of performance, and closing completion gaps between girls and boys, with the goal of encouraging girls to move on to higher levels of education. <i>*This recommendation addresses governance, which may fall under the responsibility of the DRG sector.</i> |
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Sector 3: Democracy, Rights, and Governance

J2SR Sub-Dimensions 1, 2, 4, 5: open and accountable government, inclusive development, government capacity, and civil society capacity

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| <ul style="list-style-type: none"> • Participation at the legislative, executive, and judicial levels remains low for women, persons with disabilities, and LGBTI persons. • Barriers to women's participation include election violence, insufficient campaign financing, and lack of targeted training and technical assistance to transform community and local leadership experience into electoral success. • Members and leaders of local women's organizations, as well as women locally elected, provide an important pool of potential candidates for both local and national elected offices. | <ul style="list-style-type: none"> • Support the Quota Application Committee/<i>Comité d'Application du Quota</i> (COTEM) to develop a legally-enforced sanctions system to support the current mandatory 30-percent quota in public administration and within political parties. • Conduct an awareness-raising campaign among politicians, journalists, teachers and community leaders on women's rights and gender equality as well as on participation of LGBTI persons and persons with disabilities. • Support women's organizations' campaigns for increased women's political participation, to identify potential women candidates and provide them mentoring and training. • Provide support and resources such as fundraising training, campaign technical assistance, security detail, and leadership capacity-building to female candidates, candidates with disabilities, and candidates who identify as LGBTI persons. • Strengthen the legal protections for female candidates and politicians against election violence with specific provisions and penalties in the new Penal Code and the (eventual) GBV law. |
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| <ul style="list-style-type: none"> • The Ministry for the Status of Women and Women's Rights/<i>Ministère à la Condition Feminine et aux Droits des Femmes</i> (MCFDF) has one of the lowest | <ul style="list-style-type: none"> • Partner with other donors and technical partners, the GOH, and the private sector to create a sustainable funding plan for the MCFDF to implement the PEFH 2014–2034. |
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budgets allocated by the GOH. This hinders implementation of the <i>Politique d'Égalité Femmes Hommes/Policy for Equality between Women and Men</i> (PEFH) 2014–2034 and related action plans.	
• Women's rights organizations typically do not have access to large donor funds.	• Support development of a state-financed gender fund as defined in the framework of the National Strategic Development Plan/<i>Plan Stratégique de Développement d'Haïti</i> (PSDH), to support women's rights organizations working to address GBV and other gender equality and women's empowerment (GEWE)-related work. • Prioritize awards to local women's organizations through the mission's Small Grant Facility; support organizational capacity-building to these organizations to access larger funds in the future.
• Women, LGBTI persons, and persons with disabilities face barriers to accessing justice, particularly in cases of GBV and discriminatory abuse: language barriers; insufficient funds to pay legal fees; dysfunctional judicial authorities; lack of awareness of rights; and reluctance to file a complaint for fear of stigma, victim-blaming, social prejudice, reprisal by aggressor, or refusal of parents or guardians.	• Partner with CSOs, legal aid offices, bar associations, and feminist/women's rights organizations to strengthen their capacity, increase numbers throughout Haiti, and ensure financial sustainability of legal aid offices. • Support mechanisms that ensure cases of violence and discrimination against women are handled through criminal courts instead of mediation. • Advocate for inclusive legal proceedings to be conducted in the language of the survivor's choice, and for mechanisms to be put in place to facilitate persons with disabilities (such as hearing and visual impairment) to ensure their full participation in the proceedings. • Provide specialized training to judges, prosecutors, lawyers, police, and related service professionals on all issues related to GBV and discrimination against LGBTI persons and persons with disabilities.
• The legal, policy, and institutional framework to prevent and respond to GBV lacks a specific law against GBV, a national GBV tracking system, and the coordination and resources necessary to implement the 2017–2027 National Plan to Combat Violence Against Women.	• Conduct direct advocacy with the GOH and the Parliament for the passage of the law to combat GBV. • Support the National Concertation Against Violence Against Women/ <i>Concertation Nationale Contre les Violences Faites aux Femmes</i> (CNCVFF), the Haitian Institute of Statistics and Computing/<i>Institut Haïtien de Statistique et d'Informatique</i> (IHSI), and the Haitian National Police/<i>Police Nationale d'Haïti</i> (PNH) to update and operationalize a reliable national data collection system on GBV. • Support improved coordination among United Nations agencies, other international organizations, and bilateral donors to maximize efforts to reduce violence against women and girls in Haiti. • Consider building on and expanding the Spotlight 2020–2023 project that seeks to prevent and respond to GBV in a systematic and cohesive manner, including tackling the cultural and social norms that normalize GBV.
• Underreporting of GBV is prevalent because of social stigma, intimidation and victim-blaming by a predominately male legal system, and lack of knowledge about legal rights of women and LGBTI persons.	• Provide technical and financial assistance to the PNH Coordination of Women's Affairs Department to increase the number of gender units in police stations across Haiti. Enhance focus on the prevention, reception and follow-up of cases, as well as care of GBV survivors and data collection around GBV. • Support application of the 30 percent quota across the legal system through special measures, including incentives and awareness programs to support the integration and promotion of women in the police and judiciary. WEE • Advocate for the revision of the 2017–2027 National Plan to Combat Violence Against Women so that it addresses GBV more broadly, including violence against LGBTI persons.

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| <ul style="list-style-type: none"> • While the GOH has developed legislation on gender equality, women's rights, and rights of LGBTI persons, many laws still violate basic human rights, especially in the Civil Codes and the old penal code. • There is no defined timetable for passage of pending bills that affect women. | <ul style="list-style-type: none"> • Advocate for the repeal of all discriminatory provisions, particularly in the current Civil Codes. • Advocate for the adoption of new legislation by the next elected Parliament guaranteeing equal rights for women and LGBTI persons and affirming the 2020 Penal Code (with its gender equality and inclusion provisions). WEE • Support the establishment of a precise timetable during the 51st legislature for the adoption of all human rights bills under consideration, in particular those relating to gender equality, combating GBV, the conditions of work of domestic workers, and the recognition of consensual non-formal unions (<i>plaçage</i>). WEE |
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| <ul style="list-style-type: none"> • GOH has adopted a law and a related action plan to combat human trafficking. However, the National Committee for the Fight against Trafficking/<i>Comité National de Lutte contre la Traite</i> (CNLTP), in charge of its application, lacks the funding and resources to carry out its mission. | <ul style="list-style-type: none"> • Support the CNLTP with technical and financial resources to implement the national counter-trafficking plan, with special focus on preventing domestic slavery and forced prostitution. • Offer law enforcement agencies ongoing counter-trafficking capacity-building programs. • Support programming that addresses the root causes of trafficking and exploitation of women, including poverty. Promote the recovery and social reintegration of survivors through assistance, rehabilitation services, and income-generating opportunities. WEE |
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Sector 4: Environment

J2SR Sub-Dimensions 2, 3: inclusive development and economic policy

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| <ul style="list-style-type: none"> • Women, in their household roles, are the primary managers of household waste. | <ul style="list-style-type: none"> • Engage women and youth in programs that promote environmentally-conscious waste management practices such as PeaceCYCLE, which also works to promote the dignity of those working in this sector. |
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| <ul style="list-style-type: none"> • Scavenging is an attractive economic activity because it allows women to bring their children and provides flexible hours. | <ul style="list-style-type: none"> • Develop partnerships with successful private enterprises that recycle plastic wastes (e.g., Thread International and Plastic Bank-Henkel) to provide training and mentorship to women to start their own small and medium-sized enterprises (SME)s in this sector. This should be accompanied by assistance to secure financing and loans. WEE • Support behavior change communication programs to demystify waste and recycling as masculine work at all levels of the value chain, supporting awareness-raising and capacity-building interventions for key recycling value-chain stakeholders as well as academic and technical institutions.¹ |
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| <ul style="list-style-type: none"> • Women in this sector face safety and health risks as well as the burden of social stigma. | <ul style="list-style-type: none"> • Provide health and safety awareness about waste management at health centers, targeting life-saving information to women and children to increase resilience of workers in the sector. WEE • Support creation of a citizen-led monitoring and security system of public spaces where waste is collected, to cover evening hours. WEE |
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| <ul style="list-style-type: none"> • There is low representation of women in natural resource governance. | <ul style="list-style-type: none"> • Engage municipalities in promoting women's leadership in natural resource management by collaborating with local women's groups to discuss the barriers faced by women, and ways to address those barriers at the local level. • Develop locally-led community workshops where men and women work together to solve challenges related to natural resources management. Workshops should include critical reflection dialogues about gender roles related to nature, wealth and power, and how strategic interventions can result in greater economic opportunity and shared prosperity. |
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	Gain community buy-in on the advantages of shared power and decision-making authority, using a cost-benefit approach that promotes equitable systems of power.
Deforestation affects men and women differently, based on their roles and responsibilities within the household; however, due to women's lack of decision-making authority, they have fewer opportunities to protect forests and watersheds.	- Involve women in the design, implementation, monitoring, and decision-making around projects related to water and land resources, drawing on their traditional knowledge of the environment. - Incentivize women to participate in conservation of forest through cash payments for improved management. - Foster commitments from the government, international donors and local non-governmental organizations (NGOs) to seek women's perspectives when crafting policy, to ensure that gender concerns are addressed. - Develop behavior change programming that sensitizes local and traditional male leaders on the benefits of inclusive natural resources management.

Sector 5: Economic Growth and Agriculture

J2SR Sub-Dimensions 2, 3, 4, 6, 7: inclusive development, economic policy, government capacity, citizen capacity, and capacity of the economy

- Women's formal workforce participation is low; they are predominately in low-skill jobs in sectors like manufacturing and services. - Women have limited opportunities for vocational, professional, or tertiary education. - Social and cultural norms have relegated women to the domestic sphere.	- Create a national campaign to bring awareness to the value of women's participation in tertiary, vocational, and higher education and, in turn, the national workforce, including non-traditional sectors and leadership positions. Showcase successful women entrepreneurs as role models. WEE - Establish a scholarship program and linkages to apprenticeships that can encourage women to specialize in private-sector-identified technical areas and provide ongoing and post-study coaching and mentoring to transition graduating women into the formal workplace. WEE - Create social and behavior change communication programs regarding perceptions of women in business/entrepreneurship and changing gender norms. WEE
Current workforce development initiatives misalign training and professional development with the diverse needs of each industry or productive sector.	Conduct a mapping of needed skills and qualifications in the private sector industry and productive sector to support development of training and education plans, with gender-specific outreach to women and men to meet the identified needs of the various productive sectors. WEE
Widespread gender-based and other discrimination and sexual harassment greatly limit inclusion of women, LGBTI persons, and persons with disabilities in the labor market.	- Advocate for creation of a comprehensive legal, policy, and institutional framework that includes: permanent criminalization of sexual harassment in the new 2020 Penal Code; creation of a governmental oversight body that supports creating workplaces free from sexual harassment; and establishment of a complaints and follow-up mechanism for cases of workplace sexual harassment and discrimination. WEE - Promote inclusive working environments with zero tolerance policies for employment and workplace discrimination. WEE
- Land title fraud is common in Haiti, often preventing banks from accepting land and homes as collateral. - Land ownership is a key challenge to women and men in Haiti as most Haitians do not own land.	- Build the capacity of local NGOs to facilitate trainings on women's legal rights to secure property. For example, sensitize women on the importance of having their names recorded on legal deeds. WEE - Strengthen the government infrastructure surrounding land and property issues through training and transparency, such as the creation of a clear land code, the revision and dissemination of legal texts, the training of public officers and legal professionals, and establishment of a public information system that emphasizes the rights of both men and women to secure property. WEE

• Women are less likely than men to have title to their land because of factors like unequal land and inheritance rights, <i>plaçage</i> relationships, higher rates of illiteracy, mistrust in the legal system, and lack of special programs to support women to secure land titles.	
• Women farmers and entrepreneurs, including “little” <i>Madam Saras</i> and local market sellers, face challenges that include low financial literacy, insufficient capital, and few assets for collateral to secure loans. • Male entrepreneurs also face barriers that include insufficient access to credit because of insufficient collateral and high interest rates. • Women entrepreneurs lack sufficient information and training about owning and starting a business, and access to women’s business associations. • Youth entrepreneurs lack technical assistance, capital, and training on innovation. • Alternatives to bank finance and credit, such as VSLA or Savings and Credit Cooperatives, have been successful in Haiti.	• Expand community-based savings and lending programs that are accompanied by financial literacy, business training and coaching, and leadership development, targeting local market sellers and “little” and “big” <i>Madam Saras</i>. WEE • Create information and mutual support networks and associations among women entrepreneurs to provide better access to market information, mentoring, and networking and marketing opportunities, through activities like fairs and competitions. WEE • Support creation of demand-driven credit schemes with formal banks, microfinance institutions, and cell phone companies that meet the needs of rural women and men entrepreneurs, including smallholder farmers and traders. WEE • Develop youth entrepreneurship programs that foster innovation through activities such as competitions, technical assistance, and start-up seed money, with specific support targeting female youth. WEE
• Weak storage infrastructure leads to post-harvest losses, which disproportionately impacts women, who are primarily responsible for harvesting and marketing of agriculture goods. • Only 7 percent of lowlands in Haiti are irrigated. • 80 percent of road networks in Haiti are in poor condition. • The absence of rainfall and other data prevent development of needed insurance schemes to offset risk to women and men farmers.	• Invest in irrigation, transport, and post-harvest and in-transit storage infrastructure, ensuring that women farmers are involved in the planning and oversight of infrastructure development activities and receive priority in accessing these new infrastructures once completed. WEE • Support use of new technologies to gather real-time information on rain and other agriculture indicators needed to develop agriculture insurance schemes to mitigate risk for women and men farmers. WEE
• Women farmers have less access to technical knowledge than men, have limited leadership roles in farmers’ associations, and access fewer resources.	• Increase the number of women’s agriculture associations and cooperatives; provide new and existing ones with targeted training on topics that include cooperative logistics and management, financial management and budgeting, access to credit, and leadership. WEE

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- Women are beginning to form women's associations to address their needs, but these associations receive less support than other associations.
 - Women and men farmers experience low access to credit.
 - Opportunities for women to make value-added agricultural products exist, but challenges like limited infrastructure and technical knowledge prevent them from taking advantage of these opportunities.
 - Support women's agriculture associations to identify relevant value-added opportunities (e.g., development of dairy products) and invest in related infrastructure, training, and long-term assistance on appropriate production technologies. Also provide technical assistance on market identification and development of new products, linkages to potential buyers/clients, quality control, sanitary licensing, and export requirements, if relevant. **WEE**
 - Partner with commercial banks and microfinance institutions to provide adapted financial products that address the needs of women and men farmers' associations and women and men farmers. These could include flexible repayment terms, lower interest rates, peer-lending mechanisms, etc. **WEE**
-
- Workload is one of the top three factors of disempowerment of women and men farmers in Haiti, especially for women.
 - Women bear a greater time burden than men for household chores, in addition to farm-related activities. This prevents them from taking leadership roles in agriculture associations and community leadership overall.
 - Fund social and behavior change initiatives in all agency agriculture-related activities to bring women and men farmers together in critical reflection and dialogue on household and farm roles and responsibilities as well as more gender equitable distribution of workload on the family farm.
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Sector 6: Infrastructure

J2SR Sub-Dimensions 2, 3, 4, 7: inclusive development, economic policy, government capacity, and capacity of the economy

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- GBV including sexual harassment towards women is prevalent in all heavy infrastructure projects, yet little recourse is available.
 - Infrastructure work site conditions are often gender-discriminatory and pose security risks for women.
 - Form a public-private partnership among relevant governmental authorities (e.g., MCFDF, Ministry of Commerce and Industry/*Ministère du Commerce et de l'Industrie* (MCI), and Ministry of Public Works, Transportation, and Communication/*Ministère des Travaux Publics, des Transports et des Communications* (MTPTC), relevant private sector actors (e.g., Caracol Industry Park operators), and CSOs to carry out an awareness campaign to inform women of the resources available and the measures to be taken when they experience GBV, including sexual harassment in large infrastructure work sites. Encourage men to become allies in the prevention and the fight against these behaviors. **WEE**
 - Advocate with the General Customs Administration to approve the anti-harassment policy and complaints procedure. Support the National Port Authority/*l'Autorité Portuaire Nationale* (APN) to adopt and implement a corresponding anti-harassment policy and complaints mechanism. **WEE**
 - Support the MCI or MTPTC to create a policy on gender-sensitive work site conditions that would require a minimum set of measures to ensure a non-discriminatory work environment as well as standards for the safety and security of women. Include special considerations for the safety, security, and well-being of pregnant and nursing mothers. Also provide safe and secure childcare for working mothers. **WEE**
-
- Women are largely absent in infrastructure-related fields of study at the tertiary level, and, in turn, are underrepresented in infrastructure sectors like electricity, ports, and other heavy
 - Form an alliance between private-sector industry leaders, Haitian universities, and the relevant Haitian Ministries to: 1) create an awareness-raising or social behavior communication campaign on opportunities for women in infrastructure that deconstructs the gender norms and stereotypes that limit women in the sector; and 2) establish a vocational training program that specifically targets women with and without diplomas to fill industry-identified labor needs. **WEE**
-

construction, especially in high-skill posts.

- Research on gender and infrastructure (electricity or solar energy) is in a preliminary phase and has not so far informed related public policy.
 - Advocate with the Ministry of Planning and External Cooperation/*Ministère de la Planification et de la Coopération Externe* (MPCE) to include a gender analysis as part of its ongoing study of the energy sector, which includes an assessment of solar energy in Haiti.
 - New opportunities to integrate women into the solar energy sector have emerged.
 - Support expansion of solar microgrids across Haiti, with particular attention to serving schools, other public facilities, and households with children that do not currently have access to reliable and context-adapted energy sources.
 - 75 percent of schools have no access to electricity in Haiti.
 - Expand professional development opportunities for women in the solar energy field to train them as electricians, microgrid troubleshooters, etc. **WEE**
 - Lack of electricity in the home often accounts for poor learning outcomes among primary-age girls and boys in Haiti.
-

Sector 7: Water Supply and Sanitation

J2SR Sub-Dimensions 2, 4, 6: inclusive development, government capacity, and citizen capacity

- Sustained access to clean drinking water at the household level is critical for stopping the spread of water-borne diseases and is critical during a global pandemic.
 - Capitalize on the increased attention on hygiene and water management during the pandemic to assist local NGOs to advocate for better sanitation systems and for individual households to prioritize spending on sanitation as a pathway to improved health. This should include critical reflection dialogue between spouses to create more gender-equitable decision-making on household water and sanitation.
 - Invest in strengthening the infrastructure, increasing training, and attracting financing of sanitation systems.
 - Incentivize companies in the water and sanitation sector by awarding financing to those who are inclusive of marginalized groups, including people with disabilities, whether through seeking their inputs in decision-making, providing jobs training, or improving availability, access, and quality of sanitation systems at local levels.
 - Consider innovative ways to develop accessible public toilets for those with special needs. **WEE**
 - Messaging regarding health and hygiene during the pandemic is not inclusive and gender-sensitive.
 - Encourage more engagement at the local level by having health and hygiene authorities conduct roadshows for COVID-19-related awareness raising. Consider including youth and children in the dissemination of messages to increase their influence. Hold socially distanced talks at local churches, vodou *hounfort*, and schools to reach out to otherwise excluded members of the population.
 - Invest in free mobile hand-washing stations to reach populations with little water access.
 - Schools have inadequate water, sanitation, and hygiene (WASH) facilities that depress school attendance and fail to meet the sanitation needs of boys and girls, particularly for menstrual hygiene management.
 - Fund WSS initiatives that include adding schools into community water systems and constructing gender-sensitive toilet facilities that provide privacy and security at the schools.
 - Expand the evidence base for integrated WASH programming in schools that addresses key issues related to school attendance, including attention to girls' reproductive issues through activities that could include a comprehensive evaluation of gender-sensitive WASH in schools.
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- Women's representation in Haiti's water sector has improved, although there is still room for greater representation.
 - Support training and mentorship opportunities to pair junior women at the decentralized level with women in senior positions at the National Directorate for Drinking Water and Sanitation/*Direction Nationale de l'Eau Potable et Assainissement* (DINEPA). **WEE**
 - Work with the GOH to hold accountable the Potable Water and Sanitation Provision Committees/*Comités d'Approvisionnement en Eau Potable et Assainissement* (CAEPAs) by monitoring their efforts to increase women's representation at the local level. Ensure that the GOH is following through on recruiting efforts to increase women's leadership in the Regional Offices of Potable Water and Sanitation/*Offices Regionales Eau Potable et Assainissement* (OREPAs) and CAEPAs. **WEE**
 - Support scale-up of the government's initiative to increase the numbers of youth, specifically girls, to pursue WSS careers; extend these activities into vocational institutions and professional associations. **WEE**
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- Women who work at the marketplace during evening hours face safety risks in the use of public toilets and water kiosks.
 - Establish "security committees" so that women can have greater say in the placement of water kiosks, and public toilets in safer locations.
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- The water and sanitation private sector is not regulated or required to include women in distribution systems.
 - Partner with the private sector and government to brainstorm ways to attract more women to pursue business opportunities related to water supply and sanitation. Work with the government to establish gender quotas for private sanitation companies at start-up, and recommend they mentor women into leadership positions and apprenticeship to gain the necessary skills to be successful in the industry. **WEE**
 - Support financing for the few women-led businesses, which are affected by the pandemic due to supply disruptions and a drop in demand caused by economic factors. Strengthen capacity through equipment provision, management skills, and sub-contracting. **WEE**
 - Engage successful private sanitation firms to contribute to a scholarship program to encourage more girls to pursue studies related to water and sanitation. **WEE**
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USAID/Haiti institutional policy and practice on gender inclusive development

- USAID/Haiti has a Gender Mission Order (GMO), but there has been no full-time Mission Gender Advisor (MGA) since 2017, which has impeded the fulfillment of GMO requirements across the mission.
 - Finalize recruitment of a new full-time MGA and provide a comprehensive onboarding and empowerment process that includes an extensive handover process with acting GA. Strong engagement by front office is required to ensure buy-in from all mission staff.
 - Draft a 45-day plan to ensure that key GMO requirements are put in place quickly once the MGA is on-board: reestablishment of the Gender Working Group; designation of gender Points of Contact (POCs) in each technical area, and the development of job descriptions; and review of existing Program Appraisal Documents (PAD)s to identify which still need specific gender analysis, etc.
-
- The mission has not defined specific roles and responsibilities of gender POCs.
 - Revise the GMO to include specific roles and responsibilities, including time allocation requirements of gender POCs. Include the newly drafted gender POC roles and responsibilities in the respective job descriptions for the full-time positions that gender POCs hold at the mission.
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- The GMO indicates that the MGA, Agreement Officer's Representative/Contract Officer's Representative (AOR/COR), and the Office of Acquisition and Assistance (OAA) have
 - Revise the GMO to outline specific lines of coordination and shared responsibilities among the MGA, the AOR/CORs, and the OAA as they relate to ensuring gender integration in mission activities by implementing partners.
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responsibility for ensuring gender integration by the implementing partners. However, it does not outline how these actors coordinate to do this effectively.	
Implementing partners identified training and learning opportunities as key ways that USAID/Haiti can support implementing partners in reaching GEWE-related results and objectives.	Provide increased support to implementing partners through targeted gender training and learning exchange opportunities, like creation of an inter-project group and quarterly newsletter to share GEWE learning and create synergies.
Implementing partners believe that USAID/Haiti can be a better gender-inclusive development partner by providing more GEWE-specific funding, investing in more gender-equality specific projects with longer periods of performance to tackle underlying gender norms, ensuring the implementation of activity gender strategies, and investing in and partnering with Haitian CSOs and government institutions on GEWE in Haiti.	- Increase dedicated funding and implementation time for GEWE-specific projects and activities to allow implementing partners to reach related objectives and results related to tackling unequal gender norms, traditional roles and responsibilities, and other relational and structural barriers that impede GEWE. - Expand the reach of the existing Small Grants Facility to build the capacity of the local NGOs working on gender equality and women's empowerment. The long-term goal of investing in local NGOs is sustainability and eventually becoming implementing partners for larger USAID-funded projects. This could include an outreach and mentoring program to local NGOs seeking to respond to funding solicitations. - Devise an advocacy and collaboration plan to influence and support the GOH on advancing GEWE. in alignment with Haiti's 2014–2034 Policy for Equality between Women and Men.
Examples exist of current and past programming addressing GBV response and prevention, but systematic integration of GBV programming across all sectors and activities is not required and does not typically take place.	Develop a mission GBV analysis and Roadmap, similar to one created by Banyan Global and USAID/South Sudan. This should include development of benchmarks of minimum standards of GBV prevention and response activities that tackle unequal gender norms, traditional roles and responsibilities, and other relational and structural barriers that impede GEWE. The roadmap should highlight the sequencing, funding, and time allocation needed to meet the objectives and results.
USAID/Haiti follows several gender-sensitive human resources policies, like Equal Opportunity Employment, but maintains a wage policy that perpetuates gender pay inequity.	Revise current human resources (HR) policy to eliminate a salary history requirement as basis for determining starting pay at the mission. Also, conduct a compensation audit to achieve pay equity for the male and female employees who have worked for the mission prior to the new policy change.
Most staff have taken the obligatory Gender 101; however, more and updated training and support on gender integration and GEWE-related laws and policies is required and desired among staff. Gender POCs and AOR/CORs identified additional gender training and professional development as priority.	- Increase GMO professional development requirements to include annual refresher courses for all staff; make the Gender 102, Gender 103 and LGBTI Inclusion in the Workplace mandatory. Make additional and more frequent gender training and coaching required for gender POCs and AOR/CORs. - Establish a gender training program led by the MGA that includes: the existing online gender courses (101, 102, 103, and LGBTI Inclusion in the Workplace); in-person training; and opportunities for sharing best practices and lessons learned across the mission. Also, provide funds to participate in external gender trainings and train-the-trainer sessions on gender conducted by the gender POCs.
USAID/Haiti makes limited efforts to remain accountable to other international partners, the Haitian government, and national civil society organizations in	Establish additional GEWE accountability mechanisms to include: creation and implementation of a communication plan on GEWE work and results; coordinated leadership with the U.S. Department of State in relevant gender platforms; and

promoting GEWE. Accountability efforts include participation in the donor Gender Working Group and through reporting. However, gaps in the mission's reporting mechanisms, advocacy and direct work with the government, and leadership role in relevant platforms present opportunities for improving the mission's accountability.

establish USAID-U.S. Department of State coordinated advocacy and influencing of GOH related to GEWE.

I. INTRODUCTION

I.1 BACKGROUND

In line with the requirements in the United States Agency for International Development's (USAID) Automated Directives System (ADS) 201.3.2.9 and ADS 205, USAID/Haiti contracted Banyan Global to undertake a countrywide gender analysis to inform its 2020–2022 Strategic Framework (SF). The gender analysis aligns with the USAID Gender Equality and Female Empowerment Policy, the updated U.S. Strategy to Prevent and Respond to Gender-Based Violence Globally, the USAID Policy Framework, the USAID Journey to Self-Reliance, and the 2018 Women's Entrepreneurship and Economic Empowerment (WEEE) Act.

I.2 PURPOSE OF THE USAID/HAITI GENDER ANALYSIS

The USAID/Haiti gender analysis provides data to enhance the integration of gender equality and women's empowerment in the USAID/Haiti 2020-2022 SF. The gender analysis specifically addresses the key sectors, the USAID ADS205 gender analysis domains, and the crosscutting themes and key populations shown in Table I—as specified in the scope of work (SOW) in [Annex A](#).

TABLE I. KEY ELEMENTS OF THE GENDER ANALYSIS

SECTORS/DEVELOPMENT OBJECTIVES (DOS)	USAID ADS 205 GENDER ANALYSIS DOMAINS	CROSSCUTTING THEMES	KEY POPULATIONS
• Health • Education • Democracy, Rights, and Governance (DRG) • Environment • Economic Growth/Agriculture • Infrastructure • Water Supply and Sanitation (WSS)	• Laws, policies, regulations, and institutional practices • Cultural norms and beliefs • Gender roles, responsibilities, and time use • Access to and control over assets and resources • Patterns of power and decision-making	• Gender-based violence (GBV) • Women's economic empowerment (WEE) • Resilience • Humanitarian Assistance • Governance • Self-reliance • Locally-driven development • COVID-19	• Lesbian, gay, bisexual, transsexual, and intersex (LGBTI) persons • Persons with disabilities • Youth • Urban and rural populations

Through the analysis of primary and secondary data, this report provides findings and recommendations on how the mission can both build on existing advances and address gaps on gender equality and women's empowerment (GEWE) in the mission's seven priority sectors: (1) Health; (2) Education; (3) Democracy, Rights, and Governance (DRG); (4) Environment; (5) Economic Growth and Agriculture; (6) Infrastructure; (7) Water Supply and Sanitation (WSS). It addresses, where relevant, findings and recommendations on crosscutting themes (e.g., GBV prevention and response, resilience) and key populations (including LGBTI persons and persons with disabilities). The report also provides an overview of the ADS205 gender analysis domains: laws, policies, regulations, and institutional practices; cultural norms and beliefs; gender roles and responsibilities, and time use; access to and control over

assets and resources; and patterns of power and decision-making. The gender analysis findings and recommendations point to linkages by sector with [the USAID Journey to Self-Reliance](#) (J2SR) sub-dimensions (shown in Figure 1). The **WEE** tag points to opportunities for the mission to consider in relation to the 2018 WEEE Act and the White House’s Women’s Global Development and Prosperity Initiative (W-GDP).

Section 2 of the report provides the country context and gender landscape; Sections 3–9 present the gender analysis findings and recommendations by USAID/Haiti sectors. Section 10 presents recommendations for the USAID/Haiti mission in relation to strengthening gender equality and women’s empowerment at the institutional level. [Annex A](#) includes the gender analysis’s SOW; [Annex B](#) provides the methodology of the gender analysis; [Annex C](#) lists the key reference documents consulted; [Annex D](#) includes the interview guides; and [Annex E](#) lists key interviewees and individuals, who participated in the survey.

FIGURE 1. USAID J2SR SUB-DIMENSIONS



2. COUNTRY CONTEXT AND GENDER LANDSCAPE

2.1 COUNTRY CONTEXT AND BACKGROUND

Haiti is the world's first Black-led republic, as well as the first independent Caribbean state in which slaves revolted and overthrew French colonial control and slavery, in the early 19th century. Haiti now has a population of approximately 11 million people,² among which 50 percent are under 23 years of age³ and half are women.⁴ According to the Mortality Morbidity and Use of Services Study/*Enquête Mortalité Morbidité et Utilisation des Services* (EMMUS) VI, approximately 28 percent of women and 21 percent of men over the age of 15 have some form of disability. Visual impairment is the most prevalent form of disability for both women and men.⁵ Haiti is considered a low human development country, with a per capita Gross Domestic Product (GDP) of \$756 and a 2019 Human Development Index ranking of 169 out of 189 countries.⁶ According to the latest available data, in 2012 over six million Haitians were living below the poverty line of \$2.41 per day, and more than 2.5 million fell below the extreme poverty line of \$1.12 per day.⁷ Poverty impacts women disproportionately: 62 percent of female-headed households, compared with 54 percent of male-headed households, fall below the poverty line.⁸ Women have significantly lower wages than men⁹ as well as higher rates of unemployment: 44 percent of women and 26 percent of men report not having worked in the last



twelve months.¹⁰ The macroeconomic situation faces instability, as the Haitian *gourde* depreciates against the US dollar, and inflation remains high.¹¹

Haiti has a long history of patriarchy and discrimination against women at home, at work, in government, and in the courts. Haiti is in the lowest tier of the United Nations Development Programme's Gender Development Index, which ranks countries based on achievements in gender equality between women and men.¹² Millions of Haitian women living in urban, suburban, and rural areas have unequal access to education, employment, justice, personal and public security, food and nutrition, health services, social security, and basic socio-economic infrastructure, and services.¹³

There are relatively high rates of violence against women and girls. In Haiti, 26 percent of ever-partnered women aged 15–49 years experienced physical and/or sexual violence by an intimate partner at least once in their lifetime, with rates in urban areas slightly higher than rural areas.¹⁴ When comparing the three previous EMMUS reports, the rate of psychological, physical, and/or sexual violence have seemingly increased—from 30 percent in 2005–2006 and 2012, to 34 percent in 2016–2017. According to EMMUS VI, one in eight women (12 percent) experienced sexual violence at some point in their lives.¹⁵ These increases may be due to women feeling more comfortable reporting experiences of violence in these surveys.

The current prolonged humanitarian crisis—related to the political and social crisis that began in July 2018 as well as a large number of disasters, including hurricanes, drought, floods, earthquakes, and the global COVID-19 pandemic—exacerbates Haiti's low level of development and its high rates of poverty and gender inequality. Since July 2018, demonstrations and social movements have interrupted the activities and functioning of national institutions. These protests have focused on four main issues: 1) the high cost of living, including increased taxes without resulting increases in public services; 2) the non-functioning parliament, which lapsed in January 2020 after Haiti failed to hold elections in October 2019; 3) presidential rule by decree in the absence of parliament; and 4) demands for accountability in the management of certain aid programs. This socio-political-economic crisis culminated in the *peyi lòk*, or country lockdown movement, causing a nationwide economic standstill for most of 2019.¹⁶

In the context of the continued political crisis and global pandemic, the security situation has become unstable, as armed criminal gangs have grabbed power in the absence of functioning governmental institutions and rule of law. In June 2020, a coalition of nine gang leaders emerged in Port-au-Prince under the leadership of a former police officer, Jimmy “Barbecue” Cherizier.¹⁷ Although the exact composition of the gang membership is not fully known, recent news reports point to a high percentage of both male and female youth.^{18, 19} According to a CARE International rapid needs assessment, boys and young men are most vulnerable to gang recruitment.²⁰ With the absence of rule of law, criminal gangs pose a dire threat throughout the country. Usurpation of power by powerful gangs is also linked to increases in systematic sexual violence and rape, especially in Port-au-Prince. These powerful gangs have gained control over local and regional markets, especially in the metropolitan areas, where rural women have a leading role in the provision of goods, trading, and selling.²¹

Poor economic and security conditions, compounded by climatic and environmental shocks and the long-term impact of natural disasters, have exacerbated acute food insecurity. Haiti's high level of vulnerability to large-scale natural phenomena, such as hurricanes, floods, droughts, and earthquakes, is a major challenge, with 96 percent of its population at risk.²² This has had a substantial impact on agriculture, which is the backbone of Haiti's economy and is crucial to the survival of most rural

Haitians. For example, the country continues to feel the impact of Hurricane Matthew in 2016, which devastated the country's food supply. The two-year drought that followed exacerbated the situation.²³ According to a 2019 national study carried out by the National Coordination for Food Security, with the support of the World Food Programme (WFP) and the Food and Agriculture Organization of the United Nations (FAO), one in three Haitians—nearly 4 million people—need emergency food assistance. WFP estimates that with the pandemic, the number of people experiencing acute food insecurity in the Latin America and Caribbean (LAC) region could increase to 16.0 million people (from 11.7 million) in 2020. Haiti and the Central America Dry Corridor are areas of particular concern.²⁴

The COVID-19 crisis is expected to exacerbate the fragile economic, political, and social context in Haiti. Acceleration of the current economic downturn is expected,²⁵ while gender inequalities are also expected to increase. According to a rapid gender assessment of COVID-19 in the LAC region, which included Haiti, gender impacts could include a worsening of economic conditions especially for women, increased food insecurity for women, increased GBV, increased unpaid work for women, and decreased access to health services.²⁶

2.2 GENDER EQUALITY OVERVIEW, BY ADS205 GENDER ANALYSIS DOMAIN

LAWS, POLICIES, REGULATIONS, AND INSTITUTIONAL PRACTICES

NATIONAL AND INTERNATIONAL LEGAL FRAMEWORK A 1982 presidential decree bolstered gender equality by guaranteeing equal rights to women and men in matters related to their children (such as where to live) and in the right to divorce. Haiti's current Constitution, adopted in 1987, establishes equality between women and men. In 2012, a constitutional amendment established a quota of at least 30 percent of women at all levels of national life, including in both elected and appointed public service positions. The Haitian Labor Code guarantees non-discrimination in hiring practices, establishes the right to paid maternity and paternity leave, and prohibits women's dismissal from employment because of pregnancy. The country's Civil Codes established equal inheritance rights.²⁷

In June 2020, Haiti adopted a new Penal Code by presidential decree. It includes several provisions furthering gender equality that will go into effect in 2022, unless a new parliament overturns it.²⁸ The advances include: legalizing abortion; proposing stiffer penalties for rape, especially for minors under the age of 15;²⁹ defining and penalizing sexual harassment;³⁰ outlawing discrimination based on sexual orientation;³¹ making incest illegal;³² and codifying violence against women as a criminal offense.³³

In contrast to these decreed changes to the Penal Code, efforts to pass a 2018 comprehensive bill against GBV have failed. Discussions are underway to promulgate the GBV bill by decree as well; it was passed by the upper chamber of parliament and sent to the President in 2018, but parliament lapsed before promulgation was complete. Currently only a limited number of provisions in the Haitian Penal Code criminalize GBV, such as rape and sexual violence—notably, including within marriage.³⁴ Legal sanctions against child, early, and forced marriage (CEFM), especially for girls, are limited. Though the Civil Code establishes the legal age of marriage at 15, it includes many exceptions.³⁵ Finally, although the Government of Haiti (GOH) passed a Law to Combat Trafficking in Persons (TIP) in 2014, it is largely gender neutral. It fails to address the gender-specific aspects of human trafficking and how it impacts women, girls, boys, and men differently.³⁶

The GOH is party to various international human rights instruments related to gender equality, women's rights, and social inclusion. These include: the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW);³⁷ the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women (Convention of Belém do Pará);³⁸ the Convention on the Rights of Persons with Disabilities and its Optional Protocol;³⁹ and the Protocol to Prevent, Suppress, and Punish Trafficking in Persons, Especially of Women and Children.⁴⁰ According to the Haitian Constitution, 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 national laws in conflict with them. Since 2016, the GOH has made progress to align its domestic legislation with ratified international treaties, with several related bills currently under consideration.⁴¹ However, some changes required under CEDAW, such as providing formal recognition and legal protection to informal de-facto matrimonial unions or *plaçage*, have yet to be addressed in the national legislation.⁴² The GOH also adopted the 2030 Agenda for Sustainable Development⁴³ and has entered into partnership with the United Nations to achieve its goals, including Goal 5 related to gender equality, through the United Nations Development Assistance Framework 2017–2021.

NATIONAL POLICY AND STRATEGIC FRAMEWORK The 2014–2034 Policy for Equality between Women and Men/*Politique d'Égalité Femmes Hommes* (PEFH) guides the implementation and governance of gender equality in Haiti. The current National Action Plan for Equality between Women and Men/*Plan National d'Action d'Égalité Femmes Hommes* (PNAEFH) 2014–2020 sets out seven focus areas that include: 1) objectives and actions related to the access to equal rights as well as access to justice; 2) gender-sensitive education; 3) access to sexual and reproductive health that respects the dignity of women; 4) GBV prevention and response; 5) a gender-responsive economy, with equal access to employment for women and men; 6) gender equality in participation in decision-making bodies; and 7) gender equality in governance. There has been some preliminary discussion between the GOH and international actors to conduct an evaluation of the PNAEFH 2014–2020 and to develop a new plan to inform the next six years. In the absence of a specific law, Haiti has adopted the 2017–2027 National Plan to Combat Violence Against Women/*Plan National Lutte Contre les Violences Envers les Femmes* (PNLCVEF). The Haiti Strategic Development Plan/*Plan Stratégique de Développement d'Haiti* (PSDH) also serves as part of the national policy and strategic framework on gender, with a sub-component on social reconstruction dedicated to ensuring gender equality. Several sector-specific policies and plans also support the advancement of gender equality and women's empowerment. (See [Annex F](#) for a table outlining these and other laws, policies, and strategies as they relate to gender equality and women's empowerment in Haiti.) However, even with these initiatives in place, the PEFH, PNAEFH, and the PNLCVEF fail to address gender equality as it relates to LGBTI persons.

NATIONAL INSTITUTIONAL FRAMEWORK In 1994, the GOH established the Ministry for the Status of Women and Women's Rights/*Ministère à la Condition Féminine et aux Droits des Femmes* (MCFDF). The Ministry is responsible for cooperation with other government agencies in order to include a gender perspective in all state policies.⁴⁴ The MCFDF provides a number of services, including: support for GBV survivors; providing technical support to women's organizations; and training and sensitizing other governmental agencies on how to integrate gender into policy and programs.⁴⁵ The MCFDF signed a protocol with the Ministry of Justice to rewrite Haitian law to bring it closer to international standards, and has also collaborated with the Ministry of Justice on training police officers and civil servants on providing services to GBV survivors.⁴⁶

The PEFH identifies, as a core oversight body, an Inter-ministerial Committee for Equality between Women and Men/*Comité Interministériel d'Égalité entre les Femmes et les Hommes* that is comprised of the Prime Minister, the Minister of the MCFDF, and approximately six other Ministers. However, the Committee has not been created to date. The governance structure for the PEFH also includes an Advisory Council led by the MCFDF and comprised of representatives from Haitian women's civil society organizations; the Council, too, has still not been created. The National Gender Roundtable/*Table de Concertation Nationale de Genre*, with its regional counterparts, constitutes an important gender equality governance structure. Led by the MCFDF, it includes local and international NGOs, local women's groups and civil society organizations (CSOs), academic institutions, and representatives from other Ministries. The Roundtable is designed to provide a formal platform for collaboration, information-sharing, and mutual accountability on matters related to gender equality in Haiti.⁴⁷ Currently, however, the National Gender Roundtable is not functioning, although the departmental (regional) branches continue to meet, albeit on a limited basis. Despite some success in advancing gender equality, the MCFDF faces a lack of financial and human resources, limiting the Ministry's ability to fulfill its mandate to provide strategic guidance at the policy level to other Ministries and to develop programs and activities.^{48, 49}

CULTURAL NORMS AND BELIEFS

Cultural norms and beliefs underpin the roles and responsibilities, access to resources, and decision-making power of women and men in Haiti. Haitians commonly believe that qualities such as creativity, initiative, self-confidence, courage, and physical strength are male attributes, while passivity, fear, dependence, shyness, low self-esteem, and physical weakness are qualities associated with women and girls. Affective qualities (kindness, gentleness, love, sharing, wisdom, attention to others) are mainly attributed to women and girls, while faulty qualities (harshness, insensitivity to others, frustration, anger) are associated with men and boys. These cultural norms and beliefs tend to relegate women to the domestic sphere and to traditional, invisible or low-paying activities, while men typically occupy the visible leadership and public roles.⁵⁰

The common Haitian Creole saying, “*Fanm poto mitan*” (“women are the pillars of society”), is meant to highlight the strength of Haitian women to provide for their homes against all odds. However, it also means that Haitian women have the responsibility of all care work, thereby relegating women in general to the domestic sphere and to low-paying informal work. Despite Haitian women's freedom of movement in public spaces, their relatively high rate of participation in economic activities (48.4 percent⁵¹), and gender parity in primary education (as described below in the [Education](#) section), gender inequalities persist in women's limited access to resources, assets, and leadership opportunities, including elected positions and decision-making power.

Socialization of cultural norms, beliefs, and values begins at an early age in Haiti. Girls participate in household chores at a significantly higher rate than boys. While most boys working for money are employed in the agriculture fields, girls work alongside their mothers as market sellers.⁵² Formal education plays an important role in shaping and reinforcing cultural norms, beliefs, and values: school textbooks reflect stereotypical male and female roles and characteristics in Haitian society.⁵³ Teachers also reinforce these beliefs, through biases and gendered expectations that girls behave better than boys and perform better at reading, while boys are better at math.⁵⁴

In Haiti, acceptance of GBV by both women and men continues. In one study, 17 percent of women and 11 percent of men believed that—for at least one of several reasons cited—a man was justified in beating his wife. Geographically, 19 percent of rural women versus 13 percent of urban women tolerated GBV, while men’s attitudes remained consistent in both places.⁵⁵

LGBTI persons in Haiti face high levels of discrimination, stigmatization, and violence, in both the public and private (e.g., family) spheres, and they often encounter obstacles to accessing basic public services.⁵⁶ Many Haitians feel that LGBTI persons offend their core Christian values, which leads to many LGBTI persons hiding their sexual orientation and/or gender identity to avoid the risk of abuse.⁵⁷ The media play a role in perpetuating discrimination against LGBTI persons.⁵⁸ Haitians practicing *vodou* are typically more accepting of LGBTI persons, and the Haitian language traditionally does not use such terms as “homosexual,” “lesbian,” “transsexual,” or “bisexual,” but rather “masisi,” “madivine,” “makomer,” or “mix.” These traditional terms reflect a broader understanding of people whose sexual orientation or gender identity is outside the dominant norm. Those who identify as LGBTI often call themselves the “M Community,” seeking to reclaim their dignity by positively defining themselves in these more traditional terms, to stop stigmatization and discrimination. However, even the Haitian terms are used to conjure myths around HIV/AIDS, pedophilia, and prostitution.

Haitians typically consider disabilities to be mysterious and possibly dangerous, as originating from some type of interaction between the natural and supernatural world. Beliefs include the idea that disabilities may be caused by a curse from the “Lwa” (the great spirit in Haitian *vodou*), or because people have sinned against God (for Christians). These beliefs often justify discrimination, mocking, and ridicule; they hamper access to basic services as well as the realization of rights to education, health care, and economic opportunity for persons with disabilities.⁵⁹

GENDER ROLES, RESPONSIBILITIES, AND TIME USE

In both rural and urban areas, women are regarded as household managers, with a leading role in organizing household chores, disciplining children, cooking, and cleaning. They are also seen as the main caregivers. At the same time, their male partners may depend on them as farm managers:⁶⁰ women often work in productive household enterprises, such as food harvesting and processing. As such, they have considerable control over the homestead and a nearly complete monopoly over intermediate-level distribution and marketing of agricultural produce, small livestock, and fish.⁶¹

Men normally take on the role of breadwinner, either obtaining paid work or spending most of their time working on the family plot of land.⁶² They thus play a key role as “financiers and underwriters of female entrepreneurial activities and household expenses”;⁶³ they are responsible for giving money to women in the household, who have a socially recognized right to this arrangement. When men do not adequately fulfill this responsibility, women, even if married, have a socially recognized right to look for other male support.⁶⁴ Men typically do not participate in childrearing;⁶⁵ however, a 2018 gender analysis found that men are willing to take on more childcare responsibilities, as their wives’ economic activity increases.⁶⁶

The multiple roles women play in agriculture production, trade, and sales, coupled with their responsibility for all domestic and care tasks, gives them significant household decision-making power. However, it also creates a situation of time poverty, in particular for women who do not have domestic help.⁶⁷ This—in addition to the gendered expectations of roles, responsibilities, and time use—also

contributes to women's absence from public decision-making roles at all levels. As discussed below, men dominate leadership roles from the local to national levels. (See [Patterns of Power and Decision-making in Section 2.2.](#))

ACCESS TO AND CONTROL OVER ASSETS AND RESOURCES

While women are visible in all aspects of the local agricultural value chain—including the planting, harvesting and processing of food⁶⁸ as well as getting products to market⁶⁹—they lack equal rights in land. Twenty-six percent of women, versus 30 percent of men, own land.⁷⁰ However, according to a Land Alliance study, women's mistrust in the judicial system means they are less likely to protect their land rights.⁷¹ Additionally, a large majority of women lack the protection of married status: they live with common-law husbands in an informal union called *plaçage* that is not recognized by the government.⁷² They are unable to take advantage of the civil laws that provide equal access to land and other assets for married partners, as provided for in the Constitution (Art. 36).⁷³ As of 2017, only 12 percent of couples were legally married.⁷⁴

Though sons and daughters have equal inheritance rights in both civil and customary law (Civil Code Art. 605), informal customary arrangements often supersede legal rights,⁷⁵ so that female heirs receive a smaller share.⁷⁶ A daughter who leaves her community, for example through marriage, loses her land rights. Either the remaining heirs assume control of her shares of land, or the land is given to a relative (as customary practice restricts its sale).⁷⁷

Women's access to assets is limited by a weak legal framework. Some rights of women in civil unions were established in the 1982 Decree on the New Status of Married Women/*Décret du 8 Octobre 1982 Fixant un Nouveau Statut à la Femme Mariée*, Art. 8).⁷⁸ In the case of divorce, for example, a woman has the right to retain her own goods and property—but in a dispute over property, the law states that the husband's word is privileged (Civil Code Art. 1248).⁷⁹

In the workplace, Haitian law mandates equal pay for equal work (Labor Code/*Code du Travail*, Art. 135 and 317)⁸⁰ as well as the right of women and men to apply for the same jobs and to work at night.⁸¹ The majority of women are self-employed in the informal sector (81.8 percent),⁸² where they often face sexual harassment.⁸³ Women who work in the formal sector are predominantly employed in services (85.2 percent);⁸⁴ in particular, they are overrepresented in domestic work.⁸⁵ Women's ability to maintain formal employment is hampered by legal limitations, and there are no criminal or civil penalties for sexual harassment.⁸⁶ The number of males in wage work and salaried work is nearly double the number of females (34.7 percent versus 18 percent).⁸⁷ To address this issue, in 2012 the GOH introduced a 30-percent quota for women in the public sector, but it was never enforced.⁸⁸ Haiti's gender wage gap is greater than in any other country in Latin America or in Africa :⁸⁹ women in urban areas earn one-third less than men, due to such factors as age, presence of children, level of education, and discrimination.⁹⁰ In rural areas, female-headed households are likely to be poorer than male-headed households.⁹¹ In 2019, 16.7 percent of the female population and 11.2 percent of the male population were unemployed.⁹²

Microfinance has played a prominent role in lifting women out of poverty. Programs such as Fonkoze's "Solidarity Lending Program," which provides microloans to women's savings groups, lent nearly \$20 million to 47,617 women in 2019.⁹³ However, some reports suggest that some microfinance programs can be detrimental to women due to high interest rates.⁹⁴ Women actively save more than men (13.1

percent of women versus 11.1 percent of men) as well as borrow more than men (13.4 percent of women versus 12.2 percent of men).⁹⁵ However, only 27 percent of women and 29 percent of men have an account with a financial institution.⁹⁶ Mobile accounts are also not prevalent, with only 11.3 percent women and 15.9 percent of men using mobile banking services.⁹⁷

The use of telecommunications is steadily rising in Haiti. In 2007, 2.5 million inhabitants had a cellular telephone subscription, and by 2018 that number more than doubled, to 6.4 million.⁹⁸ In a study conducted in the Port-au-Prince region, 64 percent of women owned a smart phone—only slightly lower than the 67 percent of men.⁹⁹ Among young women between 15 and 34 years of age, 72 percent owned a smart phone, similar to 73 percent of young men. Access to the internet is available to approximately one-third of the population (32.5 percent). Though sex-disaggregated data on internet use is not available for Haiti,¹⁰⁰ in the Caribbean region broadly, 57.5 percent of women are using the internet.¹⁰¹ Available data shows that Haitian women are less likely than men to have access to a mobile network.¹⁰²

Access to safe and reliable transportation in Haiti, especially in rural and remote areas, is limited, disproportionately affecting women's health and economic empowerment. Indeed, a women's decision to seek health care is strongly affected by availability of transportation: 62 percent of rural households have at least one woman (aged 15 to 49) whose decision to seek medical care is affected by distance from a health facility. Poor road conditions often deter women from seeking prenatal care.¹⁰³

Transportation is critical to an important engine of economic empowerment, the *Madam Saras*. These (predominately rural) women purchase produce in rural areas to transport to large urban or regional markets, making them a backbone of Haiti's economy. These women may have significant capital, making use of public truck transportation; however, many of them must transport goods by foot, donkey, or mule.¹⁰⁴ All of these modes of transportation can be greatly hampered during crisis. Even in normal conditions, however, limited or deteriorated transportation infrastructure (such as roads) reduces their profit margin, since more time spent traveling means less time selling their products and stocking new goods.

PATTERNS OF POWER AND DECISION-MAKING

Patterns of power and decision-making in Haiti have not changed significantly since 2016, when USAID/Haiti commissioned its most recent mission-wide gender analysis and assessment. According to global rankings, Haiti is nearly in last place for gender equality in political representation, at 186 out of 189.¹⁰⁵ Men continue to dominate decision-making and leadership positions in both the public sphere and the private sector, despite the national 30-percent gender representation quota. In 2016, women held *no* positions in the upper or lower chamber of parliament. Since then there have been small gains in the lower chamber (Chamber of Deputies): as of January 2020, 2.5 percent of those seats (3 out of 118) are occupied by women.¹⁰⁶ The upper chamber (Senate), comprising 30 elected posts, remains almost all-male in 2020, with just one post held by a woman.¹⁰⁷ At the local level, too, women continue to be underrepresented. However, their interest in politics is clear. In the 2015–2016 election cycle, parties had no difficulty finding women candidates, in complying with the electoral decree mandating a 30-percent gender quota for municipal and local election lists.

There is a lack of legislation to codify the gender quota at the local level, and a lack of enforcement at the national level, hampering women's participation in Haiti's decision-making bodies. Electoral violence against women is another major obstacle to women's leadership in the public sphere. Female candidates

and officeholders frequently endure psychological, physical, and economic forms of GBV, which is a deterrent to their political participation. This can include discouragement and harassment from family members, intimate partner violence, and intimidation and threats from strangers. Another common tactic is using smear campaigns that focus on a woman's private sexual life to assault her "moral" character. This often involves false accusations of women candidates as prostitutes or as performing sexual acts for political gain.¹⁰⁸

At the household level, women continue to enjoy relative autonomy in decision-making, with both setbacks and advancements, as indicated by data from EMMUS V and EMMUS VI. According to EMMUS V, 53 percent of women made their own decisions on the use of their individual earnings, and 43 percent made those decisions jointly with their husbands.¹⁰⁹ EMMUS VI, however, shows a decrease in sole decision-making to 46 percent, and an increase in joint decision-making to 51 percent.¹¹⁰ Differences between urban and rural areas continue to exist: a higher percentage of urban women (54 percent) than rural women (41 percent) make sole decisions about their own earned income.¹¹¹ Sixty-nine percent of women participate in household decision-making (e.g., regarding women's health care, major household purchases, and visits to family).¹¹² Rural women participate in household decision-making at a lower rate (67 percent) than their urban counterparts (72 percent).¹¹³ Greater differences in household decision-making power are seen between women who have worked in the last twelve months (at 74 percent) and those who have not (56 percent).¹¹⁴ In regard to family planning, 60 percent of partnered women make the decision to use contraception jointly with their partners, 32 percent make the decision individually, and 7 percent are not part of the decision-making process (their husbands decide).¹¹⁵

3. GENDER ANALYSIS FINDINGS AND RECOMMENDATIONS: SECTOR I — HEALTH

SNAPSHOT OF RELEVANT STATISTICS

- The maternal mortality rate in Haiti is 529 per 100,000.¹¹⁶
- 41.6 percent of women had births assisted by a skilled health care worker.¹¹⁷
- Modern contraception usage has risen from 13 percent in 1994–5 to 32 percent in 2016–17.¹¹⁸
- The total fertility rate is three births per woman.¹¹⁹
- The under-five mortality rate is 59 per 1,000.¹²⁰
- The under-five stunting rate is 22 percent.¹²¹
- The use of contraception by women is 34 percent.¹²²
- 0.5 percent of adolescents have given birth by age 15. The median age of a woman's first pregnancy is 22.4.¹²³
- One in three women aged 15 and older suffer physical violence.¹²⁴
- The prevalence rate for HIV is low, at 2 percent overall. For women ages 15–49, it is 2.3 percent; for men, it is 1.6 percent.¹²⁵

3.1 KEY FINDINGS FOR SECTOR I: HEALTH

COVID-19 AND HEALTH

COVID-19 has had a large impact on the LAC region, with more total cases reported there than in the United States.¹²⁶ However, Haiti has experienced fewer cases than its closest neighbor, the Dominican Republic.¹²⁷ As of October 9, 2020, there were 8,854 confirmed cases and 230 deaths.¹²⁸ Men comprise 58 percent and women 42 percent of confirmed cases.¹²⁹ COVID-19 has hit urban populations hardest, with 5,936 cases reported in the West region of the country.¹³⁰ For persons with disabilities, the pandemic has made it difficult to access transportation, food, supplies and water, as well as their ability to protect themselves from the virus. The GOH is working closely with members of civil society to disseminate messaging on the virus to all populations, including to persons with disabilities.¹³¹ (See the sections below for further discussion on how COVID-19 has impacted various areas of the health sector.)

MATERNAL, NEONATAL, CHILD, AND FAMILY HEALTH

MATERNAL HEALTH Over the last 30 years, women's use of health care services has generally improved, with the exception of labor and delivery services. According to the EMMUS VI, the number of women receiving prenatal care by trained personnel rose more than 20 points in that time (68 percent to 91 percent).¹³² In the last 10 years, prenatal visits have increased from 54 percent to 67 percent. Despite this improvement, a third of women still do not have prenatal visits.¹³³ The maternal mortality rate remains high, at 529 per 100,000, or more than five women per 1,000.¹³⁴

Women are not making full use of the health care systems when it comes to labor and delivery. Only two out of five women gave birth at a health institution (39 percent),¹³⁵ and less than half of women had births attended by a skilled health professional (41.6 percent).¹³⁶ The death rate tied to pregnancy is 646 per 100,000, increased from 523 over the past 30 years.¹³⁷ The neonatal mortality rate has also increased, from 29 to 32 in the last 10 years.¹³⁸ The under-five mortality rate is 59 per 1,000.¹³⁹

Feelings of neglect and isolation deter women from giving birth at health care facilities. A study suggests that women feel greater comfort and support at home, surrounded by family and traditional birth attendants, which deters them from using the health care system for delivery.¹⁴⁰ This has led to increases in maternal and neonatal mortality rates. "Although Haitian women recognized that a facility was a safer place for birthing than the home, an overarching stigma of patient neglect and isolation in facilities was a major determining factor in choosing to deliver at home," according to one study.¹⁴¹ Patients reported feeling left alone in the delivery room, dismissed and ignored, or having their legs tied down until they gave birth to prevent excessive movement.¹⁴² In contrast, when patients were attended to by a *fanm chay* (traditional birth attendant) at home, they felt less alone and were comforted by their touch during labor.¹⁴³ The study highlights "the importance of companionship, support, and attention during labor and delivery as an intersectional component of respectful maternity care."¹⁴⁴

Women who are about to give birth sometimes have to travel a long way on foot or by motorbike to reach a health facility. Sometimes they must leave their commune of residence. If there are roadblocks, they could lose their babies or die. That risk often factors into a woman's decision to not use a health care facility for delivery.¹⁴⁵ (See the paragraph below on Health Care Access for a discussion on how distance is a barrier to accessing health care services.)

During the pandemic, the United Nations Population Fund (UNFPA) reports that fear of the virus has caused as much as a 25-percent decline in use of maternal health facilities.¹⁴⁶ Additionally, facilities have had to close due to contamination and unprotected workers.¹⁴⁷ In response, the Ministry of Public Health and Population/*Ministère de la Santé Publique et de la Population* (MSPP), with donor partners, organized a training of trainers on services continuity in the context of COVID-19 in early May 2020, to be replicated at the departmental level in coordination with directorates.¹⁴⁸

NEONATAL AND CHILD HEALTH Mortality rates are persistently high, and male infants and children face greater risk of mortality than female infants and children. The infant mortality rate is 62 percent for boys and 54 percent for girls, and the child mortality rate is 89 percent for boys and 77 percent for girls. Children whose mothers are less than 20 years old also face a higher risk of early death.¹⁴⁹ EMMUS VI does not specifically highlight these gender differences, either in its summary of key findings for child health or in sections detailing key demographic variations (including gender), and it provides no explanation for them.¹⁵⁰

EMMUS VI data also shows gender differences between health outcomes of children under five, as reflected in primary indicators—vaccination rate and prevalence and treatment of acute respiratory infections (ARI), diarrhea, and fever.¹⁵¹ The sex-disaggregated data shows that, while girls and boys have about equal prevalence rates for ARI, diarrhea, and fever, the rate at which treatment is sought differs significantly: for fever, it is 3 points higher for girls than boys; for ARI, it is 10 points higher for girls than boys. EMMUS VI provides no explanation for the gender differences for these child health indicators.¹⁵²

The level of mother's education has a significant impact on child health outcomes. For example, the prevalence of fever among infants was 35 percent if the mother had no education, 31 percent if the mother had attended secondary school, and 26 percent if the mother had received some form of higher education. A similar pattern can be seen in the rate of mothers seeking some form of medical attention when their children are sick with fever or diarrhea, with a significantly higher percentage of mothers with at least a secondary level of education. There is also a strong correlation between a mother's education and higher rates of vaccination.¹⁵³

HEALTH CARE ACCESS Insufficient number of facilities (especially in rural areas), insufficient modes of transportation, and poor quality of roads play a role in limited health care access for Haitian women, men, boys, and girls.¹⁵⁴ In 2016–2017, respondents cited long distance to the nearest facility as the second greatest barrier, behind cost, to both women's and men's access to health care.¹⁵⁵ *Peyi lòk* (national lockdown) and the pandemic have exacerbated this situation by preventing women and men, especially in rural zones, from reaching needed health care services in a timely manner.¹⁵⁶ The percentage of rural women and men who live less than one kilometer from the nearest health facility is only 7 percent, compared to 13 percent in urban areas. Likewise, women and men more frequently use a motor vehicle to reach a health care facility in urban than rural areas, at 81 percent versus 67 percent.¹⁵⁷ Men's lack of access in rural areas puts them at particular risk of not receiving life-saving vaccines for tetanus—for example, after an equipment injury.¹⁵⁸ Risks to women's health caused by long distances to nearest health facilities are particularly acute for issues related to labor and delivery.¹⁵⁹ (See the above paragraph on Maternal Health.) Protests and road blocks that began with *peyi lòk*, continuing into 2020, frequently prevent doctors, nurses, and other health care professionals from reaching their workplace, causing backlogs in service provision.¹⁶⁰

Both women and men face economic barriers to accessing health care for themselves and their children, as the cost of health care is often prohibitively expensive.¹⁶¹ Between 2005/06 and 2012/13, the percentage of respondents that cite cost as the primary barrier to accessing health care rose from 44 to 58 percent.¹⁶² However, women's access to quality health care is more closely tied to their economic status than it is for men: 55 percent of men cited the cost of health care as their primary barrier, versus 61 percent of women.¹⁶³ Women's use of a health institution is six times more frequent in the richest quintile than in the poorest,¹⁶⁴ and women in rural areas often depend on their partners/families to pay for services and allow them access.¹⁶⁵

Another major barrier to accessing modern health care, for women, men, boys, and girls, is cultural. On the one hand, "the practice of traditional medicine is [considered] stronger than that of modern medicine."¹⁶⁶ Mistrust of modern health care facilities has always existed in Haiti, and with the outbreak of COVID-19, many women and men have begun to further distrust the system.¹⁶⁷ On the other hand, there is a strong stigma for seeking treatment—especially for illnesses like COVID-19,¹⁶⁸ mental illness,¹⁶⁹ and HIV/AIDS¹⁷⁰—among both women and men. Moreover, men often face the burden of socially-constructed masculinity that makes stigma a greater barrier to seeking health care.¹⁷¹ Treatment by health care workers is often discriminatory based on gender identity: for those who are transgender or non-binary, a huge stigma exists. Patients who identify as a LGBTI person encounter health care workers who gossip, judge, and treat them with less compassion than other patients.¹⁷² Respondents also reported limited services for those who identify as LGBTI persons.¹⁷³

"Prioritize having people with expertise of health needs for persons with disabilities and LGBTI community. We don't have clinical specialists with experience on issues those communities face. More training can be done on health care providers reducing stigma for these populations."

— Key Stakeholder

Similarly, stigma and discrimination hamper equal access to quality health care for persons with disabilities, exacerbated by inadequate infrastructure. The pandemic has further hindered access to health care supplies and treatment facilities.¹⁷⁴ Most health care facilities, such as hospitals, do not have ramps; few health care personnel have the training or experience to address the specific physical or mental challenges that persons with disabilities face.¹⁷⁵ The pandemic has magnified transport difficulties, affecting those who are dependent on others. One respondent mentioned hearing rumors of beatings and abuse of those who are deaf, in the belief that they are possessed or under a magic spell.¹⁷⁶

MENTAL HEALTH AND PSYCHOSOCIAL WELL-BEING Mental illness, including depression and posttraumatic stress disorder (PTSD), is common among Haitian women, men, boys, and girls, in the wake of successive crises and shocks over the last 30 years. The pandemic has once again taken a toll on the mental health of women, men, boys, and girls, as it brings new trauma. Organizations like Mercy Corps and the International Organization for Migration (IOM) have documented an uptick of women and men experiencing depression and reaching out for support. Doctors and nurses are also experiencing depression in relationship to the pandemic.¹⁷⁷ One study on adolescent girls and young women found they are experiencing an increase in mental illness, including depression and anxiety for their futures and the wellbeing of their parents.¹⁷⁸ One stakeholder similarly documented a substantial increase in depression rates among adolescent girls, including many who required immediate attention

as high-risk situations. The most common issues shared by the girls were a sense of hopelessness or feeling discouraged most days, and a sense of not having control over one's life and future.¹⁷⁹

Studies on the psychosocial well-being of young men during the pandemic are unavailable. In a 2018 study on mental health of Haitian male and female youth (aged 18–22), 66 percent of respondents were male; it found a high prevalence (37 percent) of mental illness among study participants (e.g., major depressive episode, PTSD, or clinically significant psychopathology). The study also found that 89 percent of those experiencing some type of mental illness had not accessed any mental health service.¹⁸⁰ This suggests that the ongoing crisis, including the pandemic, has worsened the psychosocial well-being of young men as well.

In normal times, mental health care is limited; it has become worse as the country's only two psychiatric facilities stopped receiving patients, as a protective measure during the pandemic.¹⁸¹ Beside limited mental health services, stigma plays an important role in blocking access to this important service, especially among men. One study found that socially-constructed norms on masculinity in Haiti prevent men from seeking clinical help in the case of mental illness.¹⁸²

SEXUAL AND REPRODUCTIVE HEALTH (SRH)/FAMILY PLANNING (FP)

Haiti has the highest rate of fertility in the Americas, although it has dropped in the last 30 years to three children per woman, as modern contraception usage has more than doubled.¹⁸³ While the number of those in need of contraception has fallen, as of 2016–17, nearly two out of five (38 percent) are still in need of contraception.¹⁸⁴ A little more than a third of women in a relationship (34 percent) use a contraceptive, with injectables the most common type (21 percent) followed distantly by condoms (4 percent).¹⁸⁵ The use of traditional methods of contraception remains low, at 3 percent.¹⁸⁶ Of women aged 15–49 who are in a relationship and without children, only 50 percent plan to use contraception in the future.¹⁸⁷ Men have sex earlier than women, starting at 15.8 years on average, versus 17.7 for women; however, women marry earlier than men, at around age 23 versus age 27 for men.¹⁸⁸ Only 15 percent of women are married by age 18.¹⁸⁹ In the last ten years, there has been an increase in the number of both men and women who remain single.¹⁹⁰

Teen pregnancy rates in Haiti are fairly low. On average, 5–14 percent of women younger than 19 become pregnant, often correlated to lower levels of education and income and most often in remote and rural areas.¹⁹¹ In the North, at the Caracole Industrial Park, one respondent noted seeing an increase in pregnant youth as well as young women carrying babies in their arms, which may reflect greater poverty levels there, leading to greater female vulnerability and parental neglect.¹⁹² Other key informants also noted an increase in teen pregnancies, possibly due to the combination of increased sexual abuse (from crisis-related confinement) and being out of school for most of the 2019–2020 school year.¹⁹³ Early pregnancy also increases vulnerability to health concerns for both mother and child, as the social stigma may cause reluctance to seek medical care—exacerbated by the pandemic over the last six months.¹⁹⁴ (See Section 4 on the [Education](#) sector, especially Access, for a discussion of the relationship between early pregnancy and girls' education experience.)

Reported cases of abortion remain relatively low. Among women aged 15–49, only 4 percent have had an abortion over the course of their life, with two-thirds occurring during the first 2–4 months of pregnancy.¹⁹⁵ The actual figure may be much higher, however, since legal sanctions against abortion may create barriers for reporting. Since 2011, 75 percent of women who had abortions reported having

made the decision themselves, with a little more than half (53 percent) having had the abortion at home.¹⁹⁶ Only a third (32 percent) had an abortion in a private health care facility.¹⁹⁷

Gender roles affect decisions related to family planning, as men are typically seen as the decision-makers in this area. Women may face pressure to have children to please their partners.¹⁹⁸ Religious norms also play a role, with the commonly-held view that contraception “goes against god's will,” particularly in rural areas.¹⁹⁹ Research on this topic is sparse. Some research suggests that rural populations may resist family planning because they need more hands to work the land. Schwartz notes that children are critically important to livelihood strategies for rural peasants, so that fertility rates don't drop despite programs that seek to address this challenge.²⁰⁰ Respondents reported that family planning and reproductive health services are not often used, despite efforts to provide these services and innovations to improve them.²⁰¹

GBV PREVENTION AND RESPONSE

Among females 15 and older, one in three has suffered physical violence.²⁰² The perpetrator is a partner in nearly half the cases. For nearly a quarter of cases the perpetrator is a former partner, and another quarter are the victim's mother or stepmother.²⁰³ For single women, nearly half reported physical violence from a mother or stepmother.²⁰⁴ These figures have remained fairly consistent over the past 20 years.

"HIV services have improved a lot and have had a positive impact on the quality of health care services in general, especially as clients/patients of gender or gender identity enjoy certain special privileges in taking charge of their health problems, which are much better compared to other groups."

-Key Stakeholder

For sexual violence, the numbers are lower: only one in eight women (12 percent) reported experiencing such violence in their lifetimes, with higher rates for older women.²⁰⁵ The stigma associated with reporting violence means that the actual rates of violence are likely much higher. Only one in four survivors of violence (24 percent) seek help.²⁰⁶ Women struggle to find justification for the abuse: nearly one in five say that it is justified for a variety of reasons—from leaving the house without permission, to failing to take care of the children.²⁰⁷ For psychological violence, there are no available data on prevalence or on how women seek support. While the law prohibits rape, spousal rape is not sanctioned as a crime, nor is intimate partner violence.²⁰⁸ Departments show minor differences in the rates of violence against women.²⁰⁹

GBV survivors have the option to seek medical services through clinics or the hospital. Their cases are processed as a medical certificate if they choose; a certificate is required within 72 hours after assault, for tribunals to prosecute cases.²¹⁰ Haiti has several women's non-governmental organizations (NGOs) that specialize in supporting women and girls who experience GBV, advocating against violence, and enlisting the help of male allies. Organizations such as Commission of Women Victims for Victims/*Komisyon Fanm Viktim pou Viktim* and Haitian Women Solidarity/*Solidarite Fanm Ayisyèn* (SOFA) provide counseling and access to health care, as well as legal assistance programs for both women and girls. The international NGO *Médecins sans Frontières* also offers medical assistance through its hospitals and health centers. The Haitian Group for the Study of Sarcoma and Kaposi and Opportunistic Infections Centers/*Groupe Haïtien d'Étude du Sarcome de Kaposi et des Infections Opportunistes* (GHESKIO) offers medical and psychological support to GBV survivors and refers those who request legal assistance

to the local organization, Women's House/*Kay Fanm*.²¹¹ According to *Médecins sans Frontières*, as well as key stakeholder interviews, lack of coordination of existing services is the biggest challenge facing the GBV prevention and response infrastructure in Haiti, especially in the context of COVID-19.²¹² There is a consensus that there are not enough health care and psychological centers, and insufficient numbers of staff trained to address GBV health issues. Nationally, only eight health centers are certified to do a rape kit properly, and they don't necessarily have formal links to lawyers and police.²¹³

Global reports show that during the COVID-19 pandemic, rates of intimate partner violence have risen substantially, related to economic hardships, confined spaces, and impunity for perpetrators. Reporting is difficult due to lockdown measures and the proximity of perpetrators, as well as the closure of mobile health clinics during the pandemic.²¹⁴ Stakeholders confirmed that this global upward trend in rates of GBV also holds true for Haiti.²¹⁵ Another challenge mentioned is that the wrap-around services are failing: there are few women's shelters to accommodate women and children needing to leave abusive situations, a circumstance made worse during the pandemic.²¹⁶ Civil society groups such as Beyond Borders are working to spread communication and raise awareness about the issue during the pandemic.²¹⁷

LGBTI persons frequently experience GBV. It manifests in a number of ways that include physical and sexual assault, psychological and verbal abuse, and murder. Several local LGBTI rights organizations, such as SEROvie and FASCDIS, have formally documented cases of GBV against LGBTI persons since 2012.²¹⁸ In late 2019, a number of LGBTI activists were physically assaulted and harassed on separate occasions. The situation led to the executive director of a prominent LGBTI rights organization being forced to leave the country. In November of the same year, the Executive Director of Kouraj, a well-known LGBTI rights organization, was found dead in his home.²¹⁹ The cause remains unclear, and many suspect foul play and are demanding a thorough independent investigation.²²⁰ Because of extreme stigmatization, LGBTI persons often do not seek medical attention after experiencing GBV, or they may actually be refused treatment by health care providers because of their sexual orientation or gender identity.²²¹

Persons with disabilities, especially women, also experience gender-based violence. According to one source, women with disabilities are two to four times more likely to experience intimate partner violence than women without disabilities.²²² Some popular beliefs claim that a sexual act performed with a disabled woman brings good luck or attracts money for the person who commits it. Many women with a psychosocial disability have experienced rape, and can consequently find themselves pregnant and are often left to fend for themselves in the streets.²²³ (See Section 5 on the [Democracy, Rights, and Governance](#) sector for related discussion on human rights of LGBTI persons and persons with disabilities.)

HIV/AIDS

Haiti's approach to the treatment and reduction of HIV/AIDS is hailed as a success story in the region. This reflects several factors: political commitment at the highest level at the beginning of the crisis; the work of local and international civil society organizations; and an integrated care approach that has received financial support from the U.S. President's Emergency Fund for AIDS Relief (PEPFAR), the Global Fund, and other donors.²²⁴ Currently, the HIV prevalence rate is low, at 2 percent, but higher for women aged 15–49 (at 2.3 percent) than for men (at 1.6 percent).²²⁵ Female youth aged 15–24 also have a greater prevalence rate than male youth, at 1.1 percent compared to 0.9 percent.²²⁶ The prevalence rate is consistent in both urban and rural areas.²²⁷ Men having sex with men are disproportionately

affected, with a prevalence rate of 18.2 percent.²²⁸ From the perspective of marital status, widows have the highest prevalence, at nearly one in seven (14.1 percent), followed by married women at 2.6 percent and single women at 0.7 percent. Finally, for those living with HIV, more women receive treatment than men (63 percent versus 52 percent).²²⁹ When asked, 40 percent of women and nearly 50 percent of men (aged 15–49), with two or more sexual partners, stated they had used a condom in the previous year.²³⁰

Testing, counseling, and information on mother-to-child transmission have increased substantially over the last 10 years.²³¹ Over the last ten years, the percentage of pregnant women who had either been tested for HIV during a prenatal visit or already knew their HIV-positive status has almost tripled, from 20 percent to 54 percent.²³² Treatment figures are also high: during their pregnancy, an estimated 86 percent of HIV-positive women received effective care, amounting to nearly 4,900 women in 2019.²³³ However, only 45.1 percent of children under 20 years old with HIV received anti-retroviral therapy in 2019 (3,700 children).²³⁴

Sex workers in Haiti have a relatively low HIV prevalence rate of 4.1 percent, perhaps because nearly all use a condom.²³⁵ Men having sex with men have a similar prevalence rate of 4.5 percent, though only three out of four use a condom.²³⁶ There is no specific legislation on the status of same-sex sexual relations in Haiti, although a law passed in 2017 prohibits marriage for same-sex couples.²³⁷ The 2018 Global AIDS Monitoring Report adds that, while there is no legislation criminalizing transgender sex workers or men having sex with men, there are also no legal protections for these groups. This may contribute to a reluctance to self-report on testing and prevalence.²³⁸ However, some reports suggest that for those who identify as LGBTI, their health care treatment related to HIV/AIDS empowers them to feel more able to take charge of general health care issues, compared to those who access only typical health care services.²³⁹

The exact HIV prevalence rate among prisoners is not available in the reviewed literature. However, PEPFAR Haiti considers the male and female prison population and their families as priority populations for HIV/AIDS prevention and response, based on the higher prevalence rates among prisoners than in the general population.²⁴⁰

Supporting orphans and vulnerable children (OVC) impacted by HIV/AIDS, including girls and boys living with HIV/AIDS, is an essential component of USAID's PEPFAR HIV/AIDS prevention and response programming in Haiti. A 2018 study conducted as part of the Partners in Health OVC program found that most OVC caregivers (male and female) were highly tolerant of GBV, and they believed in traditional gendered roles and responsibilities that relegate women to the caregiving and domestic sphere. The study emphasized that these gender norms negatively influence the way these caregivers protect and nurture the OVCs in their care.²⁴¹

NUTRITION

Chronic malnutrition is a critical problem that hits poor families the hardest in Haiti. Poor families do not consume nutritional foods due to cost and accessibility. Women are primarily responsible for the care and feeding of their families, making decisions on which foods to buy. As of 2018, 75,900 children are affected by moderate to severe acute malnutrition and 25,200 with severe acute malnutrition.²⁴² Approximately 22 percent of children are stunted.²⁴³ Four times as many children are affected by malnutrition in the poorest quintile compared to the richest one.²⁴⁴ Only 47 percent of children under

the age of two were breastfed within an hour after their birth, and only 40 percent are exclusively breastfed for their first six months, although a majority have been breastfed at some point during their childhood.²⁴⁵ Among babies 6–23 months, the EMMUS VI reports that only 25 percent receive nourishment corresponding to the minimum requirements for growth.²⁴⁶ Only two out of five infants under 24 months consumed solid or semi-solid food.²⁴⁷ Babies in urban areas are more likely to meet minimum nourishment requirements than in rural areas (11 percent compared to 9 percent).²⁴⁸ At later ages (5–14 years), most girls (87 percent) and boys (86 percent) attain normal body weight.²⁴⁹ However, one respondent felt there is still room for improvement, particularly for boys whose nutrition needs still aren't given enough attention in food programs.²⁵⁰ A recent WFP evaluation (2016–2019) notes that school feeding programs fed an equal number of meals to both boys and girls, with the only variations attributed to attendance.²⁵¹ Research indicates that slightly more girls than boys aged 5 to 19 are underweight, at 18 percent compared to 16.3 percent.²⁵²

For women ages 35–64, nearly half are within a normal weight range. Only 2 percent are moderately to severely underweight, and 17 percent are obese.²⁵³ For men of the same age, nearly three-quarters are within normal weight, while 5 percent are moderate to severely underweight and 3 percent are obese.²⁵⁴ Women suffer from anemia more than men, at 42 percent of women versus 27 percent of men (aged 35–64).²⁵⁵ Comparative data for younger men (19–34) is unavailable, but the rate of anemia for women decreases somewhat with age: at ages 15–19, 53 percent of young women are anemic, versus 46 percent at ages 40–49.²⁵⁶ The prevalence of anemia is higher among urban women than rural women, at 52 percent versus 46 percent.²⁵⁷ Access to information regarding nutrition is available both at health centers and through a system of local community health agents (*Agentes de Santé Communautaire Polyvalent*). These community health agents travel throughout communities to raise awareness on nutritious and healthy behaviors, particularly for new mothers, and are responsible for intervening in malnutrition cases.²⁵⁸ However, malnutrition is inextricably linked to chronic food insecurity, especially among women and children. (See Section 7 on the [Economic Growth and Agriculture](#) sector for a discussion on food security.)

HEALTH INFRASTRUCTURE

The 2010 earthquake and 2016 hurricane exacerbated an existing lack of health infrastructure in Haiti, as well as impeding access to electricity, clean water, and sanitation systems. A lack of facilities, especially in rural areas, poses one of the greatest challenge to accessing health care for both women and men.²⁵⁹ Women and men are forced at times to travel long distances to have their health care needs met. For women, greater access to hospitals, trained health care professionals, proper equipment, hygiene protocols, and referral systems of care could lead to fewer deaths and illnesses. (See the paragraph above on [Maternal, Neonatal, Child, and Family Health](#) for further discussion.)

Currently, only two out of five health institutions in Haiti offer basic care services, including prenatal care, family planning, screening for sexually transmitted diseases, and vaccinations.²⁶⁰ Additionally, nearly a quarter of facilities do not have access to regular electricity, slightly more than half provide toilets (61 percent) and slightly more than a quarter (28 percent) offer ambulance services.²⁶¹ Facilities in both urban and rural areas in the North and South are equally disadvantaged, except for access to toilets, which are more available in the West than in the North and South.²⁶²

Regarding maternal, neonatal, child and family health, the majority of health care facilities offer prenatal consultation services, but only 36 percent offer labor and delivery services and only 11 percent can

provide services for caesarian births.²⁶³ As mentioned above in the section on Maternal Health, only slightly more than a third of women prefer to give birth at a hospital; health care facilities must improve access to natal care, which remains low. According to the Evaluation of Health Care Service Delivery/*Évaluation de la Prestation des Services de Soins de Santé 2017-2018* (EPSSS VI), these service providers are working to improve availability of equipment and medicine, as well as to increase training of medical personnel.²⁶⁴ A little less than half of all facilities (47 percent) provide basic child health services such as growth monitoring, outpatient curative care, and vaccinations.²⁶⁵ A comparison of all types of facilities, including public, nonprofit, for-profit, and mixed, shows the highest percentage of services provided by public health care institutions is for basic childhood needs.²⁶⁶

Family planning services favor the use of family planning methods for women over those for men. Almost all facilities prescribe injectables, condoms, and birth control pills for women, while only 37 percent provide vasectomy services.²⁶⁷ Nearly two out of three providers make counseling available in family planning services.²⁶⁸ Only a little more than one in four provide emergency contraception.²⁶⁹ Knowledge of family planning remains strong, according to the National Strategic Plan for Sexual and Reproductive Health/*Plan Stratégique National de Santé Sexuelle et Reproductive 2019-2023*, but use of modern methods of family planning remains weak throughout the country.²⁷⁰

Women and men have difficulty accessing services for the prevention of the parent-to-child transmission of HIV, as these services are only available in 44 percent of health care facilities.²⁷¹ Only 4 out of 10 health care institutions provide HIV testing (46 percent), although nearly all are capable of diagnosing HIV. Integration of services is also low: few facilities discuss HIV/AIDS when patients are seeking other services, such as family planning or other related services.²⁷² Only 2 in 10 provide antiretroviral treatment for HIV-positive patients.²⁷³

HEALTH SYSTEMS

Haiti suffers from a severe shortage of health workers, with low doctor and nurse retention as well as gaps across the health system, despite the continued growth of its population.²⁷⁴ It has only 3.5 nurses, 2.3 doctors, and 0.1 dentists per 10,000 people. It is unclear how many practitioners are women and how many are men, but stakeholders report that nurses are primarily female, while community health workers as well as doctors are both male and female.²⁷⁵ The World Health Organization (WHO) recommends 4.45 doctors, nurses, and midwives per 1,000 people—or almost 45 per 10,000—to achieve the Sustainable Development Goals (SDGs).²⁷⁶

One problem is that once trained, health care professionals often go overseas to seek more lucrative opportunities to practice their profession. 2018 preliminary survey data showed that 35 percent of nurses, 27 percent of doctors, and 14 percent of midwives planned to leave Haiti to practice health care outside the country.²⁷⁷ Additionally, the geographic distribution of health care workers is uneven, with the highest number in the West, at 2.1 doctors per 10,000, followed by the North (1.8) and the South (1.3).²⁷⁸ Poor pay also impacts the way health care professionals treat patients, which may influence patients' desire to access health care facilities. When health care professionals receive additional pay for health care programs, they provide better treatment to patients, are more available and willing to assist, and may be less likely to discriminate based on gender or gender identity.²⁷⁹

In Haiti, only 5 percent of men and 3 percent of women have health insurance, which varies by education and social class.²⁸⁰ Over the last 20 years, government health spending has declined. In 2000,

the government spent more than 14 percent of per capita GDP on health;²⁸¹ as of 2017, WHO listed Haiti's total expenditure on health per capita at \$62, or only 8 percent of GDP.²⁸²

An examination of health governance shows gender disparities in leadership in the sector. Medical directors at hospitals and departmental directors for the MSPP tend to be male—although the current Minister of Health is a female doctor.²⁸³ Recent years have seen advancement of women in technical leadership positions at the MSPP, especially in areas such as nutrition and immunization. For a regional comparison, CARE International reports that while women comprise 74 percent of the health workforce in the LAC region, women lead only 31 percent of the Ministries of Health; the numbers are even lower for indigenous persons, Afro-descendants, and LGBTI persons, as well as young or rural women and girls.²⁸⁴

The GOH has been working with USAID to develop a Strategic Plan for the Development of Human Resources for Health in Haiti/*Haïti Plan Stratégique de Développement des Ressources Humaines pour la Santé 2018-2030*, including an initiative to roll out the MSPP integrated health information system to more than 900 health facilities nationwide. It also aims to improve the management of human resources within the health strategy. However, there is no indication whether the strategy has considered the specific needs of women, persons with disabilities, LGBTI persons, or persons from other marginalized groups.²⁸⁵

The MSPP has also been working with USAID to empower its Single Information System for National Sanitation/*Système d'Information Sanitaire National Unique*, by digitizing and consolidating its health information under one system.²⁸⁶ The country is currently using the system to track patients throughout the country, despite the challenges that the COVID-19 pandemic has created.²⁸⁷ Digital initiatives such as this may provide opportunities for women and girls to develop information and communication technology skills and seek jobs in this industry. However, there is no evidence that the project is specifically targeting any groups for training and implementation.

Health commodities are failing to reach target populations due to weak distribution systems and a lack of dedicated government funds.²⁸⁸ Currently there is a strong reliance on partners for the provision of commodities, specifically for FP.²⁸⁹ Distribution is difficult due to poor transport, inadequate roads, and security issues.²⁹⁰ Another respondent mentioned that both the quality and storage of drugs are poor.²⁹¹

3.2 KEY RECOMMENDATIONS FOR SECTOR I: HEALTH²

The following recommendations align with USAID J2SR sub-dimensions 2, 4, 6: inclusive development, government capacity, and citizen capacity.

² In accordance with [EO 13950](#), USAID has put a hold on all upcoming training, seminars, and other related fora on diversity and inclusion pending an Agency and Office of Personnel Management review of the content of these programs (see Executive Order and OMB Guidance). It may also be helpful to review Agency Notices numbers 09214 and 10196. Mission staff reviewing these recommendations should seek guidance from Mission leadership prior to moving forward with any training events.

RECOMMENDATIONS: MATERNAL, NEONATAL, CHILD, AND FAMILY HEALTH

- Link female beneficiaries of USAID-supported health programming to economic empowerment opportunities. **WEE**
 - Linkages to village savings and loans associations (VSLAs) and other community-based savings and credit cooperatives that provide access to credit and other financial services
 - Vocational training and other workforce development activities
- Contribute to the establishment of a health insurance system that takes into account all income levels, as well as the urban versus rural divide, and incorporates women and men equitably. The system needs to integrate men and women small farmers and traders.²⁹² One health microinsurance program targeted to the poor is attempting to address the unique challenges farmers and small traders face through digital credit services.²⁹³ By bundling services and distributing them through a mobile phone company (for example), to keep administrative costs low, it allows customers to file and process claims through their mobile money accounts.²⁹⁴
- Support decentralized access to maternal, neonatal, child, and family health care in rural areas through free mobile care, expansion of rural health outposts, and support for community health worker networks, especially in rural zones.
- Support the MSPP to create a low-cost trained birth attendant system that capitalizes on traditional birth attendants (TBAs) already assisting births in rural communities. Referral and emergency transportation systems should be included for early pregnancy and complications during birth. **WEE**
- Components of TBA systems should include training, ongoing professional development and support, periodic monitoring, needed commodities, and a nominal stipend.
- Develop patient support programs that improve communication, privacy, companionship (if deemed safe due to COVID-19), respectful care, attention to pain during vaginal exams, and choice of birth position.
- Provide capacity building and training to health care personnel to encourage greater professional care and treatment of LGBTI patients; incentivize staff to maintain a high standard of care.
- Fund a study to better understand the gaps surrounding health services for LGBTI persons; share findings with government and partners, to be systematically addressed.
- Work with government partners to develop a systematic approach that consults persons with disabilities.
- Develop social and behavior change communications activities with health care professionals to create positive social norms around LGBTI persons and persons with disabilities.
- Conduct a study to understand the factors that contribute to gendered differences in neonatal and child health outcomes for girl and boy children.

- Support large-scale social and behavior change communication campaigns and activities that destigmatize care-seeking behaviors among men.
- Support the MSPP to provide training to frontline health care providers on identifying and treating mental illness.
- Partner with the Ministry of National Education and Vocational Training/*Ministère de l'Éducation Nationale et de la Formation Professionnelle* (MENFP) to integrate psychosocial support into its emergency response plans to reach girls and boys suffering from mental illness.

RECOMMENDATIONS: SRH/FP

- Explore the potential to join and rapidly scale up the new United Nations-led Spotlight 2020–2023 initiative, which includes systematizing and integrating comprehensive sex education and gender equality education into the existing public fundamental level education.

RECOMMENDATIONS: GBV PREVENTION AND RESPONSE

- Work with organizations that support persons with disabilities to develop response plans to increased GBV since the pandemic. Ask facilities working with these populations to be proactive in checking on both patients and their caregivers, who may be experiencing increased stress and mental health issues.
- Ensure dissemination and integration of plans to national NGOs that work on GBV broadly, as well as NGOs that focus on persons with disabilities.
- Provide financial and technical support for a coordinated and expanded GBV prevention and response system that includes the establishment of clear referral pathways across the health, justice, and social services sectors and among civil society organizations, international actors, and GOH entities. It should establish clear roles and responsibilities for various actors in the system and outline minimum standards for response and prevention. The system should contemplate opening new reception centers and shelters and putting in place programs for the economic and psychosocial reintegration of GBV survivors, particularly in rural communities.
- Convene stakeholders to examine the barriers that prevent health centers from obtaining certification for processing rape kits; consider ways to ramp up and decentralize training.
- Map existing shelters nationwide and determine where there are geographic gaps, including transitional shelters or “T-Shelters.” Share this information with stakeholders to solidify current referral programs until more shelters are built.

RECOMMENDATIONS: HEALTH SYSTEMS

- Support increased female leadership in the health care system by: holding health systems accountable to the 30-percent female leadership quota; providing incentives such as research funding opportunities to female doctors to stay in Haiti; and partnering with high schools and universities to encourage more girls to pursue medical school positions. **WEE**

- Move the distribution of health commodities, particularly family planning supplies, out of health facilities and into schools, churches, and small health outposts to enable people, especially women in rural areas, to have easier access to them.²⁹⁵
- Advocate for participation of women's groups and organizations in the oversight and implementation of the MSPP's plan for improved medical commodities supply chains, to ensure inclusion of unique perspectives often left out of the decision-making process.

3.3 ASSUMPTIONS AND RISKS

- The MSPP and the overall formal health care system are willing to accept traditional birth attendants into the formal health care system.
- The MSPP is willing to further decentralize services in the health care system.
- GOH and other relevant institutions are willing to commit to addressing gender-based and other discrimination in the health system.
- GOH is willing to consider reforms in human resources management and incentives that seek to increase women's representation in leadership and decision-making positions, including in health centers.
- GOH is willing to decentralize the health commodities' supply chain and involve women's organizations in the planning and improvement of this health system.
- Donors and the international community are committed to addressing GBV prevention and response within health systems strengthening programming.
- The MSPP capacity to provide health care will likely deteriorate, as the humanitarian crisis and political instability continues.
- Women and girls continue to have low access to necessary health services because the continued humanitarian crisis prevents them from physically accessing needed health care.
- GBV prevalence worsens due to: the current humanitarian context; low priority for prevention and response approaches; a lack of coordinated holistic services in the health system; and persistent high levels of acceptance of GBV at community and individual levels.

3.4 ILLUSTRATIVE INDICATORS

KEY ILLUSTRATIVE INDICATORS, BY KEY THEME	
KEY THEME	ILLUSTRATIVE INDICATORS
Maternal, Neonatal, Child, and Family Health	HL.6-I Estimated potential beneficiary population for maternal, newborn, and child survival program: number of live births

	HL.6.3-1 Number of newborns not breathing at birth who were resuscitated in USG-supported programs HL.6.3-63 Number of newborns who received postnatal care within two days of childbirth in USG-supported programs HL.9-3 Number of pregnant women reached with nutrition-specific interventions through USG-supported programs GNDR-8 Number of persons trained with USG assistance to advance outcomes consistent with gender equality or female empowerment through their roles in public or private sector institutions or organizations Maternal mortality ratio (per 100,000 live births)
GBV Prevention and Response	GNDR-6 Number of people reached by a USG-funded intervention providing GBV services (e.g., health, legal, psycho-social counseling, shelters, hotlines) Number of persons who can articulate where to turn if they or someone they know has experienced GBV
Health Systems	HL.7.1-3 Average stockout rate of contraceptives at service delivery points, by FP method Percent of medical doctors who are women Percent of leadership positions in MSPP held by women

4. GENDER ANALYSIS FINDINGS AND RECOMMENDATIONS: SECTOR 2 – EDUCATION

SNAPSHOT OF RELEVANT STATISTICS

- 83 percent of men and 78 percent of women are literate.²⁹⁶
- Primary school net attendance rate is 85 percent (girls) and 83 percent (boys), with a Gender Parity Index of 1.03.²⁹⁷
- Girls have higher school dropout rates, while boys are 1.5 times more likely to be out-of-school than girls at the primary level.²⁹⁸
- 59.3 percent of girls and 53.3 percent of boys passed the test in three cognitive reading areas in French.²⁹⁹
- 55.9 percent of girls and 50.6 percent of boys passed the test in three cognitive reading areas in Creole.³⁰⁰
- 70 percent of teachers at the fundamental level (grades 1-9) are women, yet women are undervalued as a critical part of the education sectors' human resources capacity.³⁰¹

4.1 KEY FINDINGS FOR SECTOR 2: EDUCATION

LITERACY

Approximately 83 percent of men and 78 percent of women are literate in Haiti. Major differences exist between rural and urban zones: literacy rates are 87 percent for urban women versus 70 percent for rural women, and 92 percent for urban men versus 76 percent for rural men.³⁰²

ACCESS

ENROLLMENT AND ATTENDANCE According to the last official data (2015–2017), gender parity exists in both enrollment and attendance at the primary school level (grades 1–6) and fundamental school level (grades 1–9), with slight advantages for girls. According to the 2015–2016 MENFP school census, the net *enrollment* rate at the fundamental level is 78 percent girls and 77 percent boys.³⁰³ According to EMMUS VI 2016–2017, the net *attendance* rate at the primary level is 85 percent girls and 83 percent boys, with a Gender Parity Index of 1.03.³⁰⁴ This shows an improvement in the primary net attendance rate since EMMUS V 2012, reporting 78 percent girls and 77 percent boys.³⁰⁵ The net attendance rate is 90 percent in urban areas compared with 80 percent in rural areas. Sex-disaggregated cross-tabulated locality data (urban versus rural) is not available.³⁰⁶

COMPLETION, DROPOUT, AND OUT-OF-SCHOOL GIRLS AND BOYS A 2018 study shows that girls have higher dropout rates, while boys are 1.5 times more likely to be out-of-school (while enrolled) than girls. The same study found that enrollment rates for girls was higher than for boys. Boys whose parents participated in VSLAs were significantly more likely to be enrolled in school than those whose parents did not. For girls, there was no difference on enrollment when their parents participated in VSLAs. The percentage of girls who arrived late to school because of household responsibilities was 10 percent, versus 7 percent for boys, reflecting girls' higher participation in chores (80 percent versus 60 percent for boys).³⁰⁷ Most of the children who work for money (67 percent) are boys, who typically work in the fields; 33 percent are girls, who typically work as market sellers. These working girls and boys are less likely to attend school than those who do not work; 74 percent of children who work for income are in school, versus 93 percent of children who do not work for income.³⁰⁸

Children who have lost their mother are 2.8 times more likely to be out-of-school than those whose mother is still alive. Children from female-headed households are 1.5 more likely to be out-of-school than those in male-headed households.³⁰⁹ The most cited reason for dropout for both girls and boys was a lack of money to pay for school-related costs. Survey participants cited domestic chores as the next major cause of dropout, which likely explains the higher dropout rate of girls, since girls are more likely than boys to participate in housework.³¹⁰ Children in rural areas are more likely to be out-of-school than those in urban areas,³¹¹ due to the dependence on girls and boys to contribute to household food security and livelihoods survival, most prevalent in rural areas. Their contributions involve a large number of daily chores that include: fetching water from the only spring, several miles away; washing the clothes; assisting women at the household on market day to sell excess produce;³¹² and taking care of a new baby. Girls are typically the ones who contribute to their family's survival by performing such domestic chores.³¹³ However, boys also assume a great deal of responsibility, tending to small livestock and working in a family's plot of land. Accordingly, child labor in the form of contribution to household food security and livelihoods is a reality in Haiti and is an important way that households survive and remain resilient in the face of shocks and crises.³¹⁴

Overall, 10 percent of young women age 15–19 have already begun childbearing, including 8 percent who are mothers and 2 percent who are pregnant with their first child. However, this rate varies regionally, at just 5 percent for the metropolitan area of Port-au-Prince but 14 percent in the Centre and Grand'Anse departments.³¹⁵ The rate has improved since 2012, when 14 percent of young women had already begun childbearing, across rural and urban zones of the country.³¹⁶ Pregnant girls are especially at risk of discontinuing their studies because of stigmatization and lack of support. These girls often face discrimination by school personnel, peers, and their families, who may reject them for

becoming pregnant outside of marriage.³¹⁷ They are excluded from community life, are considered neither children nor adults, and generally raise their children alone, making continued study difficult because of insufficient childcare and lack of funds.³¹⁸

The humanitarian situation caused by political and social instability, including *peyi lòk*, growing insecurity, and the COVID-19 pandemic, caused school interruptions in 2018–2019 and a near loss of the entire 2019–2020 school year. This has impacted enrollment and attendance and will undoubtedly affect long-term retention and completion moving forward.³¹⁹ Schools have recently reopened; however, an August 2020 Reuters report found that due to the pandemic, many parents are suffering economically and are unable to send their children back to school, with many non-public schools at risk of closing.³²⁰

Girls are the hardest hit, as even in normal times they assume the bulk of domestic chores that lead to school absence. During the 2019–2020 school closures, girls have experienced increased pressure to assume additional responsibilities at home and in the fields and possibly in other household income-generating activities.³²¹ If a choice must be made of whom to send to school during this time of crisis, families typically favor boys.³²² Physical, sexual and emotional abuse against girls has also been on the rise, as girls and boys spend more time at home.³²³ Since the onset of the current humanitarian situation that has left girls and boys out of school, teen pregnancy has also increased in some communities.³²⁴ Schools in Haiti do not accept pregnant girls, so they typically drop out from school and never complete their studies.³²⁵ This is especially true for girls in domestic servitude who face the additional burdens of a crisis.³²⁶

For boys, the situation of being out-of-school because of *peyi lòk*, combined with the proliferation of gangs and growing economic hardships of their families caused by COVID-19, puts them at risk of recruitment into criminal networks and discontinuation of their studies.³²⁷

INFRASTRUCTURE Public primary school infrastructure is insufficient to meet the needs of Haitian boys and girls: only about 20 percent of primary schools are public.³²⁸ The remainder of schools are a mix of (non-public) religious, non-governmental, and privately-owned schools. Because of the ongoing humanitarian context related to political instability and COVID-19, parents are faced with new economic challenges, leaving many unable to pay private school fees and potentially causing closure of some non-public schools.³²⁹ This will likely impact girls more than boys, as parents are forced to make gendered decisions on who stays in school. (See the section below on Social Attitudes Towards Schooling for further discussion on these gendered decisions; see also the discussion of [SRGBV](#), below, for implications of insufficient public-school supply.) Approximately half of primary school classrooms are not suitable for learning,³³⁰ owing to deficiencies in (for example) electricity, desks and chairs, supplies, textbooks, or secured and sealed windows to prevent entry of water and animals. Approximately 75 percent of all schools have no electricity.³³¹ The majority of primary schools also lack adequate water and sanitation facilities. (See Section 9 on [Water Supply and Sanitation](#) for further discussion of school infrastructure.)

For girls and boys with disabilities, Haiti's schools fail to provide inclusive physical infrastructure. Many schools have inadequate closure of school property, dangerously close proximity to ravines, and absence of ramps and other adapted structures to meet the needs of persons with disabilities.³³² Getting to school presents challenges, as public transportation is not adapted to physical and other special needs, drivers often refuse passengers with disabilities, and sidewalks are not accessible.³³³ (See the next

section, Equity, Fairness and Inclusion, for further discussion of challenges that girls and boys with disabilities face in the education system.)

EQUITY, FAIRNESS AND INCLUSION

Overage girls and boys, girls in domestic servitude, and children in the streets are three major groups of children who face discrimination and special challenges to receiving education. They are typically less likely to be promoted in school and may be perceived by society as being unsuccessful in school.³³⁴ The number of overage girls and boys in the education system is significant: the 2015–2016 fundamental level gross enrollment rates reveal 143 percent boys and 144 percent girls are overage. These groups experience a systemic problem of late enrollments, repetition, and dropout and startup.³³⁵

Domestic servitude situations are referred to as *restavèk* in Haitian Creole or *domesticité* in French. An estimated 300,000 children (mostly girls, at 60 percent) are engaged in some form of domestic servitude in Haiti. These girls and boys are typically from rural areas, from families facing extreme poverty. They are typically sent to live in a more urban area with an acquaintance, a relative, or even a stranger, under the idea that they will receive education and food in exchange for contributing to the domestic upkeep of the receiving home. However, the reality is most of these girls and boys do not attend school or attend irregularly, and they face stigmatization when at school.³³⁶ The current humanitarian context has caused an uptick in children, especially girls, placed in domestic servitude.³³⁷ These girls are at increased risk of not attending regularly because of the current humanitarian context.³³⁸

Most street children in Haiti are boys. However, the number of girls has increased greatly since the political and social instability began in 2017–2018. Boys are at risk of being recruited into gangs. Both girls and boys who are street children typically do not attend school.³³⁹ The resources available to boys in this situation are limited to reception centers that lack basic necessities such as food, water, and adequate sanitation facilities. There are no such reception facilities for girls in street situations.³⁴⁰

Children and youth with disabilities are often excluded from attending school, as parents choose to keep them at home because of discrimination. They especially want to protect their children, especially daughters, from potential GBV, given the persistence of the belief that having sex with a girl with a disability brings good luck.³⁴¹ A 2020 study conducted in the Grande Sud (South, Grand’Anse, and Nippes departments) concluded that discrimination towards girls and boys with disabilities was common in the education system. According to the study, 63 percent of surveyed teachers believed that children with disabilities should adapt to the school and not the other way around; they did not see a need to adapt their pedagogy to meet the needs of children with disabilities. The study also revealed a systemic lack of specialized testing to identify special education needs, little adapted material, and absence of individual and specialized support to children with disabilities.³⁴²

The current humanitarian context has placed children and youth with disabilities at even greater risk of being out-of-school. They are also subject to abuse or neglect, evidenced by an increased rate of (non-COVID) illnesses and injuries because they are isolated from other adults.³⁴³ Girls and boys with disabilities express feeling trapped and helpless, as well as fear being left behind in evacuation due to a disaster or crisis.³⁴⁴

Pregnant girls and young mothers are also vulnerable to discrimination or marginalization in the education system (as discussed in the previous section on Access), as are HIV-positive children and

children of incarcerated parents.³⁴⁵ For all these particularly vulnerable groups of girls and boys, the formal school system has no adapted programs to meet their needs.³⁴⁶

Despite the challenges, some advances have been made to address the specific education needs of these marginalized children. For example, the MENFP has recently published a new Non-Formal Education Policy that, if implemented, could meet the needs of these groups of girls and boys. Local CSOs like INDEJEN have also implemented non-formal education centers to reach these particularly at-risk groups of children and youth, using a multi-dimensional approach that takes into account the complexity of their unique situations.³⁴⁷

QUALITY

TEACHING According to the MENFP, approximately 70 percent of teachers at the fundamental level (Grades 1–9) are women, yet these women are undervalued as a critical part of the education sector’s human resources capacity.³⁴⁸ As reported in 2016, teachers often maintain gender-stereotyped attitudes, perceptions, and behaviors about girls and boys. Examples include teachers giving more attention to boys during class and girls receiving little encouragement. Teachers and directors typically assign girls cleaning tasks in the school during class time, replicating socially-assigned gender roles within the school environment.³⁴⁹ CARE’s Partners for Learning (P4L) project baseline study of 2015 found that teachers often exhibit stereotyped perceptions of girls and boys—specifically, that girls are better in language and boys in mathematics.³⁵⁰ Teachers’ perceptions of behavior often favor girls: teachers associate good behavior with female students and rowdy, disruptive behavior with male students.³⁵¹ The final P4L evaluation in 2018 found that project interventions that included teacher training on gender-sensitive teaching led to parents’ perceptions of improvements in gender equitable teaching practices.³⁵² However, the final evaluation did not provide comparative data on whether teachers’ gender-biased attitudes had shifted.³⁵³

CURRICULUM Recent data is unavailable on the extent to which the Haitian curriculum at the primary/fundamental level has been revised to be gender-equitable. The 2013 MCFDF gender equality diagnostic found that fundamental level textbooks included gender stereotypes, often with overrepresentation of male characters and discriminatory representations of women and girls.³⁵⁴ Beginning in 2016, the MENFP, in partnership with international actors, responded to the diagnostic by revising the curriculum to be more gender-sensitive. Some textbooks, like those produced by local publishing house Henri Deschamps, now include images that portray women, men, boys, and girls in ways that do not stereotype gender roles and responsibilities.³⁵⁵ Henri Deschamps also has provided some training to educators on eliminating gender bias in teaching and learning materials.³⁵⁶

ACADEMIC PERFORMANCE AND LEARNING A 2018 CARE study found only minor differences between girls and boys in educational promotion.³⁵⁷ Girls and boys are typically promoted at similar rates at the primary school level. The study found, however, that shocks and crises—such as natural disasters like Hurricane Matthew—gravely impact both girls’ and boys’ ability to learn and perform, which is a global predictor of dropout, especially at the primary level.³⁵⁸

According to the 2017 National Evaluation of fourth graders, girls outperform boys in reading in French and Creole along three cognitive domains—knowing, reasoning, and applying. In French, 59.3 percent of girls versus 53.3 percent of boys passed the test in the three cognitive areas combined. In Creole, 55.9 percent of girls versus 50.6 percent of boys passed. There was no statistically significant difference in

math performance, with 47.4 percent of girls passing and 46.8 percent of boys passing. Boys and girls in non-public schools outperformed boys and girls in public schools in math, French, and Creole. Although the 2017 National Evaluation did not disaggregate performance by rural and urban region, it did disaggregate by department, showing the three top performing departments (across all three subject areas) located in the West, North, and South regions.³⁵⁹

The 2017 baseline and 2019 endline evaluation of CARE's Early Grade Reading project, examining 53 public schools, confirmed these findings: girls outperformed boys across the different domains of the Early Grade Reading Assessment. Besides outperforming boys at the baseline, the endline illustrated that girls made greater improvements to their reading during the project. For example, at baseline, girls outperformed boys based on number of words read in a Creole text by six points (17.6 words for girls versus 12.2 words for boys); at endline, the gap grew to eight points (23.9 words for girls versus 15.8 words for boys). Regardless of gender, boys and girls read better in Creole than in French in the targeted schools in the North and Southeast departments. Factors that determined better reading outcomes included access to electricity at home, preschool/kindergarten attendance, and a teacher's positive reaction to a student's work.³⁶⁰

Cultural and social norms are cited as the root cause of gendered differences in learning. One suggested reason is that girls' awareness that they are less likely to obtain higher levels of education, owing to their traditional roles and responsibilities, motivates them to learn to read earlier.³⁶¹ Another reason related to gender norms is the Haitian perception that learning to read and write French is a "feminine" endeavor. Because most schools continue to offer early-grade reading in French instead of Haitian Creole—despite several initiatives to change this approach—boys fear being stigmatized as "feminine" and don't put effort into learning French. This disadvantage in reading impacts their ability to achieve better mathematics results.³⁶² Stereotypes that girls do better than boys in reading and boys in math also persist. This stereotype may lead to boys underperforming in the basics of reading, which is fundamental for excelling later in math.³⁶³ Girls are also given domestic responsibility at an earlier age, with opportunities to gain applicable language skills, giving them an early advantage.³⁶⁴

SCHOOL-RELATED GENDER-BASED VIOLENCE (SRGBV)

Recent data (2017 or newer) is absent on SRGBV. According to one study conducted in late 2016, SRGBV is widespread. For example, 41 percent of girls said they had been asked out by a teacher or administrator; 29 percent had been subjected to heavy flirting; 33 percent said they were told they would be guaranteed to pass their exams in exchange for something else; and 53 percent said that teachers often want to touch girls' backsides, breast, and bodies.³⁶⁵ Consulted stakeholders confirmed the findings of this report, noting that girls also report being sexually harassed or abused by other students. Parents rarely file complaints of SRGBV perpetrated by teachers, because of fear of retaliation.³⁶⁶

Boys and girls in public schools (which constitute 15 percent of Haiti's school system) often must walk two to three hours to reach school and return home, exposing them to security risks.³⁶⁷ Girls are at particular risk of SRGBV while walking to and from school. Anecdotal evidence suggests girls often experience sexual harassment on their way to school.³⁶⁸ Notably, overage girls and girls in domestic servitude (who are often the same girls) typically study in afternoon sessions and are forced to walk home during evening hours, when fewer people are in the streets, putting them at greater risk. These

girls are also more susceptible to sexual extortion by teachers to receive passing marks.³⁶⁹ Girls with disabilities experience GBV at a higher rate than girls without disabilities.³⁷⁰

GOVERNANCE AND LOCALLY-DRIVEN DEVELOPMENT

DATA AVAILABILITY A notable gap in education governance is the lack of publicly available education data that is consistently disaggregated by sex and residence. Cross-tabulation of data by more than one characteristic, such as sex and residence, is not consistently available (e.g., net attendance rate by sex and residence, at primary level). The last publicly available MENFP annual attendance census is from 2015–2016, as provided in the Ten-Year Education and Training Plan/*Plan Décennal d'Éducation et de Formation* (PDEF) October 2018–September 2028. The MENFP Website provides none of the annual census reports.

NATIONAL GOVERNANCE Limited representation of women in decision-making and governance oversight positions at the MENFP³⁷¹ is another obstacle to gender-sensitive governance in Haiti. Often, women who are given leadership positions in the MENFP, in keeping with the national 30-percent quota requirement, hold little influence in decision-making, with their opinions sidelined or discounted.³⁷² With recent political instability, and high turnover at both ministries, there has been no follow-up or continuation of the 2007 Memorandum of Understanding between the MENFP and the MCFDF to work toward the elimination of girls' dropout and sexist instruction.³⁷³

Because 75 percent of the fundamental level schools are not in the public sector, a number of other oversight bodies beside the MENFP are part of the national governance structure, including: the Episcopal Commission for Catholic Education/*Commission Episcopale pour l'Éducation Catholique*; Federation of Haitian Protestant Schools/*Federation des Ecoles Protestantes Haitiennes*; Confederation of Independent Private Schools in Haiti/*Confédération des Écoles Privées Indépendantes d'Haiti*; and Consortium of Private Sector Education Organizations/*Consortium des Organisations du Secteur Privé de l'Éducation*. The extent to which women have equal representation in these non-public education governance structures is unknown. However, many participate in the Education Commission of CLIO/*Commission d'Éducation du CLIO* (CEC) and therefore must report on the gender-related work of their organizations.³⁷⁴

LOCAL GOVERNANCE Several department-level and school-level governance and education development structures exist, such as the Municipal Education Commission/*Commission Municipale d'Éducation* (CME) and the School Council/*Conseil Ecole* (CE). Most of these structures have a high rate of female participation, with women often outnumbering men.³⁷⁵ However, this has not changed sexist and homophobic attitudes that prevail in these spaces.³⁷⁶ Furthermore, women are often relegated to membership or secretarial positions rather than given leadership roles.³⁷⁷ These structures are mandated to ensure gender-sensitive practices and outcomes related to enrollment, retention, completion, and quality. Some initiatives have focused on training and sensitizing local structures (such as the CME and CE) to consider the gendered aspects of education, including disparities in school retention between girls and boys, but

“Most of the time, the concept [of gender] remains a livelihood for certain civil society organizations in the big cities [of Haiti]. As to whether or not communities are involved, I have not seen this advance. Gender-sensitive education should be the subject of a public education policy. Otherwise, the term gender remains an empty word in discourse about equal opportunities for girls and boys in education.”

— Key Stakeholder

members are typically not interested. Gender considerations are not a priority for communities.³⁷⁸ In the case of the CME, a key challenge to assuming its responsibility in locally-driven gender-sensitive education development is the absence of a strategy to ensure its financial and operational sustainability.³⁷⁹

CIVIL SOCIETY AND COMMUNITY-BASED GOVERNANCE Despite the obstacles in local

governance, Haiti's civil society plays a role (albeit limited) in locally-driven, gender-sensitive education development. For example, the CEC convenes local and international organizations working in the education sector, and all member organizations must report on how they incorporate gender into their education programming. The CEC also has a working group that focuses on corporal punishment and also addresses SRGBV and gender issues.³⁸⁰ Another example is local CSO-led, school-based leadership

“In community associations, except associations exclusively for women, the most important positions are reserved for men and very often women occupy positions of secretaries or members. When women occupy leadership positions as Association President, they are very often seconded by men [who] in fact make the decisions. The challenge is to reverse the dynamic and value the contribution of women without creating chaos in the community structure.”

— Key Stakeholder

clubs for girls that focus on building self-esteem.³⁸¹ However, most gender-sensitive initiatives take place in Port-au-Prince and not at the community level. Furthermore, as in the national and local governance structures, men hold the most important positions in community associations while women occupy positions as secretaries or members. When women do occupy leadership positions such as president, they are often blocked from making decisions. One stakeholder noted, “the challenge is to reverse the dynamic and value the contribution of women without creating chaos in the community structure.”³⁸²

HUMAN RIGHTS, GENDER EQUALITY, AND COMPREHENSIVE SEX EDUCATION

The PDEF reiterates the GOH's commitment to the SDG 2030 agenda, which includes adding human rights and gender equality education to the curriculum, though it does not include any related actions. The National Plan to Combat Violence Against Women/*Plan National de Lutte Contre les Violences Faites aux Femmes 2017–2027* includes a component that is dedicated to human rights education including gender equality, as a core strategy to combat GBV.

The Spotlight 2020–2023 project, funded by the United Nations, seeks to realize these commitments by tackling GBV against girls and women. A core component of the project incorporates sex education into fundamental education and supports the MENFP to include new curriculum content on both prevention of violence against girls and women and respect for gender equality.³⁸³ A local NGO, Enpak, has also created a sexual and reproductive health curriculum that targets adolescent girls and boys with disabilities, as they are often excluded from these programs.³⁸⁴

SOCIAL ATTITUDES TOWARDS SCHOOLING

The 2020 Global Monitoring Report revealed that Haiti ranked the lowest among countries in the support of girls' university education. Approximately 59 percent of respondents in Haiti believed a university education was more important for boys than girls (with 35 percent more men than women holding this view). This likely constrains investments in schooling for girls, at both the household and

national levels.³⁸⁵ However, a 2018 survey found that children are encouraged to attend primary/fundamental school without gender-based discrimination.³⁸⁶ However, the extreme economic hardships caused by the ongoing humanitarian context in Haiti (with socio-political instability, insecurity, and COVID-19) may force parents to make a gendered choice about whom to send to school, privileging the male child.³⁸⁷

RESILIENCE, HUMANITARIAN CONTEXT, AND EMERGENCY RESPONSE IN EDUCATION

POLICY FRAMEWORK ON RESILIENCE AND DRM There is currently no public policy to ensure that gender-sensitive resilience and Disaster Risk Reduction/Disaster Risk Management (DRR/DRM) are integrated into the system.³⁸⁸ There has been some preliminary introduction of gender-sensitive DRR/DRM activities and resilience-building activities in the education system by non-governmental actors; however, the concepts of gender and resilience are absent in the larger education system.³⁸⁹ One stakeholder noted, “Having spent 17 years as a teacher, I do not remember having been aware of any specific program on the correlation of resilience and gender in the Haitian education system.”³⁹⁰

MENFP RESPONSE TO COVID-19 Although the MENFP has developed an Education Sector Response Plan for COVID-19/*Plan de Réponse du Secteur de l’Éducation par rapport au COVID-19*, the Plan does not include any analysis or response measures to address the gender-specific education needs of girls and boys during the current humanitarian context.³⁹¹ The MENFP has made online resources available for boys and girls, but they are largely inaccessible, as most children lack tablets/laptops/phones, internet access, and electricity.³⁹² The content is also lacking in quality, and it lacks adapted modules for girls and boys with different types of disabilities.³⁹³ The MENFP also implemented a radio program during school closures, but most girls and boys reported not following the program; they had no radio or electricity, someone else was using the radio, or they didn’t understand enough to follow the program.³⁹⁴

4.2 KEY RECOMMENDATIONS FOR SECTOR 2: EDUCATION³

The following recommendations align with USAID J2SR sub-dimensions 2, 4, 6: inclusive development, government capacity, and citizen capacity.

RECOMMENDATIONS: ACCESS AND EQUITY

- Provide emergency education vouchers to accompany other social protection transfers (e.g., unconditional cash transfer or food vouchers) for targeted families, for all school-aged children in the household. This should be linked to unconditional cash vouchers to meet the basic needs of

³ In accordance with [EO 13950](#), USAID has put a hold on all upcoming training, seminars, and other related fora on diversity and inclusion pending an Agency and Office of Personnel Management review of the content of these programs (see Executive Order and OMB Guidance). It may also be helpful to review Agency Notices numbers 09214 and 10196. Mission staff reviewing these recommendations should seek guidance from Mission leadership prior to moving forward with any training events.

households during the current humanitarian context. **This recommendation addresses the current humanitarian context in Haiti, which may fall under the Bureau for Humanitarian Assistance's responsibility.*

- Support revision of the MENFP non-formal education policy to include additional guidance on making the overall education system more flexible and resilient to meet the gender-specific needs of girls and boys, including those at particular risk of dropout, and to overcome challenges of the current humanitarian context. The policy could focus on creation and implementation of multiple models of non-formal education, such as radio and online learning options that allow children to study during flexible hours and to restart studies quickly after extended absences or school closures. This could build on existing MENFP online tools by making them accessible to all, by providing needed materials (durable tablets, solar charges, solar lamps, and Internet connectivity).
- Invest in education support programs that prioritize and target specific groups of children who are at high risk of dropping out of school or are already out-of-school, with adapted strategies to meet their education needs. Priority groups to consider include pregnant girls, girls in domestic servitude, boys and girls in street situations, HIV-positive girls and boys, and girls and boys with disabilities.
- Support inclusive education initiatives that focus on: expanded inclusive school infrastructure (e.g., ramps, railings); targeted training for teachers and MENFP pedagogical support staff; the creation of specialized support services, learning assessments, and teaching and learning material for children with disabilities; and awareness-raising with the school community on inclusion of children with disabilities in schools and elimination of stigma and discrimination.
- See the Infrastructure recommendation (Section 8.2) related to the development of a solar microgrid initiative that prioritizes access to schools.

RECOMMENDATIONS: QUALITY

- Develop and include training modules in all USAID-funded teacher training programs on gender-sensitive teaching practices, with a focus on critical reflection sessions that guide teachers to eliminate unconscious gender bias. This should be accompanied by advocacy and technical support to assist relevant MENFP directorates to adopt these modules into MENFP-led teacher training.
- Develop a peer-to-peer coaching program among teachers in the same school to exchange observations, feedback, and experience related to gender-sensitive teaching practices.
- Strengthen existing gender-sensitive representation of women, girls, boys, and men in all curriculum and textbooks developed through USAID-supported programs by including additional content that specifically addresses gender equality. This could include age-appropriate stories that address issues of gender and/or inequality and human rights.
- Support early childhood education programs that incorporate a strong family literacy component, providing instruction and assistance to mothers and fathers to increase their literacy and their engagement in creating the foundations of early grade reading for their young children at home. This should include support to mothers and fathers on how to encourage an early love of reading for girls and boys and modeling that reading and “literature” is neither a masculine or feminine endeavor. This family literacy component should include critical reflection sessions with mothers and fathers on

gender norms, biases, and stereotypes that may condition girls and boys in their learning habits and outcomes.

- Enhance existing USAID-supported early grade literacy programs with increased parental engagement in supporting literacy at home for girls and boys, as well as individual-level target setting and academic support to boys and girls who are struggling. The parental engagement should also include critical reflection and dialogue on gender norms that may contribute to boys' underachievement in reading and mathematics.
- See the Infrastructure recommendation (Section 8.2) related to development of a solar microgrid initiative that prioritizes access to schools.

RECOMMENDATIONS: SRGBV

- Support creation of an MENFP-led SRGBV data collection and reporting system that engages the CEs and CMEs as primary actors in the system. This should be accompanied by strong parent and community mobilization to ensure transparency and oversight of the system.

RECOMMENDATIONS: GOVERNANCE

- Support implementation of a transparency mechanism for the use and disbursement of National Education Fund allocations; encourage budget allocations to CMEs to strengthen their operational and financial sustainability.
- Provide technical assistance to CMEs to ensure they have the capacity to fulfill their responsibility for guaranteeing gender-sensitive education: preventing and tracking SRGBV; closing learning gaps; raising the level of performance; and closing completion gaps between girls and boys, with the goal of encouraging girls to move on to higher levels of education. **Because this recommendation addresses governance, this may fall under the responsibility of the DRG sector.*
- See also related recommendations on supporting women's leadership at all levels of Haiti's public administration, in the [DRG](#) sector below (Section 5.2).

4.3 ASSUMPTIONS AND RISKS

- The MENFP has the human resources and technical capacity to implement needed reforms, such as eliminating gender bias in the curriculum and teaching, utilizing information technology for learning, and incorporating resilience and DRR/DRM into the education system.
- The donor community has the willingness and financial capacity to backstop funding of emergency initiatives like school vouchers during the current humanitarian crisis.
- The infrastructure (i.e., electricity, Internet, durable tablets, etc.) needed to make the education system more resilient and flexible during times of humanitarian shocks and crisis will be available and accessible to all girls and boys.
- The GOH dedicates sustainable funding to local governance structures like the CME.

- The MENFP, school-level officials, and local governance structures tend to resist gender-sensitive education because of traditional norms and beliefs about roles of women, men, girls, and boys.
- The economic situation continues to deteriorate, forcing more girls and boys to work instead of study and increasing their vulnerability to human trafficking situations.
- The economic situation continues to deteriorate, forcing non-public schools to close, as fewer families can pay school fees, creating new gaps in school supply.

4.4 ILLUSTRATIVE INDICATORS

KEY ILLUSTRATIVE INDICATORS, BY KEY THEME	
KEY THEME (IR)	ILLUSTRATIVE INDICATORS
Access	ES. I-50 Number of public and private schools receiving USG assistance ES. I-3 Number of learners in primary schools or equivalent non-school based settings reached with USG education assistance, disaggregated by sex Supp-8 Number of school learning environments built or upgraded with USG assistance in compliance with accessibility standards
Quality	ES. I-2 Percent of learners targeted for USG assistance who attain minimum grade-level proficiency in reading at the end of primary school, disaggregated by sex ES. I-54 Percent of individuals with improved reading skills following participation in USG-assisted program, disaggregated by sex ES. I-49 Number of primary or secondary textbooks and other teaching and learning materials (TLMs) that are inclusively representative provided with USG assistance ES. I-6 Number of educators who complete professional development activities with USG assistance, disaggregated by sex Mean scores of girls in math and reading; ratio of boys' scores to girls' scores in math and reading (educational achievement)
SRGBV	ES. I-51 Number of learning environments supported by USG assistance that have improved safety, according to locally-defined criteria
Governance	ES. I-13 Number of parent teacher associations (PTAs) or community governance structures engaged in primary or secondary education supported with USG assistance

5. GENDER ANALYSIS FINDINGS AND RECOMMENDATIONS: SECTOR 3 – DEMOCRACY, RIGHTS, AND GOVERNANCE

SNAPSHOT OF RELEVANT STATISTICS

- 3 of 118 seats in the lower parliament (Chamber of Deputies) are occupied by women as of January 2020.³⁹⁵
- 1 of 30 seats in the upper chamber (Senate) are occupied by a woman.³⁹⁶

- Only 12 of 143 women members of three-person mayoral cartels in the 140 communes of Haiti were elected to be principal mayor (the leader of the three-person cartel, holding the majority of power).³⁹⁷
 - 37 percent of the population believe that men are better political leaders, despite a near total absence of women in political leadership.³⁹⁸
 - Women represented only 10 percent of the Haitian National Police force in 2019.³⁹⁹
 - 46 percent of women declare a lack of confidence in the justice system.⁴⁰⁰
 - 24 percent of women who experienced physical or sexual violence said they had sought help.⁴⁰¹
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5.1 KEY FINDINGS FOR SECTOR 3: DEMOCRACY, RIGHTS, AND GOVERNANCE

PARTICIPATION AND LEADERSHIP IN POLITICS AND GOVERNANCE

CURRENT LEVEL OF PARTICIPATION AND LEADERSHIP Despite the quota requiring the participation of at least 30 percent of women at all levels of national life, particularly in public service, the presence of women in the spheres of power—whether at the legislative, executive, or judicial level—remains low. During the 2015 elections, women accounted for only 7 percent of presidential candidates, 10 percent of candidates for the Senate (upper parliament), and 8 percent of candidates for Deputy (lower parliament).⁴⁰² In the most recent elections, held in 2017, only one woman was elected to the Senate and three women were elected to the Chamber of Deputies, despite an increase in the number of seats.⁴⁰³ According to the latest data available from the 2015 elections, 143 women were elected to leadership in 140 communes that are led by a three-person mayoral cartel—an advance over previous elections. However, only 12 of those 143 women were elected as the principal mayor, who leads the cartel and holds most of the power.⁴⁰⁴

In appointed positions, too, low female representation is the norm. Apart from the MSPP, which has a substantial portfolio, women typically hold non-strategic positions in ministries, or occupy positions with very small portfolios and budgets, or with delegated ministers.⁴⁰⁵ In the judiciary branch of government, out of 660 judges there are only 100 women. The Superior Council of the Judiciary/*Conseil Supérieur de la Magistrature* has two women. However, the class of 2014–2016 of the National School of Magistrates/*Ecole de la Magistrature*, made up of 67 student magistrates, included 33 women (roughly 50 percent).⁴⁰⁶

BARRIERS TO AND OPPORTUNITIES FOR WOMEN'S POLITICAL PARTICIPATION In general, an enabling environment promoting women's empowerment in the political sphere is absent in Haiti. The GOH has not adequately enforced the quota law, and, accordingly, political parties do not respect the quota and are unresponsive to quota-enforcement efforts (as discussed below).⁴⁰⁷ Deeply rooted socio-cultural norms such as the belief that “politics is a man's business” and that women's role is in the domestic sphere also create a disabling environment for women's political participation.⁴⁰⁸ According to a political analysis conducted by Myriam Merlet,⁴⁰⁹ Haitian women typically perceive politics, the political world, and political practices as a “dirty thing,” requiring reprehensible behavior. This constitutes one of the main obstacles to the political engagement of Haitian women. Added to this perception is the weight of family responsibilities and time constraints on women's participation. Even when they have partners, Haitian women remain primarily responsible for the household and therefore cannot “risk themselves” in politics. Merlet summarizes: “This is the weight of the female condition. Being more than 42 percent the only heads of family,”⁴¹⁰ Haitian women hesitate to risk themselves in politics because of the danger

involved in these activities and the availability and resources, among others financial or in terms of network, that they demand.”⁴¹¹

A 2018 study by the International Foundation for Electoral Systems sheds further light on the lack of female representation in governance and political leadership in relation to electoral violence. The study shows that the

perception of politics and its practices constitutes one of the main obstacles to the participation of women in politics, whether as candidates, observers, or voters. Haitian politics is a violent space where power is equated with force; moreover, electoral violence against women overlaps with ordinary sexism, manifested in physical, sexual, psychological, and economic forms, and in all spaces—public, private, urban and rural—including within the home. Women in politics face constant vicious attacks on their moral character and their probity and sexual behavior. Women who pursue or lead successful political careers are routinely accused of prostitution or providing sexual services in exchange for political favors. While all women are vulnerable to election violence, the implementation of the 30-percent quota at the local level has highlighted a new group of middle-class women and community organizers whose security risks and needs are particularly high.⁴¹²

“Now the ordinary citizen sees at the level of his communal section that there is a CASEC, ASEC woman, he [or she] observes the dynamism of this woman. This helps to develop another perception of women. They can hold political positions. I think there is a potential there that we can build on, support, and capitalize on. This is a breeding ground that political parties can also tap into to ensure that there are women everywhere, and especially in parliament.”

— Key Stakeholder

Women often lack financial resources needed to “construct, consolidate, and exercise their leadership during elections.”⁴¹³ Typically, men have more success funding their campaigns through external sources than women. Women often resort to using family savings, which during the last elections caused financial ruin for some female candidates.⁴¹⁴ Insufficient self-confidence is another barrier that often prevents women from taking the step towards elected office.⁴¹⁵

Despite barriers, there are many opportunities and advances on which to build for greater political participation among women. For example, only 37 percent of the population believe that men are better political leaders, despite a near total absence of women in political leadership.⁴¹⁶ Indeed, Haiti has a vast pool of qualified women who have gained experience at the local level since the last election, when more women than ever before assumed elected office as part of the Assembly of the Communal Section/*Assemblée de la Section Communale* (ASEC) and Board of Directors of the Communal Section/*Conseil d'Administration de la Section Communale* (CASEC).⁴¹⁷ (See the next section on [Governance](#) for further discussion of ASEC and CASEC.)

In addition, grassroots women’s organizations at the commune and communal section level provide an important source of political talent, because “these women exercise power by being together, managing an organization together, and making decisions together.”⁴¹⁸ There is an opportunity to transform this community leadership experience into decision-making power at the state level.⁴¹⁹

Several national women’s organizations have implemented initiatives to promote the implementation of the 30-percent quota, either among themselves⁴²⁰ or with other civil society actors.⁴²¹ These include: Solidarity of Haitian Women/*Solidarite Fanm Ayisyèn* (SOFA); the Women's Movement for Education and Development/*Mouvement des Femmes Haïtiennes pour l'Education et le Développement*; Women in

Democracy; Runaway Black Women/Negresses Marronnes/“Nègès Mawon”; Network of Capable Women of Haiti/Reseau des Femmes Capables d’Haiti/“Rezo Fanm Kapab d’Ayiti”; “Fanm Yo La”; and the Network of Women Candidates to Win/Reseau des Femmes Candidates pour Gagner. Recently, other women's organizations made up primarily of women candidates have sprung up to work for a better representation of women in elected positions as well. These include the Pluri-Women Network/PluriFemmes, Network of Women Candidates for Winning/Reseau des Femmes Candidates pour Gagner, and Alliance of Women for a New Haiti /Alliance des femmes pour une nouvelle Haiti.

In 2018, women's organizations with the support from UN Women and the MCFDF began the process to coordinate more closely by establishing a Civil Platform for the Political Participation of Women/Plateforme Civile pour la Participation Politique des Femmes.⁴²² The MCFDF, in partnership with Haitian women's organizations, also created the technical and multisectoral Quota Application Committee/Comité d’Application du Quota (COTEM) that advocates for full implementation of the quota.⁴²³ To defend their rights, women mayors have set up the National Federation of Women Mayors of Haiti/Fédération Nationale des Femmes Maires d’Haiti, which brings together all the female mayors of Haiti (cartel leaders and assessors). Its main objective is to encourage and support initiatives of female mayors and to highlight the actions of women in politics.⁴²⁴

The Provisional Electoral Council/Conseil Electoral Provisoire (CEP) has provided incentives to achieve the quota, while women and their organizations have stepped up initiatives to promote its implementation.⁴²⁵ The 2016–2020 CEP has also submitted a draft electoral decree to President Moïse, on July 23, 2020, that includes a dispute settlement mechanism and requires at least one-third of political party candidates to be women in all electoral campaigns except the presidential one. The CEP drafters, however, ruled out other measures to increase women's representation in elected positions, such as President Moïse's proposal of reserved seats for women in 35 electoral districts across the country.⁴²⁶

PERSONS WITH DISABILITIES AND LGBTI PERSONS A 2015 electoral decree encouraged the participation of persons with disabilities in electoral contests, through the imposition of a quota of 2 percent for persons with disabilities. To date, these inclusionary requirements have not been applied.⁴²⁷ Haitian society typically perceives persons with disabilities as incapable of holding leadership positions.⁴²⁸ Moreover, all the presidential candidates who addressed the issue of LGBTI rights during the 2015 elections expressed their opposition to homosexuality.⁴²⁹

VOTING There is an effort to exclude mainly poor and women voters, predominantly through intimidation, violence, or coercion to vote for the political preferences of their male relatives. Intimate partner violence, or the threat of it, appears to be a strategy used to prevent women from leaving the home to participate in political activities like voting. This is an even greater risk for women in isolated rural areas, where they may need to travel great distances to vote.⁴³⁰

GOVERNANCE

LOCAL GOVERNANCE BODIES The ASEC and CASEC are essential bodies that provide good governance oversight. Because these entities are the closest to communities, they play a key role to improve gender equality, access, and opportunities, as well as rights protection of women, girls, boys, men, LGBTI persons, and persons with disabilities. However, local governance structures are typically underfunded, leading to overall poor functioning in the performance of their roles and responsibilities.⁴³¹ The most recent election saw many women elected to these local governance structures.⁴³²

CIVIL SOCIETY AND WOMEN'S ORGANIZATIONS Haitian civil society comprises four major types of civil society organizations: women's rights organizations; peasant rights organizations; labor rights organizations; and religious organizations. Except for various women's rights organizations, all other civil society organizations have a weak focus on gender inequality. Haitian women's rights and gender-equality organizations play an important role in holding the GOH accountable to uphold women's rights and gender equality: denouncing harmful practices towards women (e.g., GBV and gender inequality in rights and opportunities across the development spectrum); promoting women's political participation (see the section above on [Participation and Leadership in Politics and Governance](#)); advocating for the rights of LGBTI persons (see the section below on [Human Rights](#)); and providing direct services to women, including GBV prevention and response (see the section below on [GBV](#)).⁴³³ Most of these women's rights and gender equality-focused organizations are members of the National Coordination for the Advocacy for Women's Rights/*Coordination Nationale pour le Plaidoyer pour les Droits des Femmes*.⁴³⁴

Sustainable funding is a primary obstacle to women's organizations, which typically do not have access to large donor funding.⁴³⁵ Another documented challenge is the neglect of the Haitian feminist movement and women's organizations since the 2010 earthquake by humanitarian and development aid actors, notably international NGOs. These international actors have either ignored the contributions of Haitian women's organizations to the fight for gender equality and women's rights over the last 30 years, or have used local women's organizations as instruments to serve goals such as fundraising, to attract donors of foreign funds.⁴³⁶

The current humanitarian context has also changed the way women's associations work. The COVID-19 pandemic forced most to close their premises for almost two months, from March to May 2020. The socio-political situation also has affected their operations, because the constant protests, which often escalate, make it difficult for both team members and GBV survivors to access the organizations' offices. This has complicated case management of GBV cases, for example. This limitation on movement also has consequences on the functioning of the networks through which most women's organizations function, especially in areas outside of Port-au-Prince. However, some organizations have been able to put in place measures like dedicated phone lines, to continue to provide assistance to women and girls. Urban-based women's organizations have been better able to confront these challenges than their rural counterparts, by having better access to the internet, electricity, and computers and capacity to utilize them during the current humanitarian crisis.⁴³⁷

GENDER-RESPONSIVE BUDGETING Several initiatives have been implemented by the MCFDF and national and international actors to promote gender-responsive budgeting (GRB) in the development of public policy and financial management. Between 2008 and 2016, the MCFDF, with the support of UN Women and the Spanish Cooperation, carried out a set of related initiatives that included establishment of a GRB Joint Committee in 2009, with participation from the MCFDF and UN Women as well as strategic ministries in national planning and budgeting. The committee's mandate was to develop programs likely to promote the use of GRB tools. Several trainings on GRB took place between 2009 and 2014 with executives and technicians from participating ministries.⁴³⁸ Thanks to the recent advocacy of Minister Evelyne Sainvil of the MCFDF, the budget allocated to programs for the socio-economic empowerment of women, particularly rural women, has increased.⁴³⁹

GRB is also integrated into the 2014–2034 Gender Equality policy as a cross-cutting tool alongside gender analysis. The International Institute for Democracy and Electoral Assistance (IDEA) developed a manual on GRB for Haiti in 2015.⁴⁴⁰ Nonetheless, Haiti’s full implementation of GRB in governance, financial management, and public policy development remains a slow process because there is no law that governs and systematizes GRB. Currently, it is not possible to determine whether the GOH tracks gender-responsive allocation of funds in national budgets.⁴⁴¹ Communal development plans also remain opaque regarding issues of gender equality or the needs of women.⁴⁴² The budget allocated to the MCFDF remains one of the lowest among Haitian ministries, which limits its oversight of GRB across ministries.⁴⁴³

POLICING, RULE OF LAW, AND SECURITY

The Haitian National Police/*Police Nationale de Haïti* (PNH) has undertaken several initiatives to make the institution gender-sensitive, which are enshrined in the PNH Strategic Plan 2018–2021. A Women’s Affairs Coordination Unit with a designated commissioner is now in place within the PNH structure. The PNH has also established a pilot unit for the reception of abused women and girls. Training programs for police agents and nursing staff on issues related to GBV have also taken place. In addition, the PNH trained 450 policewomen in 2014 to strengthen their capacity as police officers, and provided additional capacity building to designated gender focal points on the police force.⁴⁴⁴ Besides this training nearly six years ago, no evidence emerged of systematic and continuous professional development needed to ensure systematic gender-sensitive policing, especially in regard to cases of GBV. Despite the desire shown by the PNH to work toward gender equality, through the establishment of a gender structure in the institution and the inclusion of equality issues in the strategic plan, women represented only 10 percent of the police force in 2019.⁴⁴⁵

Human rights defenders have documented systematic harassment of LGBTI persons when they try to report crimes.⁴⁴⁶ LGBTI organizations have reported that the PNH and judicial authorities are inconsistent in their willingness to document or investigate claims of abuse made by LGBTI persons.⁴⁴⁷ According to one source, even crimes that include murder and serious assault are rarely investigated when police suspect they involve “homosexual issues.”⁴⁴⁸

Since 2017, Haiti has experienced a marked increase in the proliferation of armed gangs that have filled a power vacuum amid the ongoing political instability in Haiti. The metropolitan area of Port-au-Prince has dozens of heavily armed groups battling for control over territory. The most publicized gangs are in districts such as Cité Soleil, La Saline, Village de Dieu, Gran Ravine, and Matissant. Repeated deadly clashes occur between rival gangs in Cite Soleil and Bel-Air, in particular, where the most important markets of the Haitian capital are concentrated. These neighborhoods are also strategic, as they represent major electoral constituencies that are active in politics. This suggests that armed clashes are likely to escalate during future election periods.⁴⁴⁹

The presence of armed gangs has led to an increase in violence and insecurity in Haiti, notably in group massacres, kidnapping, and gang rapes. Rights groups and authorities have recorded at least three major massacres causing the deaths of more than two hundred people between 2017 and 2019. Each time, innocent people, particularly the women living in these neighborhoods, are the main victims. Just like men, women often lose their material goods and businesses in fires during violent raids by armed groups. Like men, they are beaten and even killed. Many documented cases exist of gang rapes perpetrated by members of these armed gangs. According to reports, gangs seeking to grab power are

using rape as a systematic weapon of control, in addition to a means to repress women's mobilization, especially in poor neighborhoods. In the case of the 2018 La Saline massacre, available sources documented the rape of 11 women and girls—who received no support or medical advice following the atrocity.⁴⁵⁰

According to the United Nations Integrated Office in Haiti/*Bureau Intégré des Nations Unies en Haïti* (BINUH), gang members and unidentified gunmen were behind 172 suspected human rights cases, including 27 murders and 28 cases of violence resulting in injuries between June 1 and August 31, 2020.⁴⁵¹ During the same time period, cases of murder have decreased while the number of kidnappings has increased, from 25 in the previous three months (including seven women and seven children) to a total of 32 people (including nine women and three children). Some cases of kidnapping were also accompanied by rape.⁴⁵² The BINUH also referred to data from the national health system, which reported 457 cases of rape (of 164 women, 235 children, and 58 men) during the same period. In comparison, 43 rapes were reported to the PNH.⁴⁵³ These data illustrate the high level of underreporting of rape within the justice system.

Another consequence of insecurity is loss of livelihoods for women and men. For example, women often cannot go about their economic activities, especially small traders, since gangs control the territories where major markets are located.⁴⁵⁴ For men, roadblocks throughout the country have also blocked access to cultivated land, making upkeep and harvests impossible and leading to a decreased demand for farm labor.⁴⁵⁵ Insecurity has also led to internal displacement: during the period from 2017 to 2019, around 298 families fled their neighborhoods, without hope of returning or finding a new home.⁴⁵⁶ Insecurity has also brought mobility restrictions, as fewer modes of transportation are available because of the potential for armed roadblocks and accompanying violence. Several notable incidents resulting in theft and rape by armed gangs have occurred in several departments of the country, including the North and Artibonite.⁴⁵⁷ Restrictions on movement have prevented some women victims of GBV from seeking treatment and resources.⁴⁵⁸

ACCESS TO JUSTICE

DETENTION Prolonged preventive detention has gender-specific impacts on women and men. The construction of the Cabaret prison⁴⁵⁹ has improved the conditions for women's detention; nevertheless, the number of women imprisoned in pre-trial detention remains high, sometimes lasting several years. There is no separation of prisoners between young girls and adult women, nor between women in pre-trial detention and those already sentenced.

Sanitary conditions in the prison are dire, with no safe drinking water and a lack of privacy in the showers and toilets. Male guards in the prison outnumber female guards, posing a risk to the safety and privacy of female prisoners. Recreation time is limited to three hours per week in a courtyard; although the new prison has a dining hall, it is not in use. Prison authorities report that they do not have enough officers to oversee prisoners in these areas.⁴⁶⁰

Like women, men are held for long periods of pretrial detention. Men also face dire sanitary conditions similar to women, but typically have less space in their cells per person. This typically leads to inmates sleeping in shifts because of inadequate space and beds.⁴⁶¹

In 2019, a prison riot led to the murder of one male inmate and the rape of ten female inmates. Seven of the ten women who were raped were in prolonged pretrial detention.⁴⁶²

LGBTI persons are subject to arbitrary arrest and detention based on their sexual orientation or gender identity, whether real or perceived. Unwarranted stops and invasion of privacy has often led to physical violence against LGBTI persons.⁴⁶³

LEGAL AID The Law on Legal Aid/*Loi sur l'Assistance Légale*, issued in October of 2018, created a national legal support mechanism. However, none of the planned mechanisms are operational, and no budget has been allocated for the implementation of this law. The law does not include specific mechanisms for women and girls; however, Article 12 indicates that assistance is granted to all people who are in a situation of vulnerability or who are economically and financially precarious.

PERSONS WITH DISABILITIES While theoretically persons with disabilities have access to justice, they lack access in practice due to a number of factors. There is a lack of adequate infrastructure for those with physical disabilities. For example, there are only limited adapted and accessible communication services for persons with hearing and visual impairments, at all levels of the justice system (police stations, prosecution, courts, etc.). There is no universal sign language for the hearing impaired in Haiti, so even when the court identifies an interpreter, the interpretation is not necessarily accurate, further hindering access to justice for persons who are hearing impaired.⁴⁶⁴

Women with disabilities experience double discrimination related to their disability and their sex. Reporting systems for crimes against women with disabilities are not accessible, and perpetrators of such crimes take advantage of a failing and tolerant justice system. When victims file complaints of violence or harassment, they are not always taken seriously.⁴⁶⁵

LGBTI PERSONS LGBTI persons are frequently denied access to justice, despite a growing number of partnerships being formed between LGBTI associations and law firms to represent LGBTI persons during legal proceedings.⁴⁶⁶ Denial of justice to LGBTI persons manifests in a number of ways. LGBTI persons often decide not to report crimes because of their mistrust of the justice system. When reporting a crime to police, LGBTI persons and their loved ones are often met with refusal by police to take a report of the crime. Even when a report is officially filed, crimes that include harassment, physical and sexual assault, and murder of LGBTI persons are rarely investigated further, when police perceive that a LGBTI person is involved. Because crimes against LGBTI persons are rarely investigated, they rarely advance further in the judicial system.⁴⁶⁷ When they do advance, respect for the confidentiality of sexual orientation and gender identity among actors in the justice system is weak. In courtrooms, cases relating to sexual orientation and gender identity are public; people are often photographed while in the courtrooms, and victims are often exposed to mockery from officials and the public.⁴⁶⁸

GENDER-BASED VIOLENCE

GBV PREVALENCE AND MANIFESTATIONS GBV is a human rights violation that primarily impacts the lives of women, in both the public and private sphere. Sexual harassment is widespread in politics, the workplace, and places of study (see further discussion in Section 7, [Economic Growth and Agriculture](#); Section 8, [Infrastructure](#); and Section 4, [Education](#)). In the private sphere, recent data from EMMUS VI shows that, while the incidence of physical violence against women in general has remained more or less constant,⁴⁶⁹ there has been an increase in reports of intimate partner violence committed

against women.⁴⁷⁰ (See the discussion on GBV in the private sphere in Section 3 on [Health](#).) Cases of sexual exploitation and sexual abuse are also reportedly committed by peacekeepers in Haiti. Over a period of ten years between 2007 and 2017, 116 allegations of sexual exploitation and abuse were reported and 93 were confirmed. To follow up on these and other cases, the United Nations has assigned a staff member dedicated exclusively to advocacy for victims' rights.⁴⁷¹

BARRIERS TO JUSTICE IN CASES OF GBV One of the main bottlenecks for GBV survivors is the justice system. The degree of impunity for such cases remains very high, and the criminal justice system only deals with a small proportion of the complaints received, leaving most cases forgotten. A 2012 United Nations study concluded that very few complaints resulted in convictions. That analysis focused on a sample of 62 rape complaints filed between June and August 2010 in five police stations. Of the 62 cases, 45 were referred for prosecution. Of the cases referred, 25 were registered by the prosecution service, of which 11 were forwarded to the investigating judge. Four were rejected by the judge, and the others were still pending at the examining magistrate's office. No trial had taken place in any of the cases nearly two years after the complaint was filed.⁴⁷² The 2019 U.S. Department of State Human Rights Report confirms continuing impunity for crimes that include GBV and violence against persons with disabilities.⁴⁷³

In addition, women and girls who try to access justice, especially in cases of GBV, face many gender-based obstacles, ill treatment, and language barriers (women and girls, particularly from rural areas, predominately speak Creole, while the judiciary system uses French). Other obstacles include economic factors, dysfunction of the judicial system, and the incompetence of criminal justice system actors.⁴⁷⁴ Women lack knowledge of their rights and are reluctant to report cases of GBV, because of fear of stigma and social prejudice and because their relationship with the aggressor often includes financial dependence. Parents or guardians of survivors who are minors are also unwilling to report.⁴⁷⁵ Among women who experienced physical or sexual violence, 24 percent said they had sought help. Of those who indicated they had not sought help, the majority (54 percent) never told anyone.⁴⁷⁶ This is one of the reasons why the number of GBV cases brought to justice is so low.

Lack of financial resources to seek legal justice, or to seek protection at women's shelters, hampers women's ability to mitigate the impact of GBV.⁴⁷⁷ Women's caregiving burden, as well as reduced services from underfunded civil society groups, have also impacted the effectiveness of the justice system.⁴⁷⁸ In rural areas in particular, criminal cases of GBV are settled outside the justice system, a practice encouraged by prosecutors there.⁴⁷⁹ Women, especially in rural areas, often have no access to a public attorney.⁴⁸⁰

Women also fear reporting cases to the all-male legal systems (police and judiciary) who intimidate them.⁴⁸¹ For example, women who report GBV often experience harassment and accusations by the male police officers taking their report.

Traditional attitudes among predominately male police officers prevail when receiving complaints about sexual abuse and GBV. They question women about what they were wearing and insinuate that acts of GBV, including intimate partner violence, may be the women's fault. This discourages other female survivors from filing complaints once they have heard the experience of other women.⁴⁸²

"The first hurdle is whoever takes the complaint. You have the impression that the police officer who receives the complaint is asking you what you are even doing there. They say, 'This is your husband...aren't you going to reconcile with your husband? Are you the cause? I do not see where the problem is.' Police officers who receive complaints are not always up to the task."

— Key Stakeholder

JUSTICE SERVICES In the PEFH 2014–2034, the GOH explicitly states that it aims to take a comprehensive approach to addressing GBV, encouraging collaboration between all actors in the system including civil society, law enforcement, and justice systems, and emphasizing its commitment to support the needs of victims.⁴⁸³ Its action plan 2014–2020 includes constructing centers for victims of violence across the country, training police and judges on violence against women, and recruiting female police officers. However, there is little evidence of these accomplishments, as government support systems remain weak.⁴⁸⁴ Instead, different CSOs have been providing legal and other support services to GBV survivors, including SOFA in Port-au-Prince, Saint-Michel de l'Attalaye, and Jérémie, the Sun of Haiti Women's Association/*Association Femmes Soleil d'Haiti* (AFASDA) in Cap-Haitien, and Women Decide/*Fanm Decide* in Jacmel. Kay Fanm provides legal assistance and receives referrals from GHESKIO Centers.⁴⁸⁵ They are members of the National Concertation Against Violence Against Women/*Concertation Nationale Contre les Violences Faites aux Femmes* (CNCVFF), which was initiated in 2003 as the primary coordination and oversight mechanism for the national plans related to GBV prevention and response.⁴⁸⁶ (See the next section, on [Human Rights](#), for further discussion on how GBV impacts LGBTI persons and women with disabilities, and on GBV underreporting.)

GBV DATA COLLECTION As outlined in the national plans related to GBV prevention and response,⁴⁸⁷ the CNCVFF has the responsibility to develop a generalized data collection system to provide accurate and complete data on the incidence of violence against women. CNCVFF developed a single data collection sheet that all institutions in contact with women GBV survivors should use to document cases. The objective was to remedy the disparate and inconsistent data collection—even from the same GBV survivor—by the myriad national and international organizations working for protection of women. It is unclear whether this system is still functional, as the most recent available CNCVFF data report as for the period July 2011 to June 2012.⁴⁸⁸

The PNH has its own system for tracking cases of GBV. Each police station across the country records the number of GBV reports filed and sends that number to the PNH's Women's Affairs Coordination Unit. The Women's Affairs Coordination Unit in turn reports them to the General Management Office of the PNH. However, the numbers are not publicly disseminated.⁴⁸⁹

HUMAN RIGHTS

LAND AND INHERITANCE RIGHTS A range of legal and social factors affect women's ability to enjoy equal land and inheritance rights. Current inheritance laws provide equal rights to male and female heirs. However, current practices tend to prioritize the male heirs in land succession, with female heirs typically receiving smaller shares of inherited land. The non-recognition of *plaçage* as a form of matrimonial union, and the fact that the majority of the population lives outside marriage, also disadvantages women from securing land tenure, especially in cases of separation and dissolution of unions. Women are also less likely to take legal action to secure land inheritance because of their general mistrust of the judicial system.⁴⁹⁰

WOMEN AND MATRIMONIAL/DIVORCE RIGHTS Women and men enjoy equal rights when filing for divorce. Child custody is decided by prioritizing the best interests of the child, in theory. In practice, however, children are left only to mothers. A 1982 decree revoked earlier provisions that established unequal treatment between men and women in divorce cases.

PERSONS WITH DISABILITIES The Haitian state submitted its report of the Convention on the Rights of Persons with Disabilities in 2017.⁴⁹¹ Under the Law on the Integration of Persons with Disabilities/*Loi Portant sur l'Integration des Personnes Handicapées*, which came into effect in May 2012, symbolic measures were taken to integrate persons with special needs into public administration. Forty-nine persons with disabilities assumed public administrative roles because of these special measures. The MENFP also grants scholarships to persons with disabilities; the Office of the Secretariat of State for Persons with Disabilities/*Bureau du Secrétaire d'État à l'Integration des Personnes Handicapées* offers them *ad hoc* grants.⁴⁹² Higher education opportunities are limited for persons with disabilities, especially for those from the poorest families.⁴⁹³

There are not enough tools developed to increase accessibility for people with special needs—for example, providing the visually impaired with the tools to read.⁴⁹⁴ To improve accessibility for persons with disabilities in public spaces, the GOH has created several initiatives, including bus stops for persons in wheelchairs in November 2015 and the modification of certain privately-owned company buses (such as *Dignity*) to improve public transport. Ramps have also been installed in some public buildings, such as schools, hospitals, town halls, and ministries.⁴⁹⁵

LGBTI PERSONS Homophobia is growing in Haiti. Since the promulgation of the revised Penal Code by decree, in June 2020, religious sectors have organized protest movements and been hostile to LGBTI persons' rights.⁴⁹⁶ In 2016, waves of homophobic action and GBV against LGBTI persons and the LGBTI community were recorded in Haiti. A cultural event with LGBTI persons was banned by the Port-au-Prince prosecutor's office, supported by the Chairman of the Justice, Security, and National Defense Commission in the Senate. LGBTI persons are subject to threats and verbal and physical attacks from religious groups, without protection by public forces.⁴⁹⁷ In November 2019, the Director of the Haitian organization for LGBTI persons, *Kouraj*, was assassinated in his home.⁴⁹⁸

The Senate, in 2017, passed two bills that criminalize homosexuality. The first prohibits LGBTI persons from being granted “Certificates of Good Life and Morals”; the second banned gay marriage, as well as any public demonstration of support or defense of rights of LGBTI persons. According to the proposed law, “the perpetrators, co-perpetrators and accomplices” of a same-sex marriage could face a three-year prison sentence and a fine of around \$8,000. LGBTI persons cannot hold public office until they are

rehabilitated after proving their heteronormativity. It should be noted that the “Certificate of Good Life and Morals” is required to access certain university spaces and to seek certain professional or elective positions.⁴⁹⁹ This pending proposal represents a step backward in terms of human rights. After Senate analysis these two proposals were submitted to the Chamber of Deputies, but they could not be analyzed, as the Parliament lapsed in January 2020.

Some LGBTI persons’ organizations have found that during COVID-19—similar to the conditions after the earthquake—discrimination against this community has increased. This is because many people view COVID-19 as a divine retribution to punish the world because of people who identify as LGBTI.⁵⁰⁰

Despite challenges, the LGBTI community has evolved and grown stronger. The Anti-AIDS and Sexual Discrimination Research and Action Group/*Groupe de Recherche et d'Action Anti-Sida et Anti-Discrimination Sexuelle*, now known as SEROvie, was the only formal LGBTI organization until 2010. SEROvie provides free HIV treatment and prevention services for LGBTI persons in Haiti.⁵⁰¹ Since then, several LGBTI persons’ organizations have formed, in several departments of the country. There are currently about ten in the West and at least one in each of the Artibonite, North, South, and North-East departments. Woman in Action Against Sexual Stigma and Discrimination/*Femme en Action Contre la Stigmatisation et la Discrimination Sexuelle* and Northern Rebellious Women's Association/*Association des Femmes Revoltées du Cap Haïtien* are dedicated specifically to the cause of women who have sex with other women.⁵⁰² A number of these LGBTI persons’ organizations provide various services to the community they serve. Courage/*Kouraj* provides free legal assistance as well as HIV/AIDS prevention and testing to LGBTI persons who have experienced homophobic violence and GBV.⁵⁰³ The organizations vary in the level of their program management capacity and their engagement on the ground in the fight for the promotion and defense of LGBTI persons’ rights.⁵⁰⁴

While LGBTI rights organizations are searching for a common strategy, they also search for alignment with other national organizations. There is not yet a clear connection between women’s rights movements and efforts to support persons living with HIV/AIDS, workers, peasants, etc., and such organizations have not established a general movement against exclusion and discrimination. However, there are nascent and occasional contacts between some LGBTI persons’ organizations, women's organizations, and human rights organizations.⁵⁰⁵

HUMAN TRAFFICKING

Haiti remains a country of origin, transit, and destination for women, men, girls, and boys sold into forced labor, domestic servitude, and prostitution.⁵⁰⁶ The profile of potential trafficking victims is diverse. They are most often migrants and unaccompanied children. Haitian adults and children are exposed to fraudulent recruitment and forced labor, primarily to be sent to the Dominican Republic, other Caribbean countries, South America, and the United States.⁵⁰⁷ As a result of the ongoing humanitarian crisis, trafficking of girls in particular has increased, according to anecdotal evidence.⁵⁰⁸

Internal trafficking cases also involve children in a form of domestic servitude known as *restavèk*. They are frequently physically abused, work for free, and have a much lower rate of schooling than other children.⁵⁰⁹ This predominately impacts girls; it has increased during the current humanitarian crisis caused by political instability, insecurity, and COVID-19.⁵¹⁰ Children trying to escape this situation most often become street children, becoming exposed to other dangers like gang recruitment and violence. Children in orphanages are also at risk of being trafficked, particularly because of weak state regulation

in this sector. The traffickers also target children in private residential care centers funded by NGOs.⁵¹¹ Human trafficking is reportedly high in border areas, where women are introduced into prostitution rings.⁵¹² Foreign nationals, particularly female citizens of the Dominican Republic and Venezuela, are particularly vulnerable to sex and labor trafficking in Haiti.⁵¹³

A recent journalistic investigation brought to light a little-known phenomenon: the sale of girls to become concubines in the area of Verrettes in Artibonite. While previously only adult women were targeted, now girls over age 14 are potential victims. The root cause of this form of human trafficking is both cultural, as this practice is considered a regional tradition, and economic, as families use this strategy to overcome financial difficulties.⁵¹⁴

The law on trafficking in persons created an inter-ministerial and inter-sectoral body called the National Committee for the Fight against Trafficking/*Comité National de Lutte contre la Traite* (CNLTP) to coordinate counter-trafficking activities. The GOH also inaugurated a Land Border Police Directorate/*Police Frontalière (Polifront)* on December 27, 2017. However, despite the existence of a 2017–2022 action plan and the legal obligation of the government to create a fund dedicated to counter trafficking, the various national budget committees have still not approved a fund to help victims of trafficking.⁵¹⁵ There is no standardized system for tracking the number of trafficking victims.⁵¹⁶

Counter-trafficking activities in Haiti focus on raising awareness and training law enforcement officers and judicial personnel. For example, the CNLTP carries out awareness-raising activities to combat trafficking in persons, including campaigns throughout the national territory using radio broadcasts. Two telephone lines remain active for cases of trafficking: the green line 840 put in place in collaboration with the IOM, and line 188 that the GOH administers, through the Minor Protection Bureau/*Bureau de Protection des Mineurs* to report abuse of minors.⁵¹⁷ Training programs have reached a large number of actors in the legal system and immigration department, aiming to better inform them and better equip them for case prevention and case processing.

Despite these efforts, trafficking goes largely unpunished. There are few convictions, even though many arrests are made. Observers have made allegations that justice officials in border jurisdictions, such as justices of the peace, sometimes accept bribes to free detained suspected traffickers, which has helped to create an environment in which traffickers operate largely with impunity.⁵¹⁸

5.2 KEY RECOMMENDATIONS FOR SECTOR 3: DEMOCRACY, RIGHTS, AND GOVERNANCE⁴

The following recommendations align with USAID J2SR sub-dimensions 1, 2, 4, 5: open and accountable government, inclusive development, government capacity, and civil society capacity.

⁴ In accordance with [EO 13950](#), USAID has put a hold on all upcoming training, seminars, and other related fora on diversity and inclusion pending an Agency and Office of Personnel Management review of the content of these programs (see Executive Order and OMB Guidance). It may also be helpful to review Agency Notices numbers 09214 and 10196. Mission staff reviewing these recommendations should seek guidance from Mission leadership prior to moving forward with any training events.

RECOMMENDATIONS: PARTICIPATION AND LEADERSHIP IN POLITICS AND GOVERNANCE

- Support the COTEM to develop a legally-enforced sanctions system in the event of non-compliance with the mandatory 30-percent quota in public administration and within political parties.
- Conduct an awareness-raising campaign among politicians, journalists, teachers and community leaders on women's rights and gender equality, to make them better understand the genuine, free and democratic participation of women and men as equals in political and public life. This should include awareness-raising related to inclusive politics for participation of LGBTI persons and persons with disabilities.
- Support women's organizations that campaign for increased women's political participation, to identify potential women candidates and provide needed support and leadership training that builds on community leadership. **WEE**
- Provide support and resources such as fundraising training, campaign technical assistance, security detail, and leadership capacity-building to female candidates for elected office, candidates with disabilities, and candidates who identify as LGBTI. **WEE**
- Strengthen the legal protections for female candidates and politicians against electoral violence with specific provisions and penalties in the new Penal Code and eventual GBV law.
- Encourage political parties to modernize and exercise inclusive leadership that takes into account diverse groups that often face political exclusion, such as persons with disabilities, women, male and female youth, peasants, and LGBTI persons.

RECOMMENDATIONS: GOVERNANCE

- Partner with other donors and technical partners, the GOH, and the private sector to create a sustainable funding plan to enable the MCFDF to implement the PEFH 2014–2034. The funding strategy should include clear financing paths for: the evaluation of the 2014–2020 action plan for gender equality policy; the development of a new action plan for the next six years; implementation of the new gender policy action plan and the plan to combat violence against women; revitalization of consultation and partnership spaces; and systematic implementation of GRB. **WEE**
- Support development of the state-financed gender fund as defined in the framework of the PSDH to support women's rights organizations working to prevent and respond to GBV and other GEWE-related work.
- Prioritize awards to local women's organizations through USAID/Haiti's Small Grant Facility; support organizational capacity-building to these organizations to access higher dollar amounts of funding in the future.

RECOMMENDATIONS: ACCESS TO JUSTICE

- Partner with CSOs, existing legal aid offices, bar associations, and feminist/women's rights organizations to strengthen quality, increase numbers throughout Haiti, and ensure financial sustainability of legal aid offices.

- Support mechanisms to ensure cases of violence and discrimination against women are taken to criminal courts instead of being settled through mediation.
- Advocate for inclusive legal proceedings to be conducted in the language of the survivor's choice, and for mechanisms to be put in place to facilitate persons with disabilities such as hearing and visual impairment to have the translators and tools necessary to ensure their involvement in the proceedings.
- Provide specialized training to judges, prosecutors, lawyers, members of the police, and related service professionals on all issues related to GBV as well as on communities facing discrimination, such as LGBTI persons and persons with disabilities.

RECOMMENDATIONS: GBV AND POLICING, RULE OF LAW, AND SECURITY

- Conduct direct advocacy with the GOH and the Parliament for the passage of the draft law to combat GBV.
- Support the CNCVFF, the Haitian Institute of Statistics and Computing/*Institut Haïtien de Statistique et d'Informatique* (IHSI), and the PNH to update and operationalize a reliable national data collection system on GBV.
- Improve coordination among United Nations agencies, other international organizations, and bilateral donors to maximize efforts to reduce violence against women and girls. Consider building on and expanding the Spotlight 2020–2023 project that seeks to prevent and respond to GBV in a systematic and cohesive manner, including addressing cultural and social norms that normalize GBV.
- Provide financial and technical resources for the coordinated and effective implementation of initiatives to GBV, as outlined in the National Plan to Combat Violence Against Women.
- Provide technical and financial assistance to the PNH Coordination of Women's Affairs department to increase the number of gender units in police stations across Haiti, to guarantee better prevention, reception, and follow-up of cases, care of GBV survivors, and data collection around GBV.
- Support the application of the 30-percent quota in the legal system through special measures that could include creation of incentives and awareness programs to support the integration and promotion of women in the police and judiciary. These measures could include development of programs that encourage high school graduates to register for the police academy or to enroll in law at the university and provide mentorship opportunities to incoming female police and judges. **WEE**
- Advocate for revision of the 2017–2027 National Plan to Combat Violence Against Women to address GBV more broadly, including violence against LGBTI persons.
- Design and implement, in cooperation with civil society, awareness programs, particularly in rural and isolated areas, to disseminate positive and non-caricatured representations of women and to ensure that they are better informed of their rights; explain basic concepts of law so that women understand how to exercise their rights.

- Intensify efforts to raise public awareness and eliminate stigma towards survivors of GBV, through strategic press campaigns and coherent educational programs.
- Put in place mandatory capacity-building programs for law enforcement officers, health professionals, educators, and social workers on how to provide holistic and inclusive assistance to GBV survivors.

RECOMMENDATIONS: HUMAN RIGHTS

- Advocate for the repeal of all discriminatory provisions, in particular those contained in the current Civil Codes, and for the adoption of new provisions guaranteeing equal rights for women and LGBTI persons as well as passage of the 2020 draft Penal Code—which includes new gender equality and inclusion provisions—by the next elected Parliament. **WEE**
- Support establishment of a precise timetable during the 51st legislature for the adoption and promulgation of all human rights bills under consideration, particularly those relating to gender equality, combating GBV, conditions of work for domestic workers, and the recognition of consensual non-formal unions (*plaçage*). **WEE**

RECOMMENDATIONS: HUMAN TRAFFICKING

- Support the CNLTP with technical and financial resources to effectively implement the national counter-trafficking plan, with special focus on preventing domestic slavery and forced prostitution.
- Provide law enforcement agencies with continuous capacity-building programs to rapidly detect cases of trafficking, and to guide and assist victims; carry out national education and awareness campaigns on the risks and the criminal nature of trafficking.
- Support programming that addresses the root causes of trafficking and exploitation of women, including poverty; promote the recovery and social reintegration of victims through assistance, rehabilitation services, and potential income-generating activity. **WEE**

5.3 ASSUMPTIONS AND RISKS

- The GOH has the political will to enforce the 30-percent gender quota in public administration.
- The GOH and its security forces have the capacity to control electoral violence against women.
- Free, fair, and transparent parliamentary elections take place in the proximate future.
- The GOH gains control over the growing insecurity and power of armed gangs.
- Women candidates and leaders feel secure enough to participate in political and appointed offices.
- Technical and financial partners (donors) agree to financially back implementation of the 2014–2034 Policy on the Equality between Women and Men, including the related plans.
- The GOH has the political will to find sustainable funding for implementing the 2014–2034 Policy on the Equality between Women and Men, its related plans, and the MCFDF.

- Media does not inadvertently perpetuate harmful gender norms, especially related to GBV.
- Civil society programming takes into account the unique risks and dangers to female activists and civil society members, including risks related to electoral violence.
- Prominent women's and human rights organizations adequately represent diverse groups of women and LGBTI persons.

5.4 ILLUSTRATIVE INDICATORS

KEY ILLUSTRATIVE INDICATORS, BY KEY THEME	
KEY THEME	ILLUSTRATIVE INDICATORS
Participation/leadership in politics/governance	DR.3.3-2 Number of USG-assisted political parties implementing initiatives to increase the number of candidates and members who are women, youth, and from marginalized groups DR.4-1 Number of USG-supported activities designed to promote or strengthen the civic participation of women DR.4.2-2 Number of civil society organizations (CSOs) receiving USG assistance engaged in advocacy interventions
Governance	DR.4.3-1 Number of USG-assisted civil society organizations (CSOs) that participate in legislative proceedings or engage in advocacy with national legislature and its committees
Access to Justice	DR.6.3-1 Number of individuals from low-income or marginalized communities who received legal aid or victim's assistance with USG support (see reference sheet for important guidance) GNDR-9 Number of training and capacity-building activities conducted with USG assistance that are designed to promote the participation of women or the integration of gender perspectives in security sector institutions or activities
GBV	GNDR-6 Number of people reached by a USG-funded intervention providing GBV services (e.g., health, legal, psycho-social counseling, shelters, hotlines), disaggregated by sex
Human Rights	GNDR-1 Number of legal instruments drafted, proposed, or adopted with USG assistance designed to promote gender equality or non-discrimination against women or girls at the national or sub-national level GNDR-5 Number of legal instruments drafted, proposed, or adopted with USG assistance designed to improve prevention of or response to sexual and gender-based violence at the national or sub-national level
Human Trafficking	PS.5.1-25 Number of victims of human trafficking receiving services (medical, repatriation, legal, transportation, etc.), disaggregated by sex PS.5.1-27 Number of survivors of human trafficking who have gained sustainable livelihoods through U.S. State Department and USAID foreign assistance, disaggregated by sex PS.5.1-29 Number of TIP victims referred for protection services, disaggregated by sex PS.5.2-22 Number of police, border patrols, prosecutors, judges, and social workers trained on the investigation and prosecution of trafficking cases, disaggregated by sex

PS.5.2-23 Number of anti-TIP policies, laws, or international agreements developed or strengthened

PS.5.3-15 Number of people trained in the prevention of human trafficking, disaggregated by sex

6. GENDER ANALYSIS FINDINGS AND RECOMMENDATIONS: SECTOR 4 – ENVIRONMENT

SNAPSHOT OF RELEVANT STATISTICS⁵¹⁹

- Estimates project solid waste production in the greater Port-au-Prince area between 1,700 and 1,750 tons per day.
- One study found more than a 50-percent decrease in average per capita waste generation in Cape Haitian, Haiti's second largest urban center, from 0.6 to 0.21 kg/capita/day.⁵²⁰
- The government estimates it would cost \$370 million to increase solid waste collection from 20 percent to 90 percent by 2022.⁵²¹
- Centuries of human-caused deforestation have reduced forest cover from 60 percent to about 2 percent in Haiti.⁵²²
- The Food and Agriculture estimates that, as of 2016, there are 359.74 (1,000 ha) of forest remaining.
- As of 2008, out of 1,018,951 landholders, 257,670 (25.3 percent) were female.⁵²³
- In 2001, 23.5 percent of women reported owning property.⁵²⁴
- Haiti is ranked as one of the most vulnerable countries in the world to climate change.⁵²⁵

6.1 KEY FINDINGS FOR SECTOR 4: ENVIRONMENT

SOLID WASTE MANAGEMENT

The mismanagement of solid waste in Haiti is a public health and environmental threat. Poor waste management negatively impacts the environment, including soil, water and air pollution, with direct health implications. The most vulnerable in populations are the most affected, such as the elderly, pregnant women, infants, and those who are immunocompromised.⁵²⁶

“There is a real need for training and capacity building in solid waste management in Haiti. The level of knowledge generally remains rudimentary at all levels of the hierarchy. Once women are organized and trained in solid waste management where they can earn a minimum income in collection, sorting, recycling, resilience would be ensured, and permanence of management would be effective.”

— Key Stakeholder

In urban areas, 85 percent of waste is collected door-to-door.⁵²⁷ In rural areas, just 30 percent of waste is collected in this manner. In the LAC region, Haiti's collection level is the lowest, at 12 percent overall.⁵²⁸ The solid waste management system in Haiti, like other sanitation sectors, suffers from a lack of resources, poor governance, political instability, natural disasters, and urbanization.⁵²⁹ Poor infrastructure imposes a significant toll on women, as the primary managers of household waste. Additionally, women bear the burden of managing pre-collection, despite lack of storage space for garbage.⁵³⁰

The sector is run by the National Service of Solid Waste Management/*Service National de Gestion des Résidus Solides* (previously the Metropolitan Solid Waste Collection Service/*Service Métropolitain de Collecte des Résidus Solides*). It is poorly funded by the GOH and must rely on funding from international donors.⁵³¹ It is difficult to determine the exact number of workers in the sector; the GOH is reported to use it to award jobs to supporters and is reluctant to provide data.⁵³² Additionally, the sector includes informal workers, for whom scavenging is a means to survive.⁵³³ Community organizations are involved in solid waste management in rural areas and working-class neighborhoods, although their participation may be limited to communication and awareness-raising activities.⁵³⁴

For workers hired by the government, tasks are assigned based on physical strength; men usually drive, load, and unload garbage trucks, while women sweep the streets.⁵³⁵ This is similar to findings from other countries in the region.⁵³⁶ In one study, GOH officials reported that female workers were more efficient in sweeping activities, as male workers were more often late.⁵³⁷ In the private sector, companies provided the same rationale for the division of labor, hiring male workers only for physically challenging tasks.⁵³⁸ Men make more money as informal waste collectors than as formal collectors for the government.⁵³⁹ The same holds for women in the formal solid waste sector, who did not make as much money as women in the informal sector. (In one study, however, several women in the informal sector did not respond to this question.⁵⁴⁰) In a regional study of waste management and recycling, women were represented in greatest numbers at the base of the recycling value chain, most often as informal waste-pickers and recyclers, with limited upward mobility. Women lack access to equipment, vehicles, and waste as compared to men; thus, women were less able to access, collect, and transport larger volumes or higher-value recyclables.⁵⁴¹

Male youth are more likely to work for private firms than for government sanitation units. According to one state official, “they are afraid of being called ‘garbage men’ by their peers or society at large.”⁵⁴² Youth also report that pay is poor in the formal waste sector when compared with opportunities in the informal economy.⁵⁴³ Further, the private sector tends to prefer hiring youth workers because of their physical strength and efficiency, since customer service is an important consideration in a competitive market.⁵⁴⁴

One-third of women interviewed in a waste collection study were involved in scavenging activities.⁵⁴⁵ Children (typically between the ages of 9 and 14) also scavenge in Port-au-Prince, due to extreme poverty.⁵⁴⁶ As an income-generating activity, scavenging can be attractive for women because it allows them to bring their children and provides flexible hours. Women face several challenges while working in this sector, including safety and health risks and the burden of social stigma.⁵⁴⁷ Safety concerns include collecting waste at night and working in hidden corridors of the city, where they are more vulnerable to attack.⁵⁴⁸ Health risks include respiratory illness, injuries due to the handling of waste materials, exposure to hazardous chemical, biological and medical waste, stress, and fatigue caused by the double burden of managing both household activities and informal workloads.⁵⁴⁹ COVID-19 has exacerbated health and safety risks for women, as there is an increase in exposure to infected biological and medical waste.⁵⁵⁰ Lack of access to health care and limited insurance also hinders women’s ability to work.⁵⁵¹ Finally, women, as well, suffer the burdensome social stigma of working in this sector.⁵⁵²

FOREST AND WATER RESOURCE PLANNING, MANAGEMENT, AND GOVERNANCE

DEFORESTATION AND WATERSHED DEGRADATION Deforestation presents a grave obstacle to environmental sustainability in Haiti. Global Forest Watch reports a 9.7 percent decrease in tree cover

globally since 2000.⁵⁵³ In Haiti, tree cover loss from 2001 to 2019 was 8 percent, and 1.2 percent of loss occurred in areas where the dominant drivers of loss resulted in deforestation.⁵⁵⁴ From 2001 to 2012, Haiti gained less than 0.1 percent of the global tree cover gain.⁵⁵⁵ In Haiti, there are many causes of deforestation, including industrialization, urbanization, political policies (formal and informal), agricultural technologies, and socio-cultural and demographic factors.⁵⁵⁶ Economic drivers include a desire to grow cash crops, illegal logging payments, lack of access to credit (forcing the need to find other ways to make ends meet), and impunity because of a lack of policies and policy enforcement (though the government has unsuccessfully tried to protect land).⁵⁵⁷

The charcoal value chain also impacts tree cover decline and deforestation in Haiti. Harvesting wood provides a consistent source of income through the production of charcoal.⁵⁵⁸ Men are primarily responsible for felling timber and transforming it into charcoal.⁵⁵⁹ Men are also the ones who own trees and can sell them to others, even while still maintaining them on their own land.⁵⁶⁰

“More and more forest areas are becoming scarce to make room for cultivable areas and habitats. Reforestation is useless if deforestation continues to occur at this rate. Good governance of protected areas should be supported. In this, set up associations of women capable of establishing themselves in their communities.”

— Key Stakeholder

After the production of charcoal, women and children participate in sorting and bagging the charcoal to prepare it for market.⁵⁶¹ Women are responsible for the retail sale of charcoal. Particularly during periods of climate shocks, such as hurricanes, fallen trees make it easier to collect wood for production.⁵⁶² The country made as much as \$35 million from the sale of charcoal after Hurricane Matthew.⁵⁶³ Charcoal also serves as an easy replacement for crops lost during periods of drought.⁵⁶⁴ However, that means rural women must travel further in search of wood for cooking.⁵⁶⁵

Deforestation and watershed degradation have economic and other consequences for both men and women. For men, deforestation leads to soil erosion and affects their ability to grow cash crops, as tree elimination can be harmful to topsoil. Women, who usually grow subsistence crops on small plots of land, are equally affected, as erosion, drought, loss of clean water sources, and other climate consequences of deforestation hamper their ability to subsist on the produce and profits from these small farms.⁵⁶⁶ Deforestation damages aquatic ecosystems, affecting water quality and quantity, water flow, and fish habitats.⁵⁶⁷ This can affect women's roles and responsibilities related to household water supply. Women manage their family's health, hygiene, and sanitation needs, as well as food needs including fish consumption. Watershed degradation and diminution due to deforestation make it difficult for women to perform these functions. (See also Section 9 on [Water Supply and Sanitation](#) for a discussion of how women's time burden increases as watersheds and water sources become depleted.)

FOREST MANAGEMENT ROLES AND RESPONSIBILITIES While there is a dearth of information on gender and forest resource management in Haiti, research on gender and agroforestry suggests some common themes in terms of gendered roles and responsibilities, access to resources, and decision-making.⁵⁶⁸ Female farmers are more likely to be involved in taking products to market and trading, whereas male farmers are more involved in production.⁵⁶⁹ Lumber, however, is an entirely male undertaking.⁵⁷⁰ Research shows that female-headed households plant fewer trees than male-headed households.⁵⁷¹ This may be because women lack information about environmental initiatives, as they are considered secondary on the community level. Women are also disadvantaged by lack of information

access, lower educational status, and lack of access to inputs and resources.⁵⁷² One exception may be the emergency notifications during natural disasters, such as earthquakes or floods, when women as well as men receive text message alerts and can respond more quickly. However, generally women lack access to technology, social networks, and information, which is exacerbated by time poverty due to household and family responsibilities.⁵⁷³

Research shows that women are more knowledgeable about trees than men.⁵⁷⁴ Women are known as users of forest products, while men are sellers. In one study women, more than men, valued more profitable trees.⁵⁷⁵ Since women are typically the ones responsible for feeding the family, paying school fees, and managing household finances, their focus on profits is unsurprising.⁵⁷⁶ Farmers who had more education (usually male farmers) also had an awareness of degradation and the negative effects of tree cutting; they felt financially motivated to maintain tree cover on their farms.⁵⁷⁷ During one study, fewer men than women admitted to cutting trees, and those that did so suggested it was for economic purposes, such as for making charcoal, firewood, furniture, or farming responsibilities.⁵⁷⁸ Farmers, both male and female, also stated that barriers to replanting trees include the cost, lack of irrigation, and lack of land and labor (although labor was cited more by men than women).⁵⁷⁹

To address reforestation and watershed management in coastal areas, a United Nations Development Programme (UNDP) project held focus groups that discussed complementary approaches to reforestation between women and men. Men wanted to plant trees that produced charcoal and lumber, and women wanted trees that produced fruit for consumption and market sales. A compromise was reached where men and women co-managed sapling nurseries that contained four types of fruit trees, as well as trees for charcoal and construction; the trees were distributed to small farms, helping to protect both the soil and water sources.⁵⁸⁰ As the project notes: “Finding ways to strengthen women’s voices in community-level environmental management is essential from an adaptation perspective, as women and men have complementary interests and knowledge systems around natural resource management.”⁵⁸¹ At the community level, there is some evidence that women’s groups are organizing themselves to address issues related to natural resources management. One respondent noted that, through mutual solidarity and other self-help groups, women in that region are working to become more informed and have a greater impact.⁵⁸² These efforts, combined with greater awareness from men’s groups and others, can serve to push back against the marginalization women face in environmental issues.

FOREST AND WATERSHED GOVERNANCE Attitudes of both women and men put women at a disadvantage regarding leadership in the natural resources sector. One respondent cited men’s intolerance of women in leadership roles—for example, as leaders of Watershed Management Committees at the municipality level.⁵⁸³ However, women also express reluctance to participate in decision-making in “typically masculine” spaces. Resistance on the part of both men and women makes it difficult to promote greater gender equality.⁵⁸⁴ Another barrier may be the lack of awareness of a national policy on gender equality.⁵⁸⁵ One respondent noted that, when women are in positions of leadership, they more easily share the knowledge learned with other members of the community and are better able to diffuse emerging conflicts.⁵⁸⁶ Research shows that mixed-sex natural resources management groups are more effective in strengthening governance and conservation than men-only groups.⁵⁸⁷

LAND TENURE Land tenure is central to reforestation decision-making, but women are disadvantaged by a lack of property rights, particularly those in *plaçage* relationships.⁵⁸⁸ (See Section 5 on [Democracy](#),

Rights, and Governance and Section 7 on [Economic Growth and Agriculture](#) for more detailed discussion on land tenure and property rights, as well as related recommendations to strengthen land tenure in the Economic Growth and Agriculture section.)

6.2 KEY RECOMMENDATIONS FOR SECTOR 4: ENVIRONMENT⁵

The following recommendations align with USAID J2SR sub-dimensions 2 and 3: inclusive development and economic policy.

RECOMMENDATIONS: SOLID WASTE MANAGEMENT

- Engage women and youth in programs that promote environmentally-conscious waste management practices, such as PeaceCYCLE—raising awareness around eco-friendly practices for waste and working to create a more dignified approach to those working in this sector. Include women and youth at all levels in project-planning and evaluation activities.
- Develop partnerships with successful private enterprises that recycle plastic wastes (e.g., Thread International and Plastic Bank-Henkel) to provide training and mentorship to women to start their own SMEs in this sector. This should be accompanied by assistance to secure financing and loans. **WEE**
- Support a behavior change communications program to demystify waste and recycling as masculine work, at all levels of the value chain. Programs should engender the waste management and recycling sector by supporting awareness-raising and capacity building interventions for key recycling value-chain stakeholders as well as academic and technical institutions.⁵⁸⁹
- Promote health and safety awareness about waste management at health centers, to offer life-saving information for women and children to increase their resilience to work in the sector. **WEE**
- Support creation of a citizen-led monitoring and security system of public spaces where waste is collected during evening hours. **WEE**

RECOMMENDATIONS: FOREST AND WATER RESOURCE PLANNING, MANAGEMENT, AND GOVERNANCE

- Engage municipalities in promoting women's leadership in natural resource management by having them collaborate with local women's groups to discuss typical barriers women face and how the municipalities can be more proactive in addressing those barriers at the local level.

⁵ In accordance with [EO 13950](#), USAID has put a hold on all upcoming training, seminars, and other related fora on diversity and inclusion pending an Agency and Office of Personnel Management review of the content of these programs. (see Executive Order and OMB Guidance). It may also be helpful to review Agency Notices numbers 09214 and 10196. Mission staff reviewing these recommendations should seek guidance from Mission leadership prior to moving forward with any training events.

- Develop locally-led community workshops where men and women work together to solve challenges related to natural resources management. The workshops should include critical reflection dialogues about gender roles related to nature, wealth, and power, and how strategic interventions can result in economic opportunity and shared prosperity.
- Gain community buy-in on the advantages of shared power and decision-making authority, using a cost-benefit approach that promotes equitable systems of power.
- Involve women in the design, implementation, and monitoring of water and land resources, capitalizing on their traditional knowledge of the environment. Create spaces for their voice and contributions to decision-making at local levels by emphasizing conservation benefits in addition to the economic benefits associated with natural resources management.
- Incentivize women's conservation of forest resources through cash payments for improved management.
- Foster commitments from the government, international donors, and local NGOs to seek women's perspectives when crafting policy to address gender concerns.
- Develop behavior change programming that sensitizes local and traditional male leaders on the benefits of inclusive natural resources management. Sensitization and awareness messages should focus on knowledge sharing, the economic advantages of incorporating women's perspectives, and the opportunity to mobilize the community to improve the environment and access resources. Use gender-sensitive indicators that help to measure changes in attitudes and perceptions around women's empowerment resulting from the behavior change programming.

ASSUMPTIONS AND RISKS

- The security situation in Haiti does not deteriorate further, which would hinder citizen-led monitoring and security systems functioning during evening hours.
- Women are sufficiently interested and motivated in participating in natural resource planning, management, and governance.
- Men are open to shared and gender-equitable natural resource management roles and responsibilities and to compromises on land use.
- The GOH will maintain recent innovations in land title registry.
- The economic situation does not deteriorate further leading to increased strain on natural resources.

6.4 ILLUSTRATIVE INDICATORS

KEY ILLUSTRATIVE INDICATORS BY KEY THEME	
KEY THEME	ILLUSTRATIVE INDICATORS

Solid Waste Management	Percent of women reporting feeling safe when participating in waste management activities Percent of women and men having knowledge of health concerns and prevention related to working in solid waste management Number of improved solid waste management mechanisms put in place with USG assistance
Forest and Water Resource Planning, Management, and Governance	HL.8.5-1 Number of people benefiting from the adoption and implementation of measures to improve water resources management as a result of USG assistance EG.10.2-3 Number of people with improved economic benefits derived from sustainable natural resource management or biodiversity conservation as a result of USG assistance, disaggregated by sex EG.10.2-3 Number of people trained in sustainable natural resources management or biodiversity conservation as a result of USG assistance, disaggregated by sex EG.10.4-1 Number of specific pieces of land tenure and property rights legislation or implementing regulations proposed, adopted, or implemented positively affecting property rights of the urban or rural poor as a result of USG assistance EG.10.4-2 Percent of individuals trained in land tenure and property rights as a result of USG assistance who correctly identify key learning objectives of the training 30 days after the training EG.10.4-7 Number of adults provided with legally recognized and documented tenure rights to land or marine areas, as a result of USG assistance, disaggregated by sex GNDR-4 Percentage of participants reporting increased agreement with the concept that males and females should have equal access to social, economic, and political resources and opportunities Percent of persons who agree that women and men should lead equally in natural resources management, disaggregated by sex

7. GENDER ANALYSIS FINDINGS AND RECOMMENDATIONS: SECTOR 5 – ECONOMIC GROWTH AND AGRICULTURE

SNAPSHOT OF RELEVANT STATISTICS

- The female labor force (percent of total labor force) in Haiti was reported at 47.33 percent in 2019.⁵⁹⁰
- The ratio of female to male youth unemployment rate (percentage, ages 15-24) was reported at 155 percent in 2020.⁵⁹¹
- The percentage of women employed in agriculture was reported at 12.96 percent in 2019.⁵⁹²
- In rural areas, 67.7 percent of women work in the informal sector; in urban areas, that ratio is a little more than 50 percent.⁵⁹³
- Between 2007 and 2012, the activity rate in Haiti increased by 20 points for young men, but by only 8.9 points for women.⁵⁹⁴
- The 2020 Women, Business and the Law⁵⁹⁵ index for Haiti was 61.3,⁵⁹⁶ compared to the Dominican Republic score of 86.3.
- The service sector employs 85.2 percent of the female labor force and 47.4 percent of the male labor force.⁵⁹⁷
- The Women Empowerment in Agriculture Index (WEAI⁵⁹⁸) score for Haiti was 0.85 in 2012. The five domains of empowerment (5DE)⁵⁹⁹ index value is 0.83,⁶⁰⁰ while the gender parity index (GPI) is 0.94.⁶⁰¹

7.1 KEY FINDINGS FOR SECTOR 5: ECONOMIC GROWTH AND AGRICULTURE

EMPLOYMENT AND WORKFORCE DEVELOPMENT

Women's access to employment depends in part on how they reconcile their time around domestic and market work, and on the economy's workforce capacity.⁶⁰² A large majority of women in the workforce have not completed their education or do not have a degree, due to social and gender inequalities.⁶⁰³ A prominent belief holds that higher education is more important for men than women,⁶⁰⁴ and that a women's place is in the domestic sphere.⁶⁰⁵

"There is a social invisibility and lack of valuation of women's work (productive and not), which also leads to an internalization by the same women of this inferiority, and no recognition of their own contribution to the household economy: women often do not recognize their contribution to the system (women often say 'it is the man who works,' when the average length of the working day of women is much longer than that of men)."

— Key Stakeholder

Women face high unemployment rates as well as persistent vertical and horizontal segregation in the labor market; they earn, on average, 32 percent less than men, especially in the private sector.⁶⁰⁶ Women are less represented in formal employment than men, representing approximately 32.7 percent of (formal) workers.⁶⁰⁷ Only 7 percent of women in the formal sector hold management positions.⁶⁰⁸ Women represent approximately 60 percent of all informal workers, working without the right to social security.⁶⁰⁹ In rural areas, 67.3 percent of all women work in the informal sector;^{610, 611} in urban areas, that ratio is a little more than 50 percent.⁶¹² Regardless of whether women work in the formal or informal sector, their participation in the workforce is limited by their disproportionate role in domestic labor. Some estimates suggest that women overall work 50 percent more than men, because of the domestic burden.⁶¹³

Among working women, only 8 percent of them are employed in agriculture, compared to 37 percent of working men.⁶¹⁴ Agronomy schools mostly educate men, as women do not receive support to study science in primary or high school and fail entry tests.⁶¹⁵ At the level of farms and farmers' organizations, women have less technical knowledge than men and very little managerial knowledge and capacity.⁶¹⁶ Current farm owners, most of whom are poorly educated, are aging.⁶¹⁷ Agriculture is penalized by its poor image in the eyes of younger generations, which has accelerated the rural exodus of young people to large urban areas in recent years, often to occupy low-paying and precarious non-agricultural jobs.⁶¹⁸

The most immediate and common representation of women in employment in Haiti, whatever the discipline, is that of the petty trader and/or merchant.⁶¹⁹ In addition to informal trade, women are involved in the production of non-agricultural goods and services, including food processing intended primarily for the local market, handicrafts, and more generally creative industries.⁶²⁰

A survey of women's formal workforce participation in Haiti suggests that, in the private sector, women generally are found in so-called "women's trades" such as secretarial work, accounting, bank work, data processing, or administrative assistant duties, in line with traditional roles rather than with labor market

needs or opportunities.⁶²¹ Additionally, 71 percent of women work in sales and services sector, compared to only 16 percent of men.⁶²² In 2013, according to the National Institute of Vocational Training/*Institut National de Formation Professionnelle*, women made up 42 percent of the vocational training schools. The GOH and women's NGOs have conducted trainings to enroll women in traditionally male trades, without much progress.⁶²³ Besides the stigma related to working in traditionally male-dominated fields, women are often blocked from participating in professional development initiatives like apprenticeship programs because they do not have financial means, or they enter into marriage.⁶²⁴

Women are heavily employed in the manufacturing sector, particularly the textile industry, which is one of the largest employers in the country, with approximately 40,000 jobs.⁶²⁵ Among the 35 factories enrolled with Better Work Haiti, 65 percent of the workers are women.⁶²⁶ The revenues from these jobs comprised nearly 90 percent of national export earnings and 10 percent of national GDP in 2015.⁶²⁷ However, workplace conditions for women in this industry are not adequate. For example, very few receive pay while on maternity leave, even though it is mandated by law.⁶²⁸ Most of them work in the manual trades, as industrial parks are the largest employers.⁶²⁹

Workforce development initiatives appear to be few in number, are not gender-sensitive, and are misaligned with industry needs. The GOH does very little to promote workforce development, including initiatives that specifically target women.⁶³⁰ A 2018 study on World Bank and Inter-American Development Bank workforce development-related projects in Haiti found that none of their financed projects targeted women and LGBTI persons for employment and training. Seventy-five percent of analyzed projects completely ignored women and girls' disproportionate share of unpaid domestic and care work.⁶³¹ The few existing workforce development initiatives suffer from misalignment of the provided training and professional development with industry and sector needs. This is caused in part because the GOH has not completed a systematic mapping of the specific needs of the diverse private sector.⁶³²

EMPLOYMENT DISCRIMINATION AND WORKPLACE SEXUAL HARASSMENT

Even if women are qualified for a job, their effectiveness may be compromised by gender discrimination or sexual harassment in entering and remaining in the workplace.⁶³³ A 2016 study on sexual harassment in the workplace illustrates the widespread phenomena of employment discrimination and workplace sexual harassment. According to the study, women face multiple types of employment discrimination and are stigmatized by sex-related gossip and rumors, which though typically untrue lead to being overlooked for positions. Gender bias and a lack of training from human resource recruiters result in women earning less than men for the same work and being placed in lower skill positions despite being over-qualified. Half of the surveyed women reported that recruiters typically invite women out on dates, and 38 percent felt they had to comply to get the job. Once in the workplace, women are subject to ridicule and sexual extortion by male colleagues to advance in their careers or to keep their current position. Twenty-six percent of the surveyed women lost a job because they refused to have sex with their boss, while 42 percent experienced mistreatment or insults for refusing sex. Thirty-two percent had been forced to have sex with their bosses. Other manifestations of sexual harassment include male bosses who discuss their sex life or question the sex lives of female staff, male bosses that keep female staff alone with them, and male bosses that threaten to fire female direct reports for not going out with them.⁶³⁴ The phenomenon continues in 2020, as reports of sexual harassment in the workplace prevail:

widespread sexual harassment and assault was reported in the Caracol Industrial Park, and accusations were made against the President of Haiti's Soccer Federation.⁶³⁵

Application of relevant workplace laws that guarantee inclusion is still limited; public and private institutions do not make any significant effort to comply with the 2 percent quota for hiring persons with disabilities. These institutions also make no effort to update their physical infrastructure to make workplaces accessible to persons with physical disabilities. The GOH does not enforce the 2-percent quota.⁶³⁶

There is no special effort made to ensure the integration of LGBTI persons in the workplace, but there also is no systematic barrier against them. However, LGBTI persons are often subject to mockery or jokes. Most LGBTI persons do not publicly identify their sexual orientation or gender identity to better ensure access to employment and integrate into the workplace.⁶³⁷

ENTREPRENEURSHIP AND ACCESS TO CREDIT

WOMEN AND MEN Haiti is ranked 179 among 190 economies in ease of doing business, according to the latest World Bank annual ratings. This is a small improvement, up from 182 in 2018.⁶³⁸ Only about 24 percent of businesses are female owned or managed.⁶³⁹ In a survey conducted by the Ministry of Commerce and Industry/ *Ministère du Commerce et de l'Industrie* (MCI), 67 percent of women's businesses revolve around buying and selling products.⁶⁴⁰ The next most popular business for women is tourism, at 65 percent.⁶⁴¹ This includes hotels, restaurants, and crafts.⁶⁴²

As entrepreneurs, women and men face several barriers. For women, the most prevalent is insufficient access to formal credit⁶⁴³ and financial services, because of factors including relationship status as unmarried women or women in traditional relationships (*plaçage*). Only a married woman has the benefit of a legal co-signer, assets for collateral, and lower interest rates.⁶⁴⁴ Women often do not have access to commercial banks because they operate within the framework of associations that are not legally recognized entities.⁶⁴⁵ Banks are often reluctant to lend to them because women are perceived as riskier, lacking collateral, and requiring costly-to-administer small loans. Women often do not adopt formal financial accounts due to lack of trust in banking institutions, lack of documentation to open an account, insufficient funds, and cost of owning a financial account.⁶⁴⁶ Male entrepreneurs also face barriers to accessing formal credit because of insufficient assets, including lack of formal title to property for use as collateral.⁶⁴⁷ The existence of land title fraud in Haiti also deters banks from accepting land and home titles as sufficient collateral.⁶⁴⁸ According the World Bank Group, for agricultural entrepreneurs, limited access to resources and credit are the main barriers to advancement.⁶⁴⁹ High interest rates on credit offered by formal financial institutions also presents a challenge for men.⁶⁵⁰

For women, other barriers include low financial literacy, a lack of access to women's business associations, and lack of access to information about starting and owning a business.⁶⁵¹ They typically lack business development and management training and support.⁶⁵² In fact, only about 16 percent of business development service (BDS) training participants are women, and no existing enterprise development organization provides women-exclusive BDS.⁶⁵³ Studies also show that when women participate in mixed-gender BDS training, they are less vocal, less likely to participate, and less likely to take the lead than their male counterparts.⁶⁵⁴ Women also face an unequal share of household duties and a male-dominated business environment.⁶⁵⁵ Other documented barriers that hamper both women

and men include lack of reliable electricity, difficulty in accessing technology, burdensome bureaucratic requirements, expensive business plans, and weak financial institutions.⁶⁵⁶

Because both commercial banks and microfinance offer high interest rates, other viable credit options have emerged. Family, friends, and self-managed solidarity groups make up the biggest provider of credit to women and men in rural areas: 58 percent of adults in rural areas, versus only 16 percent in urban areas.⁶⁵⁷ These solidarity-based alternatives include formal Savings and Credit Cooperatives and informal village banks (VSLAs). Community-based savings plans ensure the availability of large or small sums of money, on either emergency or regular basis, based on mutual trust.⁶⁵⁸ These alternatives, especially VSLAs, are particularly suited to women producers who sell their produce in local markets. The VSLAs provide the needed capital to finance an economic activity or strengthen an existing income-generating activity. The VSLAs also allow these women to play a role in the development of their community and participate in decisions. Often these financial activities are also linked to personal development training activities that contribute to strengthening their leadership skills and developing their potential.⁶⁵⁹

Among formal alternatives to commercial banks, microfinance is the largest—despite documented high interest rates that create a barrier for both men and women. Women make up the majority of microfinance borrowers, at 70 percent.⁶⁶⁰ Microfinance appears to be the best option for women, since marital status is not a factor in obtaining a loan.⁶⁶¹ For example, Fonkoze’s “Solidarity Lending Program,” which provides microloans to women’s savings groups, lent nearly \$20 million to 47,617 women in 2019.⁶⁶² Other reports suggest that some microfinance programs can be detrimental to women due to high interest rates.⁶⁶³

In 2018, the GOH through the National Office of Retirement Insurance/*Office National d'Assurance Vieillesse* (ONA) has launched a new product called ONAFANM to provide a quick and viable solution to small merchants in the informal sector in need of credit. For the past two years, ONA has provided economic and social opportunities to more than 11,000 women through this credit, which is granted at a preferential rate, enabling them to start or expand their business activities.⁶⁶⁴

Some groups have developed authentic ways to generate credit among themselves. For instance, a *Madam Sara* seldom takes standard loans because it cuts too heavily into her earnings, and she often gets produce on credit from farmers or especially from fishermen. However, she will often take a special type of credit from the *komèsan*⁶⁶⁵ in the provincial towns, in the form of sacks of imported flour, rice, corn, and sugar provided on credit, at no interest.⁶⁶⁶ The *Madam Sara* accepts the credit and immediately sells the food for less than cost, because despite taking a loss, she will now have enough money to transport her locally-produced goods to large regional and urban markets where her profits will be higher. However, such deals also tend to distort market prices. “What seems like a good deal has a hidden, long term cost. The effect is an artificial price reduction for imported goods, because the purchaser can now resell the imported food at a price below the real cost. By doing this, by selling the imported foods at less than cost, the *Madam Sara* has *de facto* used profits from the Haitian internal market system to subsidize imported United States (U.S.) and European Union grains—crops that have already been heavily subsidized by their respective overseas government, not least of all the U.S., France, and Canada.”⁶⁶⁷

The *Madam Sara*, in turn, often gives credit to fixed and trusted clients with whom she has a long-term trading relationship, most of whom fall into the category of *marchann chita*, “sitting merchants,” or

machann kinkay, “merchants of lots of things.” These women entrepreneurs typically have little capital or operate entirely on credit from the *Madam Sara*.⁶⁶⁸

YOUTH Many young male and female Haitians are deploying strategies to launch startups and innovative companies, despite the low level of bank financing for SMEs and inadequate state support for business creation.⁶⁶⁹ Youth entrepreneurship is focused on self-employment, due to the lack of jobs in the Haitian economy. But young entrepreneurs often face obstacles,

“The first step is to identify the needs of young and female entrepreneurs in Haiti and the kinds of incentives that will encourage innovation. Young and female entrepreneurs generally need training, information on markets and products, access to credit, etc.”

— Key Stakeholder

such as Haitians’ distrust of entrepreneurship as a form of employment, their own lack of skills and work experience, lack of equity capital, insufficient entrepreneurship training, lack of networks, and market barriers. In assessing credit applicants, banks consider a range of elements involving credit history, business performance, and collateral support—difficult hurdles for start-ups. Also, young entrepreneurs are overlooked by the government. As a result, young Haitians typically lack the financial and social capital as well as the skills essential to create and grow a new business.⁶⁷⁰

OTHER FINANCIAL INCLUSION

Women are more likely than men to save money (13.1 percent of women versus 11.1 percent of men) as well as borrow money (13.4 percent of women versus 12.2 percent of men).⁶⁷¹ However, only 27 percent of women have an account with a financial institution, compared to 29 percent of men.⁶⁷²

Mobile accounts are also not prevalent—only 11.3 percent of women and 15.9 percent of men use mobile banking.⁶⁷³ However, women are slightly more likely to have an electronic wallet (15 percent of women compared to 13.7 percent of men). In Latin America and the Caribbean, barriers to mobile ownership and banking for men include safety and security, affordability, literacy and skills, and relevance. For women, affordability of a mobile device is the main barrier, followed by safety and security, literacy and skills, and relevance.⁶⁷⁴ A 2017 survey on mobile money and financial inclusion in Haiti found that, despite positive attitudes about mobile money for financial service delivery, respondents showed a profound misunderstanding of how mobile money products work. Some respondents reported that they do not trust mobile money services. Digicel in particular is often cited as having “stolen” people’s airtime, raising fears that the same would happen with mobile currency.⁶⁷⁵

The recently launched National Financial Education Plan/*Plan National d’Education Financière* (PNEF) includes a number of provisions that seek to increase financial inclusion of women and girls, through financial education and empowerment of microentrepreneurs. The national plan also targets women as a cross-cutting group across all six pillars, as well as establishing digital channels as core channels or multipliers for the plan’s implementation.⁶⁷⁶

LAND TENURE, CONTROL/OWNERSHIP OVER RESOURCES

Land ownership is a key challenge to women and men in Haiti. Most Haitians do not own land (70 percent of men and 74 percent of women). When they do own land, it is predominately in rural areas. In terms of homeownership, women fare slightly better than men: 28 percent of women and 24 percent

of men possess a home. Similarly, 31 percent of women and 29 percent of men possess a land title for their home. For farmland, however, legal title is often problematic as customary law governs access and tenure security of rural land.⁶⁷⁷ Thirty-eight percent of men and 48 percent of women have no title to the land they own.⁶⁷⁸ A number of factors contribute to women's disadvantage in securing land tenure: unequal land and inheritance rights; mistrust in the legal system (see Section 5 on the [Democracy, Rights, and Governance](#) sector); higher rates of illiteracy; higher risk of violence related to land claims; and lack of access to relevant legal documents and information.⁶⁷⁹ Currently, there are no civil society groups or public institutions that assist women in securing property.⁶⁸⁰

AGRICULTURE VALUE CHAINS

Haiti's agriculture sector accounts for approximately 20 percent of GDP, employs more than 50 percent of the active population, and accounts for the majority of income in rural Haiti. However, the sector overall is constrained by low productivity, in large part because the average agriculture areas are small and fragmented.⁶⁸¹ According to the 2012 General Census of Agriculture/*Recensement General de l'Agriculture* (RGA),⁶⁸² only 20 percent of arable land is exploited by women. Furthermore, only 25 percent of farms are operated by women as head of household, with an average farm size of less than one hectare (0.74 ha for women, compared to 0.99 ha for men).⁶⁸³ However, these statistics do not reflect the powerful role women play leading family homesteads, including those formally headed by men. Even when men are technically the managers of family farms as the head of household, women are considered the owners of household agriculture produce. This derives from the fact that while the farmwork of men is mainly planting, weeding, and caring for livestock, women typically take on all other roles in the agriculture value chain: harvesting, processing, marketing, and selling the agricultural products.⁶⁸⁴ Women also assume tasks typically carried out by the men when that becomes necessary (as often happens): weeding gardens, looking after livestock, and collecting firewood.⁶⁸⁵ Women's and men's roles in the fishing value chain are similar to those in agriculture: men go out and fish in fishing vessels, women are responsible for gutting, cleaning and drying the fish and taking it to market.⁶⁸⁶

Women and men alike face challenges in the production segment of the agriculture value chain. These challenges include insufficient access to inputs like seeds and fertilizers, and limited access to irrigation infrastructure (only about 7 percent of lowland areas are irrigated).⁶⁸⁷ Due to the unreliability of rainfall data, governmental and other relevant institutions are unable to develop indexed insurance programs to share risks with farmers. In the post-harvest and marketing segments of the value chain, product loss is high because of weakness in storage and transport infrastructures.⁶⁸⁸ Approximately 80 percent of Haiti's road network is in poor condition.⁶⁸⁹ These storage and transportation challenges disproportionately impact women, as they are largely responsible for harvest and marketing. The losses, however, impact both men (as the primary producers) and women (as the primary marketers).⁶⁹⁰ In their commercialization roles along the agriculture value chains, women are found as intermediaries and retailers in both formal and informal channels. Informal women traders are generally intermediaries, often working in retail trade. They enable the distribution of agricultural products (food and non-food) in local markets.⁶⁹¹ In their role as traders, intermediaries, and retailers, women are challenged by a lack of access to larger markets, limited integration into food value chains, and uncertain access to supplying school feeding programs.⁶⁹² Additionally, they are hampered by inability to own or control land, time poverty caused by the unequal division of domestic labor, and limited access to capital and credit.⁶⁹³ (See the section above on [Entrepreneurship and Access to Credit](#) for related discussion.)

Women play a leading role in securing market links between rural producers and urban consumers in some of the country's most relevant value chains.^{694, 695} Generally, the *Madam Sara* performs this role as the essential commercial link between rural producers and urban consumers, by getting local produce from around 700,000 small farms to the many regional and urban markets of Haiti's internal marketing system.⁶⁹⁶

Typically, there are the “little” *Madam Sara* and the “big” *Madam Sara*. The “little” *Madam Sara* purchases her produce in the interior, either in the garden of the producer or in the rural marketplace. She may then either 1) haul the merchandise to the principal coastal market centers, where she earns approximately 50 percent by selling to better capitalized “big” *Madam Sara*; or 2) take the goods herself to Port-au-Prince, where she earns approximately 100 percent gross return on her investment. The “big” *Madam Sara* has significantly more capital than the “little” *Madam Sara*. She purchases stock either in the highland market centers or in the more accessible coastal markets. She then pays truck transport to take her goods to Port-au-Prince, where she checks into the depots.⁶⁹⁷

Women also participate in processing local agricultural products, as an extension of skills acquired in the domestic sphere. Typically, these value-added products—jam, peanut butter, cassava bread, and alcoholic beverages—are mainly intended for local markets. Food processing may be carried out individually (often under poor technological conditions) or within groups or cooperatives.⁶⁹⁸ Additional opportunities exist in some agriculture value chains for women to produce value-added products. The goat value chain provides opportunities for artisanal milk and cheese production, with needed technical assistance in production and marketing. The various fruit value chains (mango, banana, etc.) present opportunities for agro-processing, such as production of juices, preserves, and dried fruit.⁶⁹⁹ Despite opportunities, challenges exist to exploiting these potential value-added markets. Livestock farming is common, but infrastructure for producing and marketing dairy products is lacking in Haiti—despite local demand, which is currently met through imported products.⁷⁰⁰ Women also lack access to local, national, and international markets to commercialize new value-added products.⁷⁰¹

Mixed farmers' associations reproduce the broader pattern of women's roles in society. Women's participation is typically limited to secretarial and treasurer positions, which are under the supervision of men and have limited decision-making capacity. The proportion of women in leadership positions is low, ranging from 10 to 20 percent. Overall, women's participation is subordinate to men in these associations.⁷⁰²

In response, women are beginning to form women farmers' associations, composed entirely of women. These women's associations give women a space to make agricultural-related decisions. However, associations composed solely of women farmers are few in number and receive less support than other associations. Women-led agriculture associations struggle with sustainability, once donor or government-funded activities end. Typically, those activities do not facilitate the creation of stable, profitable and lasting business relationships with larger companies or financial institutions. Women also have less time to dedicate to the associations' functioning, given the amount of time devoted to the family.⁷⁰³

Men face similar challenges as women, in finding time to devote to agriculture and farmers' associations. Women confront additional obstacles, however. According to the WEA 2012 indicators, the largest gaps advantaging men in agriculture relate to: the ability to purchase, sell or transfer assets; ownership of

assets; and public speaking. Insufficient community leadership and lack of access to productive resources contribute more than 50 percent to women's disempowerment in agriculture.⁷⁰⁴

FOOD SECURITY

While the right to decent food is guaranteed in the Haitian Constitution (Art. 22),⁷⁰⁵ according to the WFP, nearly 3.7 million people in Haiti are food insecure, with one in three people in need of emergency food assistance and over one million classified as in need of emergency relief.⁷⁰⁶ Causes of food insecurity include climate change, population displacement, and high food prices.⁷⁰⁷ Haiti imports at least 60 percent of its food, and the country relies heavily on food aid, due to its inability to meet domestic demand.

Women's roles in food and nutrition take many forms. In terms of food production, women's work as smallholder farmers provides subsistence crops to feed the family. Additionally, women raise livestock and poultry to supplement their food supply.⁷⁰⁸ Within the household, women are responsible for choosing healthy foods, including vegetables from their gardens, as well as the preparation and dissemination of food to feed their families.⁷⁰⁹ On average, women spend 81.5 percent of their time on cooking and 25.7 percent on farming, livestock, and fishing (1.1 hours per day).⁷¹⁰ Fetching food and water takes up two hours.⁷¹¹ Girls' and boys' access to food and nutrition may be enhanced by school feeding programs. Families facing extreme poverty turn to humanitarian aid programs that offer food vouchers or cash-based transfers.⁷¹² Women facing a food crisis are often forced to make less nutritious food choices in an effort to save money, or go without food themselves.⁷¹³ Women may also be forced to make unsafe choices to increase their incomes.⁷¹⁴ Men have more access to social capital, or can look for work in urban areas during an economic crisis.⁷¹⁵ Food insecurity is a leading cause of chronic malnutrition, especially among women and children in Haiti. (See Section 3.1 above on [Health](#) for a discussion on nutrition in Haiti.)

The Global Climate Risk Index characterizes Haiti's vulnerability to climate change as extreme, ranking it third most at-risk out of 198 countries.⁷¹⁶ The effects of climate change can also reduce food availability, as changing weather conditions have produced drought, soil erosion, and other conditions which hamper Haitians' ability to farm their land. In the fisheries sector, climate change can mean rising ocean temperatures, changes in salinity, and turbidity that cause fish to swim to other waters.⁷¹⁷ Women play an important role in household resilience, in the management of family resources, and in preparing for and resisting shocks and stresses such as those related to climate change. However, they are less active in collective organization to prevent and respond to natural disasters.⁷¹⁸ The effects of changing climate need to be considered to ensure food security, with attention to men's and women's unequal labor roles within the family and specific roles played by men and women during times of crisis and shock.

7.2 KEY RECOMMENDATIONS FOR SECTOR 5: ECONOMIC GROWTH AND AGRICULTURE

The following recommendations align with USAID J2SR sub-dimensions 2, 3, 4, 6, 7: inclusive development, economic policy, government capacity, citizen capacity, and capacity of the economy.

RECOMMENDATIONS: EMPLOYMENT AND WORKFORCE DEVELOPMENT⁶

- Create a national campaign to bring awareness to the value of women's participation in tertiary, vocational, and higher education and, in turn, the national workforce, including non-traditional sectors and leadership positions. Showcase successful women entrepreneurs as role models. **WEE**
- Establish a scholarship program and linkages to apprenticeships that encourage women to specialize in private-sector-identified technical areas; provide ongoing, post-study coaching and mentoring to transition graduating women into the formal workplace. **WEE**
- Conduct a mapping of needed skills and qualifications in the private sector industry and productive sectors; support development of a training and education plan with gender-specific outreach to women and men to meet the identified needs of the various productive sectors. **WEE**
- Create social and behavior change communication programs regarding women in business/entrepreneurship and changing gender norms. For example, create a mass media campaign highlighting successful women business leaders and men taking on more care responsibilities, using billboards, ads, etc. **WEE**

RECOMMENDATIONS: EMPLOYMENT DISCRIMINATION AND WORKPLACE SEXUAL HARASSMENT

- Advocate for creation of a comprehensive legal, policy, and institutional framework that includes permanent criminalization of sexual harassment in the new 2020 Penal Code. Promote creation of a governmental oversight body that supports creating workplaces free from sexual harassment, coupled with a complaints and follow-up mechanism for cases of workplace sexual harassment and discrimination. **WEE**
- Promote inclusive working environments with zero tolerance policies for employment and workplace discrimination. **WEE**

RECOMMENDATIONS: ENTREPRENEURSHIP AND ACCESS TO FINANCE

- Expand community-based savings and lending programs that are accompanied by financial literacy, business training and coaching, and leadership development. Target local markets sellers and both “little” and “big” *Madam Saras*, given their integral role in the internal market system. These programs should align with the new National Financial Education Plan. **WEE**

⁶ In accordance with [EO 13950](#), USAID has put a hold on all upcoming training, seminars, and other related fora on diversity and inclusion pending an Agency and Office of Personnel Management review of the content of these programs. (see Executive Order and OMB Guidance). It may also be helpful to review Agency Notices numbers 09214 and 10196. Mission staff reviewing these recommendations should seek guidance from Mission leadership prior to moving forward with any training events.

- Create information and mutual support networks and associations among women entrepreneurs to provide better access to market information, mentoring, and networking and marketing opportunities through activities like fairs and competitions. **WEE**
- Support creation of demand-driven credit schemes with formal banks, microfinance institutions, and cell phone companies that meet the needs of rural women and male entrepreneurs, including smallholder farmers and traders. **WEE**
- Develop youth entrepreneurship programs that foster innovation, through activities such as competitions, technical assistance, and start-up seed money. These programs should have minimum requirements for female youth participation and provide additional support to these young women to ensure they have the needed confidence and capacity to be competitive. **WEE**

RECOMMENDATIONS: LAND TENURE

- Build the capacity of local NGOs to facilitate trainings on women's legal rights to secure property. For example, sensitize women on the importance of having their names recorded on legal deeds.⁷¹⁹
- Strengthen the government infrastructure surrounding land and property issues through training and transparency, such as the creation of a clear land code, the revision and dissemination of legal texts, the training of public officers and legal professionals, and establishment of a public information system that emphasizes the rights of both men and women to secure property. This should be done in conjunction with the Haiti Digitalization of Land Registry Initiative supported by the Federation of Canadian Municipalities.⁷²⁰ **WEE**

RECOMMENDATIONS: AGRICULTURE VALUE CHAINS

- Invest in irrigation, transport, and post-harvest and in-transit storage agriculture infrastructure, ensuring that women farmers are involved in the planning and oversight of infrastructure activities and are given priority in accessing these infrastructures once completed. **WEE**
- Increase the number of women's agriculture associations and cooperatives; provide new and existing ones with targeted training on topics such as cooperative logistics and management, financial management and budgeting, access to credit, and leadership. **WEE**
- Support use of new technologies to gather real-time information on rain and other agriculture indicators needed to develop agriculture insurance schemes to mitigate risk for women and men farmers. **WEE**
- Support women's agriculture associations to identify relevant value-added opportunities (e.g., development of dairy products) to invest in related infrastructure, training, and long-term assistance to support appropriate production technologies, market identification, and creation of new products. Support linkages to potential buyers/clients, quality control, sanitary licensing, and export requirements as needed. **WEE**

- Partner with commercial banks and microfinance institutions to provide adapted financial products that address the needs of women and men farmers' associations and women and men farmers. These could include flexible repayment terms, lower interest rates, and peer-lending mechanisms. **WEE**
- Fund social and behavior change initiatives in all agency agriculture-related activities, bringing women and men farmers together for critical reflection and dialogue on household and farm roles and responsibilities and more equitable distribution of workloads on the family farm.

7.3 ASSUMPTIONS AND RISKS

- There is sufficient buy-in by private sector to support workforce development initiatives that target women.
- Women show sufficient interest in pursuing careers in non-traditional sectors and in leadership positions.
- The GOH has the political will to enforce zero-tolerance policies on sexual harassment and employment discrimination in the workplace.
- More experienced women entrepreneurs have interest and willingness to mentor more junior women entrepreneurs.
- Commercial banks and cell phone companies are motivated to offer adapted, demand-driven financial products.
- The internal market and export market has the potential to absorb new value-added products made within Haitian agriculture value chains.
- Increased economic empowerment of women could lead to increased GBV.

7.4 ILLUSTRATIVE INDICATORS

KEY ILLUSTRATIVE INDICATORS, BY KEY THEME

KEY THEME	ILLUSTRATIVE INDICATORS
Employment and Workforce Development	EG.6-11 Average percent change in earnings following participation in USG-assisted workforce development programs, disaggregated by sex EG.6-12 Percent of individuals with new employment following participation in USG-assisted workforce development programs, disaggregated by sex EG.6-14 Percent of individuals who complete USG-assisted workforce development programs, disaggregated by sex EG.6-15 Percent of individuals with better employment following participation in USG-assisted workforce development programs, disaggregated by sex

Employment Discrimination and Workplace Sexual Harassment	GNDR-5 Number of legal instruments drafted, proposed, or adopted with USG assistance designed to improve prevention of or response to sexual and gender-based violence at the national or sub-national level
Entrepreneurship and Access to Credit	GNDR-2 Percentage of female participants in USG-assisted programs designed to increase access to productive economic resources (assets, credit, income, or employment) EG.5-3 Number of microenterprises supported by USG assistance, disaggregated by sex of enterprise owner EG.4.2-4 Number of days of USG-funded training provided to support microenterprise development EG.4.2-5 Number of days of USG-funded technical assistance provided to support microenterprise development EG.4.2-7 Number of individuals participating in USG-assisted group-based savings, micro-finance, or lending programs [IM-level], disaggregated by sex YOUTH-3 Percentage of participants who are youth (15-29) participating in USG-assisted programs designed to increase access to productive economic resources [IM-level]
Agriculture Value Chains	EG.3.2-2 Number of individuals in the agri-food system who have applied improvement management practices or technologies with USG assistance, disaggregated by sex EG.3.2-27 Value of agriculture-related financing accessed as a result of USG assistance [IM-level] EG.4.2-4 Number of days of USG-funded training provided to support microenterprise development EG.4.2-5 Number of days of USG-funded technical assistance provided to support microenterprise development EG.4.2-7 Number of individuals participating in USG-assisted group-based savings, micro-finance, or lending programs [IM-level], disaggregated by sex

8. GENDER ANALYSIS FINDINGS AND RECOMMENDATIONS: SECTOR 6 – INFRASTRUCTURE

SNAPSHOT OF RELEVANT STATISTICS

- There have been no female ministers at the Ministry of Public Works, Transportation, and Communication/*Ministère des Travaux Public, des Transports et des Communications* (MTPTC).⁷²¹
- Less than 10 percent of Haitians participating in infrastructure- and construction-related training programs are women.⁷²²
- Approximately 25 percent of the population has consistent access to electricity.⁷²³
- The total electrification rate is 72 percent in urban areas but only 15 percent in rural areas.⁷²⁴

8.1 KEY FINDINGS FOR SECTOR 6: INFRASTRUCTURE

WORKPLACE DISCRIMINATION AND GBV, INCLUDING SEXUAL HARASSMENT

Nepotism is widespread in infrastructure projects. Haitian firms and GOH tend to hire contacts and relatives instead of the most qualified candidates. This greatly reduces women's opportunity to enter the field and reinforces male dominance in the field.⁷²⁵ Consultations undertaken as part of the USAID CHP Gender Analysis also highlighted the role gender norms play in hiring decisions in a field generally dominated by men, such as construction and civil works. For example, since most technical schools in the Cap Haitian area lack placement services, the construction/infrastructure foreman has a key role in the hiring process. Foremen frequently reinforce gender norms in recruitment processes, limiting women to less qualified positions. The working conditions are no better: there is disregard towards civilian workers at all skill levels. In general, the CHP analysis found a gender discriminatory work environment. In construction projects, employers often relegate women to low-skilled positions or pay women less than men for the same work. In addition, women often feel pressured to hide their pregnancy; they perform compulsory overtime work despite their childcare obligations. The assessment also found the absence of human resources policies regarding an adapted working environment for pregnant women, such as obligatory breaks and flexible leave policies for medical appointments or pregnancy-related issues.⁷²⁶

GBV including sexual harassment towards women is a key challenge in all heavy infrastructure projects. It manifests in a number of ways: discriminatory talk; sexually competitive behavior in male-dominated work sites; and quid-pro-quo sexual harassment in the workplace, known as a “second job” (i.e., “If I give you this promotion, you’ll give me a ‘second job’”—essentially a payback with sex).⁷²⁷ A 2016 analysis of the Cap Haitian Port (CHP) rehabilitation project found sexual harassment to be rampant in the workplace.⁷²⁸ In July 2020, the MCFDF demanded that the Ministry of Justice and Public Security/*Ministère de la Justice et de la Sécurité Publique* take action against widespread sexual harassment and assault in the Caracol Industrial Park. There were several reports of unwanted touching of female staff by male staff and inappropriate sexual language and gestures by male staff.⁷²⁹ Sexual harassment goes largely unpunished with no successful pursuit of cases, in large part due to the absence of a valid legal framework explicitly prohibiting sexual harassment.⁷³⁰ The new Penal Code passed by presidential decree will not be valid until 2022 and could be overturned by the new Parliament when it is restored. In the context of ports infrastructure and customs, the General Customs Administration/*Administration Générale des Douanes* has developed a code of ethics that includes an anti-harassment policy and a complaints procedure. However, the policy awaits the final approval of the Director General and Minister of Finance to become operational. The National Port Authority/*L'Autorité Portuaire Nationale* (APN) has neither an anti-harassment and anti-discrimination policy nor a complaint mechanism. In the case of the CHP, staff and security personnel (e.g., security contractors, APN security, and Haitian National Police) have not received any training related to sexual harassment.⁷³¹

In general, international construction companies operating in Haiti have their own workplace policies, including a policy on sexual harassment. However, typically there is no formal complaint mechanism. In the case of the Caracol Industrial Park project, employees simply text harassment complaints to the construction site manager, who examines them upon receipt. In one case, management dismissed male employees who physically assaulted a female employee. One NGO, Better Work Haiti, has an official legal mandate with the International Organization of Labor to undertake monitoring and assessments of

labor conditions at Caracol, investigating complaints of abuse (including harassment cases), and provides training for inspectors from the Ministry of Social Affairs and Labor and for Caracol senior managers and workers.⁷³²

As part of an ongoing project of the Energy Unit of the MTPTC to combat sexual harassment, a structure has been set up to educate companies and workers on prevention of sexual exploitation and abuse and sexual harassment. There is also a complaints mechanism and a code of conduct for workers and project stakeholders. Local populations are informed and trained on steps to take if they or someone they know faces exploitation, sexual abuse, or sexual harassment.⁷³³

INFRASTRUCTURE WORK SITE CONDITIONS

A gender assessment of the work environment at the CHP found several security risks that could disproportionately affect women. In terms of infrastructure, the assessment documented a lack of sex-segregated toilets and secure changing rooms. In terms of travel, female civil engineers—who are still considered a novelty at the CHP—must transit through the private port operator to get to the civil works work area, exposing them to risk as their mere “presence attracts attention.” The lack of security cameras, absence of photos on identification badges, and work schedules that begin before 7:00 a.m. (which force workers to transit in the dark) all pose security risks to women. The lack of a dining area and a ban on using transport on the CHP road increases the risk of sexual harassment on the streets.⁷³⁴

WOMEN AND MEN IN INFRASTRUCTURE

GOVERNANCE The MTPTC has never had a female minister.⁷³⁵ Given the male-dominant nature of the infrastructure sector overall, most decision-making and governance roles in governmental organizations are likely held by men.

EMPLOYMENT Employment in infrastructure, including in the energy/electricity sector, is largely male-dominated, with opportunities for women typically limited to administrative posts or low-skilled areas.^{736, 737} According to a 2019 USAID gender analysis of the electricity sector, interest is growing among women in joining the electricity sector. The sector views this as an opportunity; a growing number of energy companies have started to hire women as sales representatives to reach low-income consumers at the base of the pyramid, selling lighting and kitchen solutions. Women help ensure that energy products reflect the priorities of users, which increases the likelihood of adoption and continued use.⁷³⁸ An initiative called Earthspark, which provides microgrids to support solar power, is actively recruiting and training women to be “microgrid ambassadors.” These ambassadors will support green energy-related education and troubleshoot grid problems with community members. The organization is also training female electricians.⁷³⁹ Women’s employment in the CHP and civil works projects shows a similar pattern, as women often represent a small percentage of workers in a civil works or infrastructure project, or serve as administrative or unskilled workers.⁷⁴⁰ In the three different types of security services recruited by the CHP, less than 10 percent of staff are women.⁷⁴¹

EDUCATION/FIELDS OF STUDY Prevalent social attitudes consider construction and infrastructure to be men’s work; professors, family, and friends often question a woman’s interest in engineering and construction.⁷⁴² This helps explain why there are few women who begin—and fewer who complete—university degrees in Science, Technology, Engineering, and Mathematics (STEM) fields,⁷⁴³ which leads to

a dearth of qualified female candidates to fill professional positions in the infrastructure sector. Research in the North found few skilled or semi-skilled female workers. In the five technical training schools in Cap Haitien,⁷⁴⁴ less than 10 percent of people trained in the two-year training programs were women. This may help explain why women are assigned to less technical activities (and less classified jobs) in construction. Despite the existence of scholarships for women in these fields of training, the enrollment rate in these technical programs remains low. This may be due in part to a communication or awareness strategy targeting women without a university degree. Training programs are also criticized as being too generic and not sufficiently aligned with the demand for specific skills.⁷⁴⁵

ELECTRICITY AND THE IMPACT ON THE LIVES OF WOMEN AND GIRLS

The country's energy shortage has had a major impact on women, according to a review of literature conducted as part of the USAID 2019 gender analysis of the electricity sector. Some issues that disproportionately impact women when electricity fails include security risks from insufficient lighting at night and negative health impacts from use of charcoal as primary fuel. The analysis identifies some key ways that electricity can contribute to gender equality and women's empowerment: 1) improved safety and reduced GBV; 2) women's empowerment through better access to information (e.g., listening to radio or watching TV); 3) increased productivity in "domestic" and "reproductive" chores (though one study found that electricity could *lengthen* the "productive" day for women, increasing their domestic burden); 4) expanded income-generating opportunities, both at home and outside the home; 5) health benefits; and 6) increased education opportunities⁷⁴⁶ (e.g., ability to study at home instead of searching for light outdoors, which poses a security risk for girls).

SOLAR POWER FUELING BUSINESS EXPANSION

No secondary data emerged that documents the intersection of gender with the solar power sub-sector. The Poverty and Social Exclusion Observation Unit/*Unité d'Observation de la Pauvreté et de l'Exclusion Sociale* of the Ministry of Planning and External Cooperation/*Ministère de la Planification et de la Coopération Externe* (MPCE) is currently carrying out a study on the energy sector, including solar energy. The extent to which the study will integrate a gender lens is unknown. (See the previous section on [Women and Men in Infrastructure](#) for potential opportunities to involve women in solar energy programs.)

8.2 KEY RECOMMENDATIONS FOR SECTOR 6: INFRASTRUCTURE⁷

The following recommendations align with USAID J2SR sub-dimensions 2, 3, 4, 7: inclusive development, economic policy, government capacity, and capacity of the economy.

⁷ In accordance with EO 13950, USAID has put a hold on all upcoming training, seminars, and other related fora on diversity and inclusion pending an agency and Office of Personnel Management review of the content of these programs. (See executive

RECOMMENDATIONS: WORKPLACE DISCRIMINATION, GBV, INCLUDING SEXUAL HARASSMENT, AND WORKSITE CONDITIONS

- Form a public-private partnership among relevant governmental authorities (e.g., MCFDF, MCI, and MTPTC), relevant private sector actors (e.g., Caracol Industry Park operators), and CSOs, to carry out an awareness campaign to inform women of the resources available and measures to be taken when they experience GBV, including sexual harassment in large infrastructure worksites. Encourage men to become allies in preventing and addressing these behaviors. **WEE**
- Advocate with the General Customs Administration to approve the anti-harassment policy and complaints procedure. Support the APN to adopt and implement a corresponding anti-harassment policy and complaints mechanism. **WEE**
- Support the MCI or MTPTC to create a policy on gender-sensitive worksite conditions that would establish a minimum set of measures to ensure a non-discriminatory work environment as well as standards for the safety and security of women. Include special considerations for the safety, security, and well-being of pregnant and nursing mothers. Also provide safe and secure childcare for working mothers. **WEE**

RECOMMENDATIONS: WOMEN AND MEN IN INFRASTRUCTURE

- Form an alliance between private-sector industry leaders, Haitian universities, and the relevant Haitian Ministries to:
 - Create an awareness-raising or social behavior communication campaign on opportunities for women in infrastructure that deconstructs the gender norms and stereotypes that limit women in the sector. This campaign would target both women and society at large, as well as foremen and “bosses” who typically hold discriminatory attitudes towards women. **WEE**
 - Establish a vocational training program that specifically targets women with and without diplomas to fill industry-identified labor needs. **WEE**

RECOMMENDATIONS: ELECTRICITY AND SOLAR ENERGY

- Advocate with the MPCE to include a gender analysis as part of its ongoing study of the energy sector, which includes an assessment of solar energy in Haiti.

order and OMB guidance.) It may also be helpful to review agency notices numbers 09214 and 10196. Mission staff reviewing these recommendations should seek guidance from Mission leadership prior to moving forward with any training events.

- Support expansion of solar microgrids across Haiti, with attention to giving schools and other public facilities access to reliable and context-adapted energy sources.
- Expand professional development opportunities for women in the solar energy field, to train them as electricians, microgrid troubleshooters, etc. **WEE**

8.3 ASSUMPTIONS AND RISKS

- There is sufficient private sector and GOH willingness to collaborate to abide by and enforce zero-tolerance policies on sexual harassment and employment discrimination in the workplace.
- Women show sufficient interest in pursuing careers in infrastructure sectors and in leadership positions.
- The private sector, university, and the GOH have the willingness to work together and invest in shared initiatives to promote increased participation of women in infrastructure.
- Increased economic empowerment of women could lead to increased GBV.
- Unavailability of sustainable resources to maintain solar and other energy project infrastructure could lead to deterioration of infrastructure that contributes to the solid waste problem in Haiti.

8.4 ILLUSTRATIVE INDICATORS

KEY ILLUSTRATIVE INDICATORS, BY KEY THEME	
KEY THEME	ILLUSTRATIVE INDICATORS
Workplace Discrimination; GBV; Sexual Harassment	GNDR-5 Number of legal instruments drafted, proposed, or adopted with USG assistance designed to improve prevention of or response to sexual and gender-based violence, at the national or sub-national level GNDR-8 Number of persons trained with USG assistance to advance outcomes consistent with gender equality or female empowerment, through their roles in public or private sector institutions or organizations
Women’s absence in infrastructure related fields	GNDR-8 Number of persons trained with USG assistance to advance outcomes consistent with gender equality or female empowerment, through their roles in public or private sector institutions or organizations EG.6-12 Percent of individuals with new employment following participation in USG-assisted workforce development programs, disaggregated by sex EG.6-14 Percent of individuals who complete USG-assisted workforce development programs, disaggregated by sex EG.6-15 Percent of individuals with better employment following participation in USG-assisted workforce development programs, disaggregated by sex Percent of persons that agree with the statement that women should be equally represented in construction and other infrastructure-related jobs

EG.7.1-1 Number of beneficiaries with improved energy services due to USG assistance, disaggregated by sex

EG.7.2-1 Amount of investment mobilized (in USD) for energy projects as supported by USG assistance

EG.7.3-1 Number of laws, policies, regulations, or standards to enhance energy sector governance formally proposed, adopted, or implemented as supported by USG assistance

EG.7.3-2 Number of people trained in technical energy fields supported by USG assistance, disaggregated by sex

9. GENDER ANALYSIS FINDINGS AND RECOMMENDATIONS: SECTOR 7 – WATER SUPPLY AND SANITATION

SNAPSHOT OF RELEVANT STATISTICS

- Among LAC countries, Haiti had the lowest rate of handwashing facilities at home, at 23 percent.⁷⁴⁷
- Access to soap and water and handwashing facilities in 2017 is greater in urban areas, at 28.6 percent versus 16 percent in rural areas.⁷⁴⁸
- More than half (60 percent) of the population uses an improved drinking water source, where collection time is not more than 30 minutes for a round trip (including queuing); 10 percent require more than 30 minutes to collect drinking water. Twenty-five percent do not have access to improved drinking water sources.⁷⁴⁹
- In a comparison of the provision of drinking water from 2000 to 2017—including basic, unlimited, surface, and unimproved water sources—Haiti demonstrated little to no rate of change.⁷⁵⁰
- Sixty percent have access to water in rural areas, versus 90 percent in urban areas.⁷⁵¹
- Rural basic water coverage has increased among the richest and decreased among the poorest, making the gap between them even greater.⁷⁵²
- According to the World Bank, 34.7 percent of the population had access to basic sanitation services in 2017. In urban areas it was significantly higher, at 43.8 percent versus 23.9 percent in rural areas.⁷⁵³
- Approximately 20 percent of the population practices open defecation.⁷⁵⁴
- 42 percent of schools in Haiti have no water service; 52 percent of these are primary schools for the 3,843,000 school-age children.⁷⁵⁵

9.1 KEY FINDINGS FOR SECTOR 7: WATER SUPPLY AND SANITATION

WATER, SANITATION, AND HYGIENE: WASH

Women play a strong role in provision of water and maintenance of hygiene at the household level. Sustained access to clean drinking water at the household level is critical for stopping the spread of water-borne diseases such as cholera. Clean water is mandatory for handwashing and cleaning during a pandemic, such as COVID-19. According to EMMUS VI, nearly three-quarters of households in Haiti have access to drinking water, with urban areas being more advantaged (95 percent) than rural areas (60 percent).⁷⁵⁶ However, such statistics include bottled water, water trucked to central locations, and water from sources other than at the household level, requiring women and girls to travel and convey water to dwellings. A quarter of households in Haiti do not have toilets; 24 percent use shared toilets, and only 31 percent have working toilets.⁷⁵⁷ These statistics are particularly relevant from a gender

perspective. While women hold the most authority in the household related to water, sanitation, and hygiene, men hold the economic power to decide whether to buy a toilet, for example, and may not consider it a priority.⁷⁵⁸

When it comes to water and sanitation, women bear the most responsibility for water collection, water treatment, and caregiving for family members who suffer from illness caused by water. Poor sanitation leads to an increase in diarrheal disease and is a leading cause of death for children under five.⁷⁵⁹ Inadequate waste treatment is one of the root causes of waterborne disease, but Haiti has few waste treatment sites.^{760, 761} Particularly in densely populated urban areas, exposure to waterborne diseases can exacerbate co-morbidity risks for coronavirus infection.⁷⁶²

Women and girls are responsible for ensuring that water remains free from contamination and that family members practice proper hygiene behaviors. However, our survey suggests that messaging regarding health and hygiene during the pandemic is not inclusive and gender-sensitive. It has not accounted for the varying needs of different stakeholders.⁷⁶³

Due to Haiti's poor water infrastructure, women and girls have disproportionate labor and time burdens for household water collection, management, and treatment. Also, those who travel long distances to collect water are particularly vulnerable to GBV, especially if they must do so at night. One study found that incidences of sexual harassment and assault increase in Haiti when latrines

"The issue [for WASH] is not so much the infrastructure, but the management, maintenance and cost recovery mechanisms for efficient service. Women could be good administrators, helping to restore confidence in the service by ensuring proper payments are made to maintain service. They can also sensitize the community to avoid illegal connections and non-payment."

— Key Stakeholder

were not separated by gender, were not sufficiently private, were too far away from dwellings, were not lit, lacked locks, or were culturally inappropriate (i.e., people could not sit down on the toilet).⁷⁶⁴ Women who work in the marketplace during evening hours are the main users of public toilets and water kiosks, which puts them at greater safety risks.

WASH IN SCHOOLS

Schools with dedicated toilet and water access offer girls, in particular, safety, privacy, and hygienic conditions that encourage attendance. However, most schools in Haiti do not provide dedicated access. According to UNICEF, 42 percent of schools in Haiti have no water service; 52 percent of these are primary schools.⁷⁶⁵ Most schools (60 percent) are not equipped with the most basic WASH facilities (e.g., latrine and hand-washing facilities), according to a 2018 evaluation of schools participating in the P4L project.⁷⁶⁶ This is a clear indication that at least 60 percent of schools, and likely more, do not meet the standard of gender-friendly WASH facilities (i.e., separate bathrooms for girls and boys, bathroom doors that can be securely locked from the inside, handwashing stations, and menstrual hygiene products for girls). Haiti attempted to address WASH issues in 2012, establishing the National Alliance for School WASH/*Alliance pour l'Eau, l'Assainissement et l'Hygiène en Milieu Scolaire* to ensure that children, especially girls, received a minimum level of WASH services to meet their sanitation needs. The Alliance—formed by the National Directorate for Drinking Water and Sanitation/*Direction Nationale de l'Eau Potable et Assainissement* (DINEPA), along with the MENFP, the MSPP, UNICEF, UNESCO, WHO and USAID, among others—provided hygiene education activities in schools, including lessons on

puberty and menstruation.⁷⁶⁷ The WASH situation in urban schools is far better than in rural schools, where nearly all schools lack the most basic WASH facilities (latrine and some type of handwashing station)—so by definition cannot be seen as gender-friendly WASH facilities.⁷⁶⁸

Menstrual health management (MHM) is critical to girls' psychological and emotional growth. At school, studies have shown that lack of support for proper menstrual hygiene can result in physical discomfort, lack of self-esteem and lack of peace of mind.⁷⁶⁹ Additionally, many studies have linked school absenteeism to unsanitary and unhealthy hygiene, including the lack of feminine hygiene supplies.⁷⁷⁰ At home, the lack of access to water means that fewer women and girls can make use of reusable menstrual materials.

WATER GOVERNANCE

Poor service in Haiti's water sector is due to a lack of human and financial capital.⁷⁷¹ Several ministries manage the water sector at the national level, including the Ministry of Environment/*Ministère de l'Environnement*, Ministry of Agriculture, Natural Resources and Rural Development/*Ministère de l'Agriculture, des Ressources Naturelles et du Développement Rural* (MARNDR), MTPTC, and the MPCE.⁷⁷²

In particular, the MTPTC is responsible for water supply, sanitation, and hygiene through the National Direction for Drinking Water and Sanitation/*Direction Nationale de l'Eau Potable et Assainissement*, or DINEPA. Critics fault DINEPA as ill-prepared to manage the water supply, because of its finances and personnel. Critics also state it relies too heavily on international donors and NGOs.⁷⁷³ The Regional Water and Sanitation Office/*Office Regionale Eau Potable et Assainissement* (OREPA) is in charge of water and sanitation in territorial divisions, monitoring policy, resources, and water and sanitation operators.⁷⁷⁴ At the local level, water committees manage the water supply, called Potable Water and Sanitation Provision Committees/*Comités d'Approvisionnement en Eau Potable et Assainissement* (CAEPAs). According to the government's national gender quota, 30 percent of its employees must be women. Additionally, CAEPAs must include at least two women among the four elected members for each committee.⁷⁷⁵

“DINEPA / OREPA should have a regulatory role, yet it favors its role of service provider and project owner. The town halls should be better involved in the sector with municipal plans and allocated budget lines. The private sector could also have a better supervised and regulated role. Regarding schools, water and sanitation remains the domain of no one: neither town halls, nor OREPAs, nor parents, nor directors feel concerned and the situation is deplorable. A great deal of concentration and accountability is necessary.”

— Key Stakeholder

In 2018, the USAID WASH Gender Strategy noted that women do not hold key positions in Haiti's water sector, neither as public employees (at DINEPA or OREPA) or within the private sector.⁷⁷⁶ However, women are slowly becoming more visible. Our survey indicates that several women currently hold technical management positions at DINEPA.⁷⁷⁷ There are reports that women are still not treated equitably, by being relegated to notetaking during meetings or demoted to serve as a counselor. There is a negative perception that women are unable to perform engineering functions.⁷⁷⁸ A review of calls for applications by DINEPA shows that women are encouraged to apply for positions particularly in projects involving financing from international actors.⁷⁷⁹ Respondents reported that women are generally not as visible in OREPAs, but in OREPA *nord* (north), women have a strong presence.⁷⁸⁰ One respondent was hopeful regarding the progress women have made in this sector: "Women face security issues, as well as time poverty constraints related to household responsibilities that hold them back. However, women in Haiti are gradually gaining positions of responsibility as they gain more training."⁷⁸¹ Others suggested the biggest barrier to women's leadership in this sector is male machismo: "The machismo of political power is the primary factor blocking women's integration and participation in key governance structures in the sector."⁷⁸²

At the commune level, there is still work to be done. While there is an opportunity to increase women's visibility and decision-making power by managing CAEPAs, women are not pushed to run for leadership on these committees due to time poverty, low socio-economic status, and socio-cultural issues.⁷⁸³ Women who work in the marketplace are dependent on public toilets and water kiosks, at times even putting themselves at risk of GBV; however, there is no suggestion that these committees seek their leadership.⁷⁸⁴ Yet studies show that water committees with women in leadership positions meet more frequently, improve the functionality of water systems, and collect fees more effectively than those without women in key positions.⁷⁸⁵ Respondents suggest there is little evidence that the government is monitoring CAEPAs to ensure that the national quota is enforced; only those committees created by implementing partners impose a quota for women.⁷⁸⁶ While donors such as the World Bank are actively attempting to increase women's role in governance, by requesting more training of female local actors in rural zones to participate in CAEPAs, it is not apparent that the GOH actively recruits women.⁷⁸⁷ While there may have been an opportunity to implement a nation-wide gender-monitoring system through DINEPA, there is no evidence of its implementation.⁷⁸⁸

"An effort must be made to favor women in the water and sanitation professions and to support their candidacy for decision-making positions. Mainstreaming gender into programs shouldn't just mean 30 percent attendance without any input or weight on the scale. Access must also be placed on the education of men. Indeed, working with men sensitized to the gender issue greatly facilitates discussions."

— Key Stakeholder

DINEPA also employs Communal Water and Sanitation Technicians/*Techniciens en Eau Potable et Assainissement Communaux* (TEPAC) to manage water systems at the local level. There is a recommended male-female employment ratio of 50-50 for each municipality for these positions, but vacancies are not frequent.⁷⁸⁹ A 2017 evaluation of TEPAC workers showed that 71 percent were men and 29 percent were women, barely meeting the 30 percent national quota for female employees.⁷⁹⁰ When DINEPA requested job applications, out of 3,196 who applied, only 632 were women—less than 20 percent.⁷⁹¹ Few were successful during the interview process.⁷⁹² Many of the women hired by

DINEPA soon left the position due to the physical demands of the job, such as climbing mountains and crossing rivers, according to the report.⁷⁹³ The average age of TEPAC workers was 35, and 88 percent of workers had attended university.⁷⁹⁴ The absence of female candidates is likely explained by choice of field of study: female enrollment in universities is highest in the social and human sciences and very low in the scientific fields. Additionally, the rate of completion for women at the tertiary level is extremely weak, explained in large part by the social pressures of fulfilling traditional roles as wife, mother, and homemaker.⁷⁹⁵ The government is working with universities to build youth capacity and a pipeline for more youth—and girls, in particular—to pursue careers in WSS.⁷⁹⁶ The project further aims to strengthen gender equity in institutions, train women in sanitation, and create technical and financial products to provide opportunities for women in this sector.⁷⁹⁷

The private sector also plays a significant role in water management, and it is not required to include women in distribution systems.⁷⁹⁸ One respondent mentioned that the project works with 20 sanitation SMEs and none are headed by a woman; there are only two women employees among them. Moreover, businesses that are women-owned are more focused on attracting wealthy clients than on serving vulnerable populations.⁷⁹⁹

9.2 KEY RECOMMENDATIONS FOR SECTOR 7: WATER SUPPLY AND SANITATION

The following recommendations align with USAID J2SR sub-dimensions 2, 4, 6: inclusive development, government capacity, and citizen capacity.

RECOMMENDATIONS: WASH⁸

- Capitalize on the increased attention on hygiene and water management during the pandemic to assist local NGOs to advocate for better sanitation systems and to encourage households to prioritize spending on sanitation as a pathway to improved health. This should include critical reflection dialogue between spouses to create more gender-equitable decision-making on household water and sanitation.
- Invest in strengthening infrastructure, increasing training, and improving financing of sanitation systems.
- Incentivize companies by rewarding financing to those who are inclusive of marginalized groups in the water and sanitation sector, including people with disabilities, whether through seeking their inputs in decision-making, providing job training, or improving availability, access, and quality of sanitation

⁸ In accordance with [EO 13950](#), USAID has put a hold on all upcoming training, seminars, and other related fora on diversity and inclusion pending an Agency and Office of Personnel Management review of the content of these programs. (see Executive Order and OMB Guidance). It may also be helpful to review Agency Notices numbers 09214 and 10196. Mission staff reviewing these recommendations should seek guidance from Mission leadership prior to moving forward with any training events.

systems at local levels. Consider innovative ways to develop accessible public toilets for those with special needs. **WEE**

- Encourage more engagement at the local level by having health and hygiene authorities conduct roadshows for COVID-19-related awareness raising. Consider including youth and children in the dissemination of messages to increase their influence. Hold socially-distanced talks at local churches, vodou *hounfort*, and schools, to reach out to otherwise excluded members of the population.
- Invest in free mobile hand-washing stations to reach populations with little water access.

RECOMMENDATIONS: WASH IN SCHOOLS

- Fund WSS initiatives that include integrating schools into community water systems and constructing gender-sensitive toilet facilities that provide privacy and security at schools.
- Expand the evidence base for integrated WASH programming in schools that addresses key issues related to school attendance, with attention to girls' reproductive issues. Conduct an evaluation of WASH in schools to determine:
 - the participation of girls and women in the design, construction, and monitoring of facilities compared to men and boys
 - the level of safety and security girls and boys feel at schools with facilities or without facilities
 - the potential of public or private stakeholders in investing in new WASH opportunities or products
 - to what extent WASH communications materials target women and girls
 - the percentage of schools that include MHM as part of their WASH programming
 - the level of awareness around WASH activities and violence against women and girls
 - the barriers to greater female participation in WASH activities⁸⁰⁰

RECOMMENDATIONS: WATER GOVERNANCE⁹

- Support training and mentorship opportunities to pair junior women at the decentralized level with women in senior positions at DINEPA. **WEE**

⁹ In accordance with [EO 13950](#), USAID has put a hold on all upcoming training, seminars, and other related fora on diversity and inclusion pending an Agency and Office of Personnel Management review of the content of these programs (see Executive

- Provide skills training for both men and women at the local level on water and sanitation issues, including the benefits of gender-responsive water governance. Actively solicit women’s opinions regarding water use, empowering them to more actively assert their needs in the discussion. **WEE**
- Work with the GOH to hold CAEPAs accountable by monitoring their efforts to increase women's representation at the local level. Ensure that the GOH is following through on recruiting efforts to increase women's leadership in OREPAs and CAEPAs. **WEE**
- Support scale-up of the government's initiative to increase the numbers of youth, and girls specifically, to pursue WSS careers; extend these activities into vocational institutions and professional associations. (See related recommendation on a scholarship program in Section 7.2 on [Economic Growth and Agriculture](#).) **WEE**
- Encourage universities to include training on gender-responsive water governance and the importance of women’s representation in WSS. **WEE**
- Establish “security committees,” so that women can have greater say in the placement of water kiosks and public toilets in safer locations.
- Partner with the private sector and government to brainstorm ways to attract more women to pursue business opportunities related to water supply and sanitation. Work with the government to establish gender quotas for private sanitation companies at start-up, and recommend they mentor women into leadership positions and apprenticeship to gain the necessary skills to be successful in the industry. **WEE**
- Support financing for the few women-led businesses that are disproportionately affected by the pandemic due to supply disruptions and drop in demand. Strengthen capacity through equipment provision, management skills, and sub-contracting. **WEE**
- Engage successful private sanitation firms to contribute to a scholarship program to encourage more girls to pursue studies related to water and sanitation. Create essay competitions to make the scholarship competitive, and publicize the contest and the winner to sensitize the public on the role of women and girls in the sector. (See related recommendation on a scholarship program in Section 7.2 on [Economic Growth and Agriculture](#).) **WEE**

9.3 ASSUMPTIONS AND RISKS

- Donors are willing to support large-scale investment in water supply and sanitation systems.

Order and OMB Guidance). It may also be helpful to review Agency Notices numbers 09214 and 10196. Mission staff reviewing these recommendations should seek guidance from Mission leadership prior to moving forward with any training events.

- Local communities are willing to contribute to the long-term maintenance of water supply and sanitation systems.
- Women are interested in and have sufficient time to dedicate to participating in WSS management.
- Private sector WSS firms have the willingness to participate in social inclusion and gender-equality-oriented initiatives.

9.4 ILLUSTRATIVE INDICATORS

KEY ILLUSTRATIVE INDICATORS, BY KEY THEME	
KEY THEME	ILLUSTRATIVE INDICATORS
WASH	HL.8.1-1 Number of people gaining access to basic drinking water services as a result of USG assistance, disaggregated by sex HL.8.1-2 Number of people gaining access to safely managed drinking water services as a result of USG assistance HL.8.1-3 Number of people receiving improved service quality from an existing basic or safely managed drinking water service as a result of USG assistance HL.8.2-2 Number of people gaining access to a basic sanitation service as a result of USG assistance HL.8.2-3 Number of people gaining access to safely managed sanitation services as a result of USG assistance HL.8.2-5 Percent of households with soap and water at a handwashing station on premises Percent of persons who agree that decisions about household hygiene and sanitation should be made equitably between women and men
WASH in Schools	HL.8.1-4 Number of health facilities and schools gaining access to basic drinking water services as a result of USG assistance HL.8.2-4 Number of basic sanitation facilities provided in health facilities and schools as a result of USG assistance
Water Governance	HL.8.3-3 Number of water and sanitation sector institutions strengthened to manage water resources or improve water supply and sanitation services as a result of USG assistance HL.8.5-1 Number of people benefiting from the adoption and implementation of measures to improve water resources management as a result of USG assistance, disaggregated by sex HL.8.4-1 Value of new funding mobilized to the water and sanitation sectors as a result of USG assistance Percent of total number of people who receive specialized training related to WSS management and governance who are women Percent of persons in leadership positions in DINEPA, OREPAs, and CAEPAs who are women

10. USAID/COUNTRY INSTITUTIONAL FRAMEWORK ON GENDER EQUALITY AND THE SOCIAL INCLUSION OF VULNERABLE GROUPS

10.1 USAID/COUNTRY POLICY AND PRACTICE ON GENDER EQUALITY

GENDER MISSION ORDER (GMO) Since November 2017, a Gender Mission Order has guided USAID/Haiti's gender inclusive policy and practice. The GMO mandated gender-integration related roles and responsibilities for each administrative area: the mission leadership (i.e., Mission Director and Deputy Directors in the Front Office); Office Chiefs; Resident Legal Officer (RLO); the Mission Gender Advisor (MGA); the Policy Coordination and Program Support Office; Development, Outreach, and Communications team; technical teams that include Agreement or Contracting Officer Representatives (AOR/CORs); the Office of Assistance and Acquisitions (OAA); the Executive Office; and the Gender Working Group. It also established gender integration requirements for each element of the program cycle: strategic frameworks; project design and implementation; monitoring, evaluation and learning; mission portfolio reviews; and training and outreach.¹⁰

To date, the Mission has partially fulfilled the requirements of the GMO. Advances include (1) the strong role played by the OAA to ensure GEWE is integrated into funding solicitations and award documents, and (2) the role the RLO plays to ensure that a gender analysis has informed the

Project Appraisal Documents (PADs) and activities, before sending it to the mission leadership for final approval. However, several gaps exist. (See below for specific findings.) Gaps include:

"Sometimes gender is seen as a checkbox. The mission should continue to identify gender champions and watchers to look at how gender integration is process across sectors."

— USAID/Haiti Key Stakeholder

- Absence of a full-time MGA since approximately 2018
- Gender Points of Contact (POCs) not yet designated for some technical offices
- Non-functioning Gender Working Group
- Some technical office Project Appraisal Documents (PADs) lacking a gender analysis (often substituted by an activity-level gender analysis)
- Gender-integration less respected at the implementation level than at design level

MISSION GENDER ADVISOR Since the mission received an Order of Departure in 2018, USAID/Haiti has not had a full-time MGA. An acting GA progressively took on this role, after the departure of the

¹⁰ The present Gender Analysis was conducted prior to the publication of the revised ADS 201 on October 28, 2020.

full-time MGA, because she was both a gender point of contact (POC) and a member of the previous Gender Working Group. A number of challenges have prevented hiring a new MGA, including continued political instability that has left the mission understaffed, and changing the position from a Personnel Service Contract (PSC) position to a Foreign Service National (FSN) position—a long process. Unlike the MGA post, which is a full-time position, the acting GA plays this role in addition to her regular full-time position. This has limited her ability to dedicate sufficient time to ensure that gender is integrated in practice and in mission policy, as outlined in the GMO. Other challenges include insufficient buy-in from mission staff on her authority and role in the position, no doubt because she is internal and already has another position. Some staff did not know that there is an acting GA. The lack of a dedicated MGA has largely contributed to the GMO implementation gaps, as outlined above and discussed in further detail below.

GENDER POCS Since the full-time MGA left, not all technical offices have consistently designated GMO-mandated POCs. The gender POCs face challenges to fulfilling their roles and responsibilities:

- *Limited technical capacity.* Gender POCs are predominately administrative assistants, who typically do not have sufficient gender capacity; the number of technical or senior staff who take on this role is limited.
- *Absence of clear roles and responsibilities.* The GMO indicates the requirement to have appointed gender POCs positioned in technical and other relevant offices. However, it does not specify roles and responsibilities for the POCs. Similarly, the job descriptions for the POCs' full-time positions do not indicate the percentage of time allocated to this additional role.

GENDER INTEGRATION AT DESIGN PHASE Although the mission typically integrates gender at the activity design phase, several sectors lack experience with gender-specific analyses and components (unlike the health and education technical staff). Sectors like environment, infrastructure, and economic development, that are involved in private sector engagement, struggle to make the connection to gender. A key challenge for inclusive private sector engagement is achieving buy-in and understanding among relevant stakeholders on the benefits of investing in gender and inclusion in private-sector-led solutions. Another challenge within the mission, across sectors, is that those responsible for project design do not consistently engage the gender POCs from the relevant technical offices.

GENDER INTEGRATION AT IMPLEMENTATION PHASE There are several challenges to gender integration at the implementation stage. On the mission side, the GMO indicates that the MGA, AOR/COR and the OAA have responsibility for ensuring gender integration by implementing partners. However, it does not outline how these actors coordinate to do this effectively. On the implementing partner side, constraints to effective gender integration include insufficient gender capacity and absence of qualified activity-level gender advisors, as well as the larger cultural and structural challenges. Deeply rooted gender norms limit the effectiveness of gender inclusion; for example, the 30-percent quota for women in public administration is not widely respected. Finally, the Haitian legal framework does not fully support the gender equality work of implementing partners.

GENDER-SENSITIVE MONITORING, LEARNING, AND EVALUATION Activities consistently collect and report on sex-disaggregated data and gender-related “F” indicators. However, there is not consistent inclusion and data collection of custom gender indicators that could indicate deeper changes to gender-related norms, relations, behaviors, and attitudes.

USAID/HAITI GENDER-INTEGRATION SUPPORT TO IMPLEMENTING PARTNERS Currently, USAID/Haiti gender-integration support to an implementing partner is limited to the initiatives of their AOR/COR, based on their individual gender capacity. Implementing partners indicated a desire for increased support that would include:

- *Targeted gender training.* Mentioned topics include general gender equality sensitization, development of gender integration strategies, creation of gender indicators, and gender-responsive budgeting.
- *Learning exchange.* Mentioned mechanisms include: establishing an implementing partner learning exchange group to share learning, promote synergies, and avoid duplication of efforts; creating a newsletter to be co-created by implementing partners and the mission; developing a system for disseminating relevant USAID gender guidance documents and gender-related studies to implementing partners.
- *Increased budgets for GEWE-related activities and training.* Mentioned activities include behavior change communication activities addressing social and cultural norms that underpin gender inequality.

“Projects come and go after two or three years and then nothing. It takes time for this macho population in Haiti (women and men) to achieve a change of attitude and behavior. We have to keep them going and constantly hammer home messages.”

— Implementing Partner Key Stakeholder

“You should speak with [local women’s rights] organizations that have already proven themselves in the country and not organizations that were born just for a project...with organizations that despite thick and thin are there and which are becoming institutionalized, and which independently of funded projects accomplish their missions.... we want to strengthen the women’s movement in Haiti; we must strengthen what exists...This is a fundamental element.”

— Implementing Partner Key Stakeholder

USAID/HAITI AS A GENDER-INCLUSIVE DEVELOPMENT PARTNER Implementing partners believe USAID/Haiti can be a more gender-inclusive development partner by 1) providing more GEWE-specific funding in all projects; 2) investing in specific gender-equality projects that last for significant periods of time, to address underlying unequal gender norms; 3) investing in and partnering with Haitian CSOs and government institutions on GEWE; and 4) taking a holistic, multi-sector, and multi-actor approach to gender-inclusive development. Examples include wrap-around support to women’s entrepreneurship and economic empowerment through technical/vocational training, better access to financial resources, and better access to basic services like health care, social protection, and improvement of working conditions.

GBV PREVENTION AND RESPONSE INTEGRATION Examples exist of current and past USAID/Haiti programming that addresses GBV response and prevention within the DRG portfolio. This includes Konbat Vyolons, a GBV-specific project, as well as the current countertrafficking program. The GMO does not require systematic integration of GBV prevention, and accordingly most activities do not include inclusion of GBV-related programming. The only related requirement is that all project design must take into account the time burdens of women, to mitigate the potential for triggering GBV at home because of increased demands on women’s time caused by participation in mission activities.

USAID/HAITI HUMAN RESOURCES POLICY USAID/Haiti follows several gender-sensitive human resources policies and is an Equal Opportunity Employer. However, the mission maintains a policy that requires FSN staff to provide their wage history as a basis for determining their starting wage at the mission. This wage policy places women at a disadvantage, due to persistent gender pay gaps in Haiti (and abroad) as well as differences in employment history between women and men. Although this policy has been changed for Institutional Support Contractors (ISC), the mission has not conducted a compensation audit with existing mission staff to level out potential inequities derived from their wage history.

AWARENESS OF USG/USAID GEWE-RELATED LAWS AND POLICIES AMONG MISSION STAFF USAID/Haiti staff are largely unaware of GEWE-related laws and policies that the USG and USAID have adopted. Most surveyed mission staff responded to the related survey question by saying that they did not know about these policies, or that most staff did not know about these laws and policies, or that more training on them was needed to fully integrate them into their daily work at the mission. Some mission staff also do not know about the GMO.

GENDER TRAINING AND PROFESSIONAL DEVELOPMENT Most staff have taken at least the obligatory Gender 101; the GMO does not require a refresher course after any given number of years. Few staff have taken the three additional courses recommended in the GMO (102, 103, and LGBT Inclusion in the Workplace). Consulted mission staff expressed a desire to participate in more in-person gender training (versus just online courses) and expressed interest in Temporary Duty Travel assignments related to gender. Topics of interest mentioned include gender equality, human rights, gender mainstreaming in results-oriented project monitoring, GBV response and prevention, planning and gender issues, gender and organizational change, and gender-sensitive monitoring and evaluation. Consulted staff also identified gender POCs and AOR/CORs as priority staff for additional gender professional development, because of their unique role in ensuring gender integration across sectors and because of perceived insufficient capacity in this regard.

“Work more closely with the government. USAID has historically been only an intermittent participant in government-led meetings, though this has improved over the past few years.”

— Implementing Partner Key Stakeholder Interview

USAID/HAITI ACCOUNTABILITY TO OTHER INTERNATIONAL PARTNERS, THE HAITIAN GOVERNMENT, AND NATIONAL CIVIL SOCIETY ORGANIZATIONS IN PROMOTING GEWE

The mission remains accountable in this regard primarily through its participation in the donor Gender Working Group (GWG), under the leadership of UNFPA. It also remains accountable through its required activity-level and PAD-level gender analysis, and through reporting on sex-disaggregated data and any gender indicators included in mission activities. However, accountability gaps emerged which present opportunities for improving the mission’s accountability. Despite having GEWE-related reporting requirements in place, there is not a mechanism for systematically sharing GEWE-related analysis reports and data with partners in Haiti. USAID/Haiti’s participation in the donor GWG is not coordinated with the U.S. State Department, which leaves gaps in consolidated USG leadership on GEWE in Haiti. A number of key informants noted that USAID/Haiti could be better accountable on GEWE by using the organization’s influence to conduct more direct advocacy and collaboration with the government to advance gender equality in Haiti.

10.2 RECOMMENDATIONS FOR USAID/HAITI¹¹

- Finalize the recruitment of a new full-time MGA; provide a comprehensive onboarding and empowerment process that includes an extensive handover with acting GA and strong backing by the front office to ensure buy-in from all mission staff.
- Draft a first 45-day plan to ensure that key GMO requirements are put in place quickly once the MGA is on-board: reestablishment of the Gender Working Group, designation of POCs, review of existing PADs to identify which need specific gender analysis, etc.
- Revise the GMO to include specific roles and responsibilities, including time allocation requirements of gender POCs. Include the newly drafted gender POC roles and responsibilities in the respective job descriptions for the full-time positions that gender POCs hold at the mission.
- Revise the GMO to outline specific lines of coordination and shared responsibilities among the MGA, the AOR/CORs, and the OAA, as they relate to ensuring gender integration in mission activities by implementing partners.
- Provide increased support to implementing partners to reach their GEWE objectives and results, through targeted gender training and learning exchange opportunities, such as an inter-project group and a quarterly newsletter to share learning and create synergies.
- Increase dedicated funding and implementation time for GEWE-specific projects and activities, to enable implementing partners to reach objectives and results related to addressing unequal gender norms, traditional roles and responsibilities, and other relational and structural barriers that impede GEWE.
- Expand the reach of the existing Small Grants Facility to build the capacity of additional local NGOs working on gender equality and women's empowerment, with the long-term goal of enabling them to become implementing partners for larger USAID-funded projects. This could include an outreach and mentoring program to help local NGOs respond to funding announcements.
- Devise an advocacy and collaboration plan to influence and support the GOH on advancing GEWE, in alignment with Haiti's 2014–2034 Policy for Equality between Women and Men.
- Develop a mission [GBV analysis and Roadmap](#), similar to that created by Banyan Global and USAID/South Sudan. This should include development of minimum standards and benchmarks of GBV prevention and response activities, and an outline of activities that address unequal gender norms, traditional roles and responsibilities, and other relational and structural barriers that impede

¹¹ In accordance with [EO 13950](#), USAID has put a hold on all upcoming training, seminars, and other related fora on diversity and inclusion pending an Agency and Office of Personnel Management review of the content of these programs. (see Executive Order and OMB Guidance). It may also be helpful to review Agency Notices numbers 09214 and 10196. Mission staff reviewing these recommendations should seek guidance from Mission leadership prior to moving forward with any training events.

GEWE. The roadmap should highlight the sequencing, funding, and time allocation needed to meet the objectives and results.

- Revise current HR policy to eliminate salary history requirements as a basis for determining starting pay at the mission; conduct a compensation audit to achieve pay equity for male and female employees who have worked for the mission prior to the new policy change.
- Increase GMO professional development requirements to include annual refresher courses for all staff, and make the Gender 102, Gender 103, and LGBT Inclusion in the Workplace mandatory. Make additional and more frequent gender training and coaching required for gender POCs and AOR/CORs.
- Establish a gender training program led by the MGA to include: the existing online gender courses (101, 102, 103, and LGBTI Inclusion in the Workplace); in-person training; and opportunities for sharing of best practices and lessons learned across the mission. Also, make available funds to participate in external gender trainings, as well as train-the-trainer sessions on gender conducted by the gender point person. Priority topics include: existing USG and USAID laws and policies related to GEWE and the GMO; gender equality; human rights; gender mainstreaming in result-oriented monitoring of projects implementation; GBV prevention and response methods; gender equality studies; planning and gender issues; gender and organizational change; and gender monitoring and evaluation.
- Establish additional GEWE accountability mechanisms to include: the creation and implementation of a communication plan on GEWE work and results; coordinated leadership with the U.S. Department of State in relevant gender platforms; coordinated advocacy by USAID and the U.S. Department of State for influencing GOH on issues related to GEWE.

ANNEX A. SCOPE OF WORK

I. INTRODUCTION

The U.S. Agency for International Development Haiti (USAID/Haiti) requires a Gender Inclusive Development Analysis to inform the preparation of its new Strategic Framework. The new strategy will cover 2020–2022.

The USAID/Haiti 2018-2020 Strategic Framework was extended to September 30, 2020, per the February 2, 2019, action memo approved by the Senior Deputy Assistant Administrator, Bureau for Latin America and the Caribbean. The current strategy focuses generally on four Development Objectives (DOs) that USAID/Haiti currently targets: 1) independence and accountability of the Government of Haiti (GOH) institutions improved; 2) economic and food security advanced; 3) health outcomes improved; and 4) education outcomes improved. However, re-prioritization or realignment of activities within the DOs will be done as the Strategic Framework for 2020-2020 is developed.

II. BACKGROUND

Although Haitian tradition and culture place men in positions of power and leadership - including roles as politicians, religious and educational leaders - Haitian women form the backbone of Haitian society and the local economy. Nearly half of Haitian households are women-led, and women comprise the majority of informal commerce vendors and control most of domestic agricultural supply chains. Economic development, poverty reduction, health and education improvements, and safeguarding the environment depend on the continued enhancement of the status of women in Haiti. However, current resource allocations and the prevailing social and cultural framework impose restrictions on their capacity to exercise their fundamental right to a decent living. At the political level, men and women are not equitably represented with only 2.7 percent of parliament seats occupied by women, and decision-making power favors men.

The 2016 Demographic Health Survey (DHS) demonstrated that Haitian women enjoy relative mobility within their households and communities; 83 percent of women make many of the household decisions about small expenses, which foods to purchase and prepare, and what their children eat. Seventy-seven percent of currently married women participate in decisions about their own health care, and 89 percent have sole decision-making power to visit family or relatives. However legal and cultural barriers persist that restrict women and girls from reaching their full potential and create obstacles to economic opportunities.

Since July 2018, political instability and rising violence highlighted by periods of extended civil unrest known as “pays lock” have significantly increased insecurity in Haiti. This, in addition to a lack of infrastructure, poverty, kidnapping, and violence, constitute a set of factors that contribute to high rates of violence in Haitian society, especially gender-based violence (GBV). Over Haiti’s modern history, those in power have used sexual violence as a tool of repression in a society where women are often considered second-class citizens. The consequences of the devastating earthquake in January 2010

exacerbated the already high risks of abuse and exploitation for women and girls in Haiti, where laws criminalizing rape and domestic violence were not enacted until 2005.

The issue of sexual violence perpetrated against women and girls in Haiti is complex, influenced by continuing political instability, economic deprivation, the disempowerment of women, as well as their economic instability. According to the 2016-2017 Haiti Demographic and Health Surveys (DHS), 12 percent of Haitian women have experienced sexual violence. This proportion is highest among older women, aged 30-39, with 16 percent reported having experienced sexual violence.¹² Furthermore, results from Haiti's 2016-2017 Demographic and Health Survey (DHS) show that 29 percent of women aged 15-49 have experienced acts of physical violence since the age of 15.¹³ Other statistics suggest that 59 percent of female survivors of violence have been assaulted by intimate partners.¹⁴

The lives of many Lesbian, Gay, Bisexual, Transexual, Intersex (LGBTI) persons are characterized by discrimination, isolation, secrecy, violence, and sometimes homicide. These conditions are often mitigated or reinforced by other social characteristics such as class, age, gender, gender expression, education, and levels of family support. Yet regardless of circumstance, many LGBTI persons recount personal narratives of denial of access to housing, health care, education, or employment, as well as violence based on sexual orientation or gender identity.¹⁵

The GOH estimates that 300,000 people were injured in the 2010 earthquake, many of whom suffered long-term disabilities, increasing the national disabled population to about 800,000. Handicap International cites as many as 4,000 survivors who underwent amputations to save their lives. Among this population, there is a considerable lack of access to education, health care services, and employment. Persons with disabilities face a significant amount of discrimination. Women with disabilities are facing an additional layer of discrimination related to gender. The paucity of transportation and community and residential infrastructure in Haiti denies women and girls, the disabled in particular, ease of mobility, access to safe ablution and sanitation facilities and security. Women and girls with disabilities experience higher rates of gender-based violence, sexual abuse, neglect, maltreatment and exploitation than women and girls without disabilities.¹⁶ Women and girls with disabilities are three times more likely to experience gender-based violence compared to non-disabled women.¹⁷

¹² Haiti Demographic and Health Survey, 2016-2017.

¹³ Ibid.

¹⁴ Commission de Données, 2005

¹⁵ <http://iglhrc.org/sites/iglhrc.org/files/504-1.pdf>

¹⁶ In his 2006 *In-Depth Study on All Forms of Violence against Women*, the Secretary-General observed that surveys conducted in Europe, North America and Australia have shown that more than half of women with disabilities have experienced physical abuse, compared to one third of non-disabled women. A/61/122/Add.1, para. 152, citing Human Rights Watch, "Women and girls with disabilities," available at: <http://hrw.org/women/disabled.html>.

¹⁷ UNFPA, *Sexual and Reproductive Health of Persons with Disabilities*, 2009

In close collaboration with and under the leadership of the Office of the Secretary for Integration of Persons with Disability (BSEIPH/GOH), USAID-funded implementing partners have been engaged in providing advocacy and awareness-raising, as well as improving the quality of services delivered to the disabled population in Haiti. The law for the integration of disabled persons in Haiti was a critical milestone and was officially published in May 2013 after passing in the Parliament. To date, this law was translated in Creole and in Braille and 225,000 public servants and officials were sensitized on the law. In collaboration with the Haitian Government, a special education training module promoting the inclusion of disabled children has been drafted in September 2015. This module will integrate the national education curriculum and reduce stigma and barriers to access education. Persons with disabilities, especially young women, are encouraged and supported to fully participate in all the planned activities.

Youth represents the future of any country and no different in Haiti. The United Nations Development Programme (UNDP) notes that more than half of the population is under 21 years old, with 22.7 percent between 15 and 24 years old. Young women in Haiti face particular challenges to long-term development and economic opportunities, including threats that endanger their health, well-being and access to education. In particular, early pregnancy, which affects approximately 16 percent of females between the ages of 15 and 19, contributes to country-wide development challenges such as stunting and backsliding toward extreme poverty. The Haitian population is very young and women make an important part of it.

USAID/Haiti's Previous Gender Assessments

USAID/Haiti has undertaken several initiatives in the past to improve gender integration in its programming. In 2016, the Mission carried out a gender assessment to identify key gender issues and gender constraints that need to be addressed within the USAID/Haiti portfolio, and to recommend how USAID/Haiti can achieve greater gender integration in its programs. In 2018, a gender analysis [was carried out](#) to inform USAID/Haiti's DO2 Project Appraisal Document (PAD) and in 2019 a deeper analysis on gender dimensions in the electricity sector [was conducted](#), and in 2016, another was carried out to inform the PAD for the Mission's flagship Water, Sanitation and Hygiene (WASH) Project. Additionally, the Mission carried out a [Youth Assessment](#) in 2016 to inform the Mission Strategic Framework.

USAID Relevant Policies

Gender equality and women's empowerment are core development objectives, fundamental for the realization of human rights and key to effective and sustainable development outcomes. Promoting gender equality and advancing the status of all women and girls around the world is vital to achieving U.S. foreign policy and development objectives. Since 2012, USAID adopted several comprehensive and interlinked policies and strategies to reduce gender inequality and to enable girls and women to realize their rights, determine their life outcomes, influence decision-making and become change agents in households, communities, and societies.

These policies and strategies include: USAID's [Gender Equality and Female Empowerment Policy](#); the [U.S. National Action Plan on Women, Peace and Security](#); the U.S. Strategy to Prevent and Respond to Gender-Based Violence Globally; the [USAID Vision for Ending Child Marriage and Meeting the Needs of Married Children](#); the USAID Disability Policy; the USAID Lesbian, Gay, Bisexual, Trans, and/or Intersex

Vision for Action; the USAID Counter-Trafficking in Persons Policy; and the recently approved USAID Promoting the Rights of Indigenous Peoples. Together, these policies and strategies provide guidance on pursuing more effective, evidence-based investments in gender equality and female empowerment and incorporating these efforts into our core development programming.

III. PURPOSE

The purpose of the country level Gender Inclusive Development Analysis is to identify key gender advances, inequalities, constraints, and opportunities that need to be addressed within the USAID/Haiti portfolio, and to recommend how USAID/Haiti can achieve greater gender integration in its strategic planning across the following sectors:

- Health (WASH, MCH, Family Planning, and PEPFAR)
- Education (Primary)
- Democracy, Rights, and Governance
- Agriculture/Environment
- Economic Growth
- Infrastructure

The gender analysis will address gender-based violence prevention and response, women's economic empowerment, resilience, humanitarian assistance, self-reliance as cross-cutting themes. It will focus on LBGTI, persons with disabilities, and youth as key cross-cutting populations. The analysis will also look at the difference between rural and urban individuals, using the West Department (Port-au-Prince) as an area of focus for urban and the two resilience focus zones (North and South Departments) for rural population.

The [Automated Directives System \(ADS\) 205.3.3](#) requires a gender analysis as part of the design of country strategies. The gender analysis must be completed prior to completing a CDCS so that its findings will appropriately inform strategic decisions about each development objective and intermediate result. Unlike other analyses, the gender assessment cuts across programs at both planning and implementation stages. The analysis must provide country and sector-level quantitative and qualitative information on the key gender gaps in each of the domains described in section 205.3.2 at the country level and in specific sectors where Mission resources are likely to be concentrated.

Furthermore, this country level Gender Inclusive Development Analysis must comply with ADS Chapter 205 requirements for gender analysis, which is available through the following link:

<https://www.usaid.gov/sites/default/files/documents/1870/205.pdf>

The analysis must gather data and information on the following gender analysis domains:

- Laws, Policies, Regulations, and Institutional
- Cultural Norms and Beliefs

- Gender Roles, Responsibilities, and Time Use
- Access to and Control over Assets and Resources
- Patterns of Power and Decision-making

Additionally, as the novel coronavirus, COVID-19, spreads through the world and Haiti, the analysis must take into consideration the impact of the pandemic on women and girls, and men and boys from health to economy, security to social protection. It must also provide recommendations on how to ensure gender sensitive approach during emergency responses.

The findings and recommendations of the gender analysis will guide USAID/Haiti in reflecting gender equality and female empowerment in its CDCS Goal, Development Objectives, and Intermediate and sub-Intermediate Results, and in better incorporating it into project design and implementation. It will also inform and shape a strategy that takes into account men, women, youth, boys, girls and marginalized populations, such as persons with disabilities and LGBTI persons. Recommendations will also propose F and custom indicators in the Gender Analysis Report. The key stakeholders, or the primary audience for the analysis results, will be USAID/Haiti and USAID/Washington. At the same time, the analysis (or a sanitized version of it) will be accessible to all interested parties in the development community and beyond.

IV. ANALYSIS METHODOLOGY

The gender analysis will be comprised of the following components:

- An inception report, including a comprehensive methodology and literature review and analysis of pertinent literature, some of which will be available only in French. The purpose of the literature review will be a) for the assessment team to learn Haiti Mission priorities, strategic areas of interest, and lessons learned from previous projects and b) to review national and international literature on Haiti describing gender relations in Haiti. Relevant materials might include, but are not limited to:
 - Politique d'Égalité Hommes/Femmes 2014-2034 (<http://extwprlegs1.fao.org/docs/pdf/hai157333.pdf>)
 - National statistics on women from the Institut Haïtien de Statistique et d'Informatique (IHSI) and the UNDP Human Development Index Reports;
 - Gender Equality and Women's Empowerment Policy, United States Strategy to Prevent and Respond to Gender-based Violence Globally, Counter-Trafficking in Persons (C-TIP) Policy; Self Reliance Country Roadmaps
 - Current USAID/Haiti Strategic Plan (FY 2018 – FY 2020), FY 2019 Operational Plan, FY 2019 Performance Report, Gender Assessment and Action Plan for USAID/Haiti FY 2016, Gender Mission Order
 - Mission's present strategic framework, results framework, and the program portfolio

- The preliminary vision paper and/or other relevant working papers developed for the 2020-2022 Strategic Framework, if available.
- Government of Haiti gender related documents, technical offices and implementing partners program documents and those of other development partners, e.g., Global Affairs Canada (GAC), Inter-American Development Bank (IDB), World Bank, and European Union (EU).
- Background information on gender issues in Haiti, such as UN Women, UNICEF and Government of Haiti (GOH) reports and other in-country data; gender
- Assessments covering other vulnerable groups such as the LGBTI community, PWDs, and other self-identifying minority groups who would be considered vulnerable in the Haitian context;
- Assessments from other major international organizations that may be used as a reference source, e.g., the Global Education Monitoring Report [2019 Gender Report](#), among others.
- Implementing instruments such as cooperative agreements, contracts, and grants;
- Baseline surveys, pre-award assessments, mid-term and final evaluations and sector assessments;
- Recent literature that addresses gender issues in specific sectors and areas of strategic interest for the Mission (e.g., trade, global competitiveness, regional market integration, food security, democracy and governance, anti-corruption, conflict mitigation, health, education, and HIV/AIDS impact mitigation);
- Recommendations of the United Nations (UN) Human Rights Committees regarding gender-based violence and gender equity in Haiti. Haiti has subscribed to a series of Human Rights treaties which promote the rights of women and girls, and is required to present periodic reports on the progress towards the achievement of those rights, such as the Convention on the Elimination of All Forms of Discrimination (CEDAW), and the Convention on the Rights of the Child and others;
- Reports on the Advancement of the Millennium Development Goals (MDGs); and
- Other Assessments/Documents (see Attached Annex)
- Online survey of key stakeholders, followed by remote interviews if necessary, of USAID/Haiti staff involved in developing the Mission program. These meetings shall include where possible:
 - Remote entry briefing with the Gender Advisor, the Program Support and Policy Coordination (Program) Office, and the Front Office;
 - Key stakeholder interviews with mission Technical Offices, Support Offices, and implementing partners on specific sectors and areas of interest, to identify possible links to gender issues in each Program Area and determine whether these issues are adequately considered in the future strategy; to identify possible entry points for the incorporation of gender considerations into ongoing and future activities, and to recommend how gender considerations can be adequately treated in the CDCS. To the extent possible, the consultants will coordinate with the technical

offices that are in the process of conducting assessments and/or designing programs to analyze how gender issues have/have not been addressed and offer practical suggestions;

- Online survey of key stakeholders, followed by remote interviews, if necessary, of selected key stakeholders and implementing partners involved in current and new programs to start during the extension period of the current strategy, including local gender expert resource groups about problems, successes, and opportunities for improving attention to gender in USAID activities:
- Government of Haiti representatives: Ministry of Social Affairs (MAST), Ministry of Women's Affairs (MCFDF), Bureau of the Secretariat of Integration of Persons with Disabilities (BSEIPH), and Institute of Wellbeing and Research (IBESR), as identified by the Mission (in order to facilitate appointments), and approved by both the Mission and the team; and
- International Stakeholders such as UN Women, United Nations Development Programme (UNDP), BINUH, Inter-American Development Bank, Canadian International Development Agency (CIDA), World Bank, European Union (EU).

NOTE: Any component involving meetings with several individuals or requiring the meetings to be held onsite may either be conducted virtually or postponed due to COVID-19 agency policy and guidance requirements.

V. DELIVERABLES / TASKS REQUIRED

All written documentation for submission by the Contractor to USAID/Haiti must be in English. The Contractor must provide the following deliverables:

- **Inception Report:** The Contractor shall submit an Inception Report (including a comprehensive literature review of secondary data sources, proposed methodology, work plan/schedule, a list of key stakeholders to interview, and research questions guides).
- **Remote Inbriefing:** Conference call with relevant USAID/Haiti staff to include an in-briefing on the desk review, methodology, and timeline.
- **Draft Gender Analysis Report:** The draft Gender Analysis report must include information and data on the five domains as mentioned above, and findings and recommendations along 6 of the mission's priority sectors mentioned above. The Gender Analysis will detail possible entry-points for incorporation of gender, youth, persons with disabilities and other considerations in carryover activities and potential new programs of the new strategy. The report will also include propose F and custom indicators for specific sectors in the recommendation section of the gender analysis.
- **Final Gender Analysis Report:** The final Gender Analysis Report will incorporate written feedback from USAID/Haiti.

The findings of the gender analysis must be reflected in a written report. The Gender Analysis final report must not exceed 50 pages, excluding cover page, table of contents, and annexes/attachments. The report must be written in English and should include the following sections:

- **Executive summary (3-4 pages):** Synthesizes main findings, recommendations, and lessons learned. Does not include new information not available in the report. This must be a stand-alone document.
- **Introduction (1 page):** Clearly specifies the purpose of the analysis and the sectors under analysis, as well as a description of the target population, geographic area, and cross-cutting themes.
- **Methodology and limitations (1 page):** This section includes a summary description of the methodology and instruments used in the analysis/assessment. This allows the reader to estimate the degree of credibility and objectivity in the data gathered and in the analyses performed. In case of primary data collection, instruments and sampling criteria must be explained. **Findings and recommendations, by sector (up to 25 pages):** This section provides findings and recommendations by USAID/Haiti priority sector. Findings must be clearly supported by multiple evidence sources referenced in the text, increasing its credibility. To the extent possible, evidence should be presented by using graphs and tables, and any other form that facilitates the readers' understanding of the text. Recommendations must be concise, specific, practical, and relevant to decision-making and the achievement of results on behalf of key stakeholders (including USAID), as appropriate.
- Appendices must include:
 - a. SOW of the analysis,
 - b. Detailed Methodology, including a description of the design and methods used
 - c. Reference list (sources used for statistical and desk review analysis (primary and secondary))
 - d. Interview guides (if applicable),
 - e. List of key stakeholders consulted
 - f. Other appendices required by USAID or provided by the analysis team.
- Here, a summary table must be included which presents the following: instruments used, types of key informants, information gathered, and limitations encountered during data collection. Similarly, limitations regarding secondary data analysis should be disclosed.
- **Debriefing:** The consultants shall organize a virtual debriefing session for USAID staff to present and receive feedback of the preliminary findings, recommendations and preliminary gender indicators for specific sectors.

VI. DELIVERABLES TIMELINE

The table below presents the deliverables timeline.

	Deliverable/Task	Due Date (Period of Implementation)
1.	Inception Report	Banyan Deadline: August 26, 2020 USAID Deadline: August 31, 2020 (August 1 -August 31, 2020)
2.	Remote In-briefing with USAID/Haiti Mission Staff	September 2, 2020
3.	Virtual Primary Data Collection	September 23, 2020 (September 2, 2020- September 23)
4.	Mission Debriefing on Preliminary Findings and Recommendations	September 25, 2020
5.	Draft CDCS Gender Analysis Report	Banyan Deadline October 21, 2020 USAID Deadline: October 26, 2020 (September 24-October 26, 2020)
6.	Final CDCS Gender Analysis Report (incorporating written comments from the mission on the draft report)	Banyan Deadline: November 12, 2020 USAID Deadline: November 18, 2020 November 4-18, 2020

USAID/Haiti, through the Program Office, will provide written comments to the team electronically within five working days of receipt of the inception report. USAID/Haiti will provide written comments within seven days of receipt of the draft gender analysis report.

VII. TEAM COMPOSITION

Key personnel shall consist of the following:

An International Team Leader (Task Order Labor Category: Senior Consultant (expat)) with the following qualifications:

- Experienced social scientist with excellent knowledge conducting gender assessments, preferably in the Caribbean.
- At least 10 years' experience in operational research, policy formulation and program design.

- Master's Degree in gender studies, public policy, international relations, or other related field is preferred.
- Knowledge of USAID programs, familiarity with USAID Strategic Direction and Program management.
- Strong English writing skills.
- Proficiency in French, and/or Creole required.
- Excellent interpersonal, intercultural, and team management skills.

Deputy International Team Leader (Task Order Labor Category: Senior Consultant (expat)) with the following qualifications:

- Experienced social scientist with excellent knowledge conducting gender assessments, preferably in the Caribbean.
- At least 10 years' experience in operational research, policy formulation and program design.
- Master's Degree in gender studies, public policy, international relations, or other related field is preferred.
- Knowledge of USAID programs, familiarity with USAID Strategic Direction and Program management.
- Strong English writing skills.
- Proficiency in French, and/or Creole required.
- Excellent interpersonal, intercultural, and team management skills.

Senior National Gender Expert (Task Order Labor Category: Senior Consultant (local)) with the following qualifications:

- Haitian national gender expert with complementary skills to the International Team Leader
- Minimum of 10 years of professional experience.
- Minimum of five years' experience in conducting evidence-based research and conversant with gender issues in Haiti.
- Knowledge in technical areas such as strengthening democracy and governance, public policy, education, agriculture, infrastructure, health, public/municipal service delivery (water supply/sanitation, energy, and land tenure), and economic growth.
- Knowledge of the Government of Haiti gender mainstreaming programs.
- Conversant with socio-cultural beliefs and practices in Haitian societies.

- Master's degree in gender studies, public policy, international relations, or other related field.
- Conversant in English, Fluent in French and Creole.
- Exceptional interpersonal and intercultural skills.

One National Gender Expert (Task Order Labor Category: Senior Consultant (local)) with the following qualifications.

- Minimum of 10 years of professional experience.
- Minimum of 5 years' experience conducting evidence-based research and expert knowledge on gender and women's economic empowerment issues in Haiti.
- Expertise in priority development sectors.
- Deep knowledge of the Government of Haiti gender mainstreaming programs; development partner engagement in the gender space and a sound working relationship with the Ministry of Women's Affairs.
- Master's degree in gender studies, public policy, international relations, or other related field.
- Excellent speaking and writing English language skills are required, as well as French and Creole.
- Exceptional interpersonal and intercultural skills.

VIII. Gender Analysis Management

Period of Performance: USAID/Haiti proposes that the analysis runs from August 1 to November 18, 2020

Logistics: USAID will assist the team to gather relevant contact information from those groups, organizations and individuals identified for interviews.

Appendix I

Areas of Interest for further Development

- If, where, and when do urban women and LGBTI persons enjoy social or economic advantages over their rural counterparts? Are there disadvantages for women and LGBTI persons in urban settings?
- Women are a critical foundation of Haitian society. Are they able to advance either in terms of professional, political or economic leadership? If not, what are the constraints?
- How do community savings schemes build women's leadership and support increased economic opportunity?

- Are the travel needs of all socioeconomic classes of women met by the current transport infrastructure?
- Is Gender based violence more or less prevalent in urban contexts? Are there additional factors that affect this phenomenon?
- How do income and ideology influence women's decision making in rural and urban areas?
- Do the changes in women's participation in labor markets in Haiti generate tensions within households?
- What are the top three factors that keep girls out of school or from completing their education?
- How does gender impact disaster risk reduction, disaster management?
- How does poverty level impact violence against women, LGBTI?
- Where are women and girls most vulnerable (coastal cities, borders, rural, urban) to GBV?
- How does the hiring policy and employment policies by the Government of Haiti for civil servants affect the role of men versus women? Is the Government of Haiti providing a positive role in employment for women?
- How does school infrastructure impact youth with disabilities attendance?
- How do social service providers, such as teachers and health care workers, treat people differently based on their gender or gender identity?
- How does gender impact the quality of health care services, particularly HIV services?
- Are women in leadership roles in the private sector? Do they work in positions that hire or give access to services to the public (i.e., medical provider, loan officer)?
- How does family economic insecurity keep girls out of school?

Appendix 2

Suggested Background Materials

- USAID/Haiti Development Objective 2 PAD Gender Analysis and Electricity Supplemental Analysis (to be provided by the Mission).
- The Gender Shadow Report: Ensuring Haitian Women's Participation and Leadership in All Stages of National Relief and Reconstruction, Coalition Gender Shadow Report of 2010 Post Disaster Needs Assessment (2010).
- BEYOND SHOCK: Charting the landscape of sexual violence in post-quake Haiti: Progress, Challenges & Emerging Trends 2010-2012, PotoFanm+Fi Coalition (November 2012).

- Women and Girls in Haiti's Reconstruction: A Dialogue on Assessing Legal Reforms, The Commission of Women Victims for Victims (Kofaviv), Madre, and the International Women's Human Rights Clinic at the City University of New York (CUNY) School of Law (February 2013).
- Struggling to Survive: Sexual Exploitation of Displaced Women and Girls in Port au Prince, Haiti, Madre, CUNY Center for Gender and Refugee Studies, CUNY Center for Human Rights and Global Justice, and Kofaviv (2012).
- U.S. Department of State Country Report of Human Rights Practices: Haiti, Bureau of Democracy, Human Rights, and Labor (2013).
- Responses to Information Requests, the Immigration and Refugee Board of Canada (2014) Page 5 of 8 Haitian Women: The Centerposts of Reconstructing Haiti, The U.S. Institute for Peace (January 2012).
- "Nobody Remembers Us: Failure to Protect Women's and Girls' Right to Health and Security in Post-Earthquake Haiti, Human Rights Watch (August 2011).
- A Profile of Police and Judicial Response to Rape in Port-au-Prince, U.N. Stabilization Mission in Haiti Office of the High Commissioner for Human Rights – Haiti (June 2012).
- Safe Haven: Sheltering Displaced Persons from Sexual and Gender-Based Violence, University of California, Berkeley, School of Law (May 2013).
- Supplementary Information on Haiti regarding the Treatment of Lesbian, Gay, Bisexual, and Transgender Individuals (LGBT), submitted to U.N. Human Rights Committee (July 2012).
- <https://www.eccnetwork.net/resources/increasing-access-waiving-tuition>.

ANNEX B. METHODOLOGY

INCEPTION REPORT

The research team prepared an inception report from August 1-26, 2020, which included a desk review of the secondary data sources specified in Annex C. The purpose of the desk review was to identify the major GEWE advances, gaps, and opportunities in Haiti as a whole, with a focus on the seven aforementioned sectors that were the main units of analysis for the USAID/Haiti 2020–2022 SF. Based on the desk review findings, the research team designed the methodology and work plan, which includes a research matrix (below) that connects the research questions to potential sources of second data and the instruments to use to collecting the data (Annex D). It also included question guides tailored to each sector or key population, as well as a list of key stakeholders (Annex E) to consult during primary data collection.

TABLE B1. RESEARCH MATRIX

NO.	SECTOR AND KEY POPULATIONS	DATA REQUIRED	TOOLS AND SOURCE OF INFORMATION
1	Health	- Humanitarian context, gender, and health - Needs, vulnerabilities, of women, men, boys and girls; intersection of gender norms and inequalities related to maternal, neonatal, child, and family health; SRH/FP; HIV/AIDS; nutrition; WASH - GBV Prevention & Response in the health sector - Impact of insufficient health infrastructure on women and men, persons with disabilities, LGBTI persons - Women's role in health governance; women and men's health insurance coverage; availability of sex-disaggregated health data	Literature review: National statistics and data bases (EMMUS 2016; EPSSS 2017-2018), research reports, global indexes, and USAID's studies. Others donor's studies and national reports to international mechanisms (CEDAW, ILO Conventions, SDG's, DSOs, etc.). National laws, regulations and policies, gender equality policies and instruments at national and local level. See Annex C for Sources Consulted. Online survey or remote semi-structured interview: Health Sector key informants. See Annex E below for key informants by sector.
2	Primary Education	- Gender-specific disparities and/or advances of primary education access, equity, quality, and governance. - Extent of gender-equitable teaching and learning, including curriculum - SRGBV - Women's and men's roles in national and local education governance and development - Intersection of gender, disability, and education - Impact of humanitarian context on gender equality in education	Literature review: National statistics and data bases (EMMUS 2016), research reports, global indexes, USAID's studies. Others donor's studies and national reports to international mechanisms (CEDAW, ILO Conventions, SDG's, DSOs, etc.). National laws, regulations and policies, gender equality policies and instruments at national and local level. See Annex C for Sources Consulted. Online survey or remote semi-structured interview: Education Sector key informants. See Annex E below for key informants by sector.

		Intersection of gender and locally-driven education development	
3	Democracy, Rights, and Governance	- Women's and men's respective participation and leadership in politics and governance - Electoral violence against women - Political participation and leaders of persons with disabilities - Gender and local/national governance, especially women's participation - Use gender-sensitive budgeting at national and local levels - Intersection of gender, women's rights, rule of law, and current political and security instability - Gender-specific issues related to access to justice, especially for women, LGBTI person, and persons with disabilities - Status of human rights, especially of women, LGBTI persons, and person with disabilities - Justice and GBV	Literature review: National statistics and data bases (EMMUS 2016), research reports, global indexes, USAID's studies, others donor's studies and national reports to international mechanisms (CEDAW, ILO Conventions, SDG's, DSOs, etc.). National laws, regulations and policies, gender equality policies and instruments at national and local level. See Annex C for Sources Consulted. Online survey or remote semi-structured interview: Democracy, Rights, and Governance Sector key informants. See Annex E below for key informants by sector.
4	Environment	- Women's and men's gendered roles in solid waste management - Gender-specific impacts of solid waste - Women's and men's role in water governance at national and local level. - Women's and men's role in reforestation - Gender-specific impacts of deforestation	Literature review: National statistics and data bases (EMMUS 2016), research reports, global indexes, USAID's studies, others donor's studies, national reports to international mechanisms (CEDAW, ILO Conventions, SDG's, DSOs, etc.). National laws, regulations and policies, gender equality policies and instruments at national and local level. See Annex C for Sources Consulted. Online survey or semi-structured remote interview: Environment Sector and Solid Waste Management key informants. See Annex E below for key informants by sector. Note that Environment key informants and Solid Waste Management key informants received a separate survey. See Annex D below for surveys.
5	Economic Growth and Agriculture	- Gender composition of formal workforce - Genders-specific workforce development challenges - Employment discrimination and sexual harassment in the workplace - Women's entrepreneurship and access to credit - Gender disparities in financial inclusion	Literature review: National statistics and data bases (EMMUS 2016), research reports, global indexes, USAID's studies. Others donor's studies, national reports to international mechanisms (CEDAW, ILO Conventions, SDG's, DSOs, etc.). National laws, regulations and policies, gender equality policies and instruments at national and local level. See Annex C for Sources Consulted. Online survey or semi-structured remote interview: Economic Growth and Agriculture Sector key informants. See Annex E below for key informants by sector.

		• Access to productive lands, control/ownership over resources for women • Women's and men's roles and opportunities in the agriculture value chains • Gender-specific issues related to food insecurity	
6	Infrastructure	• GBV, including sexual harassment and heavy infrastructure • Extent to which work site conditions are gender-sensitive • Impact of corruption and nepotism on employment of women and men in infrastructure • Women's employment in infrastructure • Impact of gender norms on Infrastructure Sector • Prevalence of women in STEM at university level • Women's participation in infrastructure governance • Impact of electricity on women's and men's lives • Intersection of gender and solar power	Literature review: National statistics and data bases (EMMUS 2016), research reports, global indexes, USAID's studies. Others donor's studies, national reports to international mechanisms (CEDAW, ILO Conventions, SDG's, DSOs, etc.). National laws, regulations and policies, gender equality policies and instruments at national and local level. See Annex C for Sources Consulted. Online survey or semi-structured remote interview: Infrastructure Sector key informants. See Annex E below for key informants by sector.
7	Water Supply and Sanitation	• Intersection between COVID-19, WSS, and gender • GBV and WASH • Challenges to gender-sensitive WASH in Schools • Women's and men's role in WSS governance	Literature review: National statistics and data bases (EMMUS 2016; EPSSS 2017-2018), research reports, global indexes, and USAID's studies. Others donor's studies and national reports to international mechanisms (CEDAW, ILO Conventions, SDG's, DSOs, etc.). National laws, regulations and policies, gender equality policies and instruments at national and local level. See Annex C for Sources Consulted. Online survey or semi-structured remote interview: Water Supply and Sanitation Sector key informants. See Annex E below for key informants by sector.
8	Key Populations (women, LGBTI persons, and persons with disabilities)	• Impact of current humanitarian context on GBV for key populations • Top challenges for each key population given the current humanitarian context • Recommendations on what USAID should invest to address challenges of key populations over next 2-3 years	Literature review: National statistics and data bases (EMMUS 2016), research reports, global indexes, USAID's studies. Others donor's studies, national reports to international mechanisms (CEDAW, ILO Conventions, SDG's, DSOs, etc.). National laws, regulations and policies, gender equality policies and instruments at national and local level. See Annex C for Sources Consulted. Online survey or semi-structured remote interview: Key populations informants. See Annex E below for key informants by sector.

PRIMARY RESEARCH

The research team carried out remote data collection September 9–25, 2020. They carried out the research remotely due to necessary social distancing requirements that the GOH put in place. The research team collected primary data using an online Google Forms survey and remote interviews conducted by phone and online video conferencing platforms. In consultation with the respective USAID technical offices at USAID/Haiti, the research team developed unique sets of questionnaires to capture sector-specific and key population-specific data on gender advances, gaps, and opportunities. These questionnaires also included specific questions for USAID implementing partners to gather their perspective on USAID/Haiti's gender policy and practice. The research team also developed a questionnaire to capture data from USAID/Haiti mission staff on gender policy and practice. The team developed each questionnaire in English and French except for the questionnaire targeting USAID/Haiti mission staff, which was prepared only in English. See Annex D for the questionnaires in English. Each relevant USAID/Haiti technical office provided a list of key stakeholders from each of the respective sectors. The research team complemented the list with additional stakeholders as available. The research team used the same questionnaire for interviews and the online Google forms survey. USAID sent an invitation letter via email to all identified stakeholders prior to the start of the primary research period. The research team sent the email with the survey links on September 9, 2020. The research team conducted follow-up over the following days to ensure responses to the email request and coordinate telephone interviews, as needed. A total of 69 stakeholders participated in the survey or interview. See below for the breakdown of surveys and interviews completed by sector/questionnaire type and respondent type.

TABLE B2. PRIMARY DATA COLLECTION

SECTOR/QUESTIONNAIRE	SURVEYS & INTERVIEWS COMPLETED BY RESPONDENT TYPE
Key Populations	• Government: 2 • Local CSO: 5 • International organization/NGO/donor: 2 • Implementing partner: 1
Health	• Government: 1 • International organization/NGO/donor: 1 • Implementing partner: 3
Environment	• International organization/NGO/donor: 5 • Implementing partner: 1 • Haitian private sector: 2
Water Supply and Sanitation	• Government: 2 • International organization/NGO/donor: 1 • Implementing partner: 2 • Haitian private sector: 2
Economic Growth and Agriculture	• Government: 4 • Local CSO: 2 • Implementing partner: 2 • Haitian private sector: 4
Infrastructure	• Government: 2

Democracy, Rights, and Governance	• Government: 3 • Local CSO: 1 • International organization/NGO/donor: 1 • Implementing partner: 3
Education	• Local CSO: 2 • International organization/NGO/donor: 2 • Implementing partner: 2
USAID Policy & Practice	• Programs Office/Front Office: 3 • Technical Offices: 6 • Executive Office: 1 • Office of Acquisitions & Assistance: 1
TOTAL	69 surveys and interviews completed (65 percent response rate)

PRESENTATION OF PRELIMINARY FINDINGS AND RECOMMENDATIONS

Toward the end of the in-country data collection, the research team provided a remote presentation of the preliminary findings and recommendations of the gender analysis to USAID/Haiti staff. The research team also provided additional presentations with the mission's Health, DRG, Economic Growth and Agriculture, Environment, and Education technical offices. The purpose of the presentations was to validate and expand upon the preliminary findings and recommendations.

DATA ANALYSIS AND INTERPRETATION AND REPORT PREPARATION

The research team analyzed and interpreted the primary data collected and delivered the draft gender analysis report to USAID/Haiti on October 29, 2020. The research team delivered the final gender analysis report to November 19, 2020, which addressed USAID/Haiti feedback on the draft report.

PROTECTION OF INFORMANT INFORMATION

The research team obtained free and prior informed consent at the organizational level and from all research participants, which included taking the following steps at the beginning of all semi-structured interviews:

- An explanation of the purposes of the research, how long interviews would take, and the procedures to be followed.
- A statement that participation is voluntary, that refusal to participate will involve no penalty, and that the subject may stop participating at any time.
- A statement that the subject may choose not to answer any question at any time.
- A statement describing that the data will be anonymous, but not confidential. Additionally, no personal information will be disclosed in any setting.
- Contact details for the research team in case of questions or concerns regarding the research.

For the surveys, an introductory paragraph explained these points related to informed consent and anonymity/confidentiality.

LIMITATIONS OF THE GENDER ANALYSIS

Limitations of this gender analysis include the following:

- Time limitations prevented consultation with more stakeholders for each of the seven sectors.
- In-country in-person data collection was not possible due to travel restrictions related to the COVID-19 pandemic. The absence of in-country data collection prevented consultations with USAID project participants, beneficiaries, and community members.
- Internet and digital connectivity for key stakeholders in Haiti was also a challenge.
- Reliance primarily on primary data collection through electronic surveys, which did not allow for probing for clarification or response follow-up.

ANNEX C. REFERENCE LIST

- 76 Crimes. 2020. *Haiti: A Demand for Justice for Fallen LGBTI Leader Charlot Jeudy*. ([Link](#)).
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ANNEX D: INTERVIEW GUIDES FOR THE GENDER ANALYSIS

KEY POPULATIONS—WOMEN, LGBTI PERSONS, AND PERSONS WITH DISABILITIES

INTRODUCTION:

Thank you for completing this survey, which is part of the gender analysis that will inform the USAID/Haiti 2020-2022 Strategic Framework.

The gender analysis focuses on identifying key gender-related factors that advance and/or hinder key outcomes for women, men, girls, and boys in Haiti as well as identifying successful strategies, approaches, and lessons learned to strengthen USAID/Haiti activities.

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Everything you share with us will remain anonymous but not confidential. This means that we may share quotes or stories, but your name will not be tied to them. No personal information will be disclosed in any setting.

Your participation will take approximately 60 minutes.

Questions:

1. Please describe in general terms the focus and scope of your institution/organization and your role in the institution/organization.
2. How has the current humanitarian context (i.e., social/political/security instability, COVID-19, and natural disasters) impacted the frequency of gender-based violence (GBV) and access to GBV prevention and response services and resources among the key populations your organization serves (i.e., women; women and men with disabilities; and lesbian, gay, bisexual, transsexual, and intersex (LGBTI) persons)?
3. To what extent has the current humanitarian context changed power dynamics between women and men in the household (e.g., roles and responsibilities, decision-making power, etc.)? How is this different in rural and urban areas?
4. How does poverty level and residence (e.g., coastal cities, borders, rural, urban) impact GBV for the key populations your organization serves?
5. Given the current humanitarian context, what are the top challenges facing the key population your organization serves? How do the challenges differ by residence (rural versus urban)? Please reflect on challenges related to education; health, democracy, rights, & governance; economic empowerment; and the environment.
6. What investments and collaboration—especially in education, health, democracy, rights, & governance, economic growth & agriculture, and the environment—should international partners like USAID prioritize to address these challenges?
7. What are some ways that your organization is engaging men and boys in gender equality? To what extent have you seen positive forms of masculinity emerging?

8. How does USAID/Haiti remain accountable to other international partners, the Haitian government, and national civil society organizations in regards to supporting gender equality and women's empowerment in Haiti (e.g., participation in relevant coordination and dialogues spaces; communication and other accountability mechanisms; etc.)? How could USAID/Haiti be more accountable in this regard?
9. **FOR HAITIAN GOVERNMENTAL AGENCIES:** What are the key challenges your Ministry/agency faces currently to ensure gender equality and women's empowerment across sectors in Haiti? What advances have been made since 2016? What support does the Ministry/agency need from international partners like USAID to address these challenges?
10. Please share any other final thoughts or feedback.

HEALTH

INTRODUCTION:

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Your participation will take approximately 60 minutes.

Questions:

1. Please describe in general terms the focus and scope of your institution/organization and your role in the institution/organization.
2. What are the underlying inequalities in the provision of health care?
3. Given the current humanitarian context (i.e., social/political/security instability, COVID-19, and natural disasters), what are the top three health care challenges facing women and girls in Haiti? How do the challenges differ in rural and urban areas?
4. Given the current humanitarian context, what are the top three health care challenges facing men and boys in Haiti? How do the challenges differ in rural and urban areas?
5. Given the current humanitarian context, what are the top health care challenges facing lesbian, gay, bisexual, transsexual, and intersex (LGBTI) persons?
6. Given the current humanitarian context, what are the top health care challenges facing women and men with disabilities?

7. What health investments and collaboration should international partners like USAID prioritize to address these challenges that women, girls, boys, and men, women and men with disabilities, and LGBTI persons face respectively? Why?
8. How do health care workers treat people differently based on their gender or gender identity?
9. How does gender or gender identity impact the quality of health care services, particularly HIV services?
10. How do gender norms, roles, and responsibilities impact maternal, neonatal, child, and family health outcomes, including sexual and reproductive health/family planning?
11. What are the primary challenges to making health care infrastructure gender-sensitive and accessible to persons with disabilities, especially women?
12. What are the challenges to meeting the needs of women and men, boys and girls in regards to health commodities? How does these challenges differ based on location (urban and rural) and socioeconomic situation? What are promising practices to address these needs?
13. What is the gender composition of health care workers in Haiti at all levels? For example, are doctors predominantly men, nurses predominantly women, community health workers are predominantly women?
14. What are the challenges to women's leadership in health care governance (e.g., leaders, managers, service providers) what is being done to address these challenges?
15. How has the current humanitarian context (i.e., social/political/security instability, COVID-19, and natural disasters) impacted the frequency of gender-based violence, access to services and resources, etc.?
16. Since 2016, what progress has been made in setting up a holistic and collaborative infrastructure to support survivors of gender-based violence (GBV)? What work remains to establishing the needed infrastructure?
17. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What are the main constraints you face to integrate gender in a concrete and effective way into your USAID-support project?
18. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What kind of support does your project/organization receive from USAID as an implementing partner to strengthen gender integration capacities? How could this support be improved?
19. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What could USAID/Haiti do better to ensure gender is integrated into all its activities in Haiti?
20. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** How does USAID/Haiti remain accountable to other international partners, the Haitian government, and national civil society organizations in regards to supporting gender equality and women's empowerment in Haiti (e.g., participation in relevant coordination and dialogues spaces; communication and other accountability mechanisms; etc.)? How could USAID/Haiti be more accountable in this regard?
21. Please share any other final thoughts or feedback related to the intersection of gender and the health sector.

EDUCATION

INTRODUCTION:

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Your participation will take approximately 60 minutes.

Questions:

1. Please describe in general terms the focus and scope of your institution/organization and your role in the institution/organization.
2. How is resilience and gender contemplated into the current education system (e.g., specific curriculum that builds resilience based on specific needs of women, men, boys, and girls, teacher training on DRR/DRM and how it impacts girls/boys differently, gender-responsive emergency contingency plans for the education sector, etc.)?
3. What are local communities, local civil society organizations (CSO)s and/or other national entities doing to ensure locally-driven, gender-sensitive education development since 2016? What has some promising practices of locally-driven gender-sensitive education development?
4. What has been or will be the impact of the current humanitarian context (i.e., social/political/security instability, COVID-19, and natural disasters) on education? How has this impacted girls and boys differently at the primary/fundamental level?
5. When thinking about education equity and inclusion in Haiti, what groups are most vulnerable to being out-of-school and/or face discrimination in the education system? (e.g., “restavèk” girls? Pregnant girls? Boys living in the streets, girls and boys with disabilities?) What challenges to these different groups face in accessing and experiencing education? What resources exist to meet the needs of these vulnerable girls and boys (e.g., safe spaces like girls’ and boys’ clubs, etc.)?
6. How does gender-based violence (GBV) currently manifest in the context of urban and rural schools and education (e.g., who are the victims, perpetrators, location of GBV, types of GBV)?
7. Gender differences in academic performance in reading and math with girls outperforming boys in Haiti has been documented. What explains these gaps (e.g., underlying gender norms, education level/age/language/nature of employment of mother, father, and/or primary caregiver, etc.)?
8. What are some potential ways to close these gendered learning gaps between girls and boys?
9. What types of initiatives have been implemented since 2016 to advance gender-responsive education since 2016? Please reflect on and provide any relevant information on initiatives related to 1) gender-sensitive teaching practices (e.g., eliminating gender bias of teachers, etc.), 2) revised curriculum and textbooks that eliminate gender stereotypes, etc., 3) tackling differences in learning, enrollment, and completion/dropout for girls and boys at the primary/fundamental level (e.g. additional reproductive work and lack of access to pads and bathrooms during menstruation for girls)? What are the continued obstacles to achieving gender-responsive education and how could these obstacles be addressed?

10. To what extent do women and girls participate and/or are gender issues considered in the local and school-level governance structures (e.g., Municipal Education Commission/*Commission Municipale d'Education* and the School Council/*Conseil Ecole*) and in national non-public education governance bodies (e.g., Catholic Education/*Commission Episcopale pour l'Éducation Catholique* (CEEC), Federation of Haitian Protestant Schools/*Federation des Ecoles Protestantes Haitiennes* (FEPH), Confederation of Independent Private Schools in Haiti/*Confédération des Écoles Privées Indépendantes d'Haïti* (**CONFEPH**), and Consortium of Private Sector Education Organizations/*Consortium des Organisations du Secteur Privé de l'Education* (COSPE))?
11. When thinking about international partners like USAID, how could they best support primary/fundamental education development over the next 2-3 years given the current humanitarian context?
12. The MENFP now provides a number of online pedagogical resources made possible by the MENFP and partners such as La Mason Henri Deschamps according to its website (e.g., ProTIC, RETEL, Platform MIT-AYITI). To what extent have these tools been used given the context of COVID-19? How has their reach been equitable in terms of gender (girls versus boys), rural versus urban, and ability level (i.e., inclusive to children with disabilities)? To what extent does the MENFP track usage?
13. **FOR MENFP:** What is the status of the MOU with the MCFDF between the MENFP and the MCFDF signed in 2007 to work towards girls' dropout and elimination of sexism in teaching? Does the partnership still exist? What does it involve currently? How could the partnership be strengthened?
14. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What are the main constraints you face to integrate gender in a concrete and effective way into your USAID-support project?
15. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What kind of support does your project/organization receive from USAID as an implementing partner to strengthen gender integration capacities? How could this support be improved?
16. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What could USAID/Haiti do better to ensure gender is integrated into all its activities in Haiti?
17. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** How does USAID/Haiti remain accountable to other international partners, the Haitian government, and national civil society organizations in regards to supporting gender equality and women's empowerment in Haiti (e.g., participation in relevant coordination and dialogues spaces; communication and other accountability mechanisms; etc.)? How could USAID/Haiti be more accountable in this regard?
18. Please share any other final thoughts or feedback.

DEMOCRACY, RIGHTS, AND GOVERNANCE

INTRODUCTION:

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Your participation will take approximately 60 minutes.

Questions:

1. Please describe in general terms the focus and scope of your institution/organization and your role in the institution/organization.
2. How has the current political crisis and COVID-19 impacted women's participation in leadership positions (including national and local nominative positions), voting, and other civil and political activities? What differences (if any) are there between urban and rural areas?
3. What have been the impact of the current political crisis and COVID-19 on Haiti's democratic institutions and how has this, in turn, impacted gender equality in the country? Please reflect on proliferation of gangs, discrimination in the enforcement of COVID-19 restrictions, etc.
4. How can negative consequences of the political crisis and COVID-19 on democratic institutions be redressed?
5. What are the primary obstacles to women's political leadership and election at the local and national levels? What are lessons learned and/or key variables that help women overcome obstacles and succeed in political leadership and elections?
6. What are the top three obstacles to accessing justice for women and men, respectively, in Haiti? What are lessons learned and/or promising practices to address these gender-specific obstacles?
7. What are the primary obstacles that the justice system faces (including the HNP, judicial branch, etc.) in addressing gender-based violence (GBV) in Haiti? What lessons learned and/or promising practices have been documented?
8. What are the primary obstacles that lesbian, gay, bisexual, transsexual, and intersex (LGBTI) persons face to realizing political and civic participation (e.g., voting, political leadership including running for office and getting elected, etc.) and realizing their human rights (political, including access to justice, civic, and social and economic)?
9. What are the primary obstacles that persons with disabilities face to realizing political and civic participation (e.g., voting, political leadership including running for office and getting elected, etc.) and realizing their human rights (political, civic, including access to justice and social and economic)?

10. To what extent are women and men involved in participatory governance and decision-making structures at the national and local level? What gender-specific strategies have worked to ensure equal participation in governance and accountability? How has the current humanitarian context impacted these structures?
11. What advances have been made in using gender-responsive budgeting since 2016 and what challenges remain?
12. What are the obstacles to the integration of women into professions such as the police or the judiciary? What are the best ways to ensure better integration of women in these spaces?
13. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What are the main constraints you face to integrate gender in a concrete and effective way into your USAID-support project?
14. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What kind of support does your project/organization receive from USAID as an implementing partner to strengthen gender integration capacities? How could this support be improved?
15. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What could USAID/Haiti do better to ensure gender is integrated into all its activities in Haiti?
16. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** How does USAID/Haiti remain accountable to other international partners, the Haitian government, and national civil society organizations in regards to supporting gender equality and women's empowerment in Haiti (e.g., participation in relevant coordination and dialogues spaces; communication and other accountability mechanisms; etc.)? How could USAID/Haiti be more accountable in this regard?
17. Please share any other final thoughts or feedback related to the intersection of gender and your respective sector.

ENVIRONMENT—REFORESTATION/FORREST RESOURCE MANAGEMENT AND GOVERNANCE; WATER RESOURCE MANAGEMENT AND GOVERNANCE

INTRODUCTION:

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Your participation will take approximately 60 minutes.

Questions:

1. Please describe in general terms the focus and the scope of your institution/organization and your role in the institution/organization.
2. To what extent is gender taken into account in resilience and Disaster Risk Management/Disaster Risk Reduction policy, practice, and programming? What are the challenges and advances since 2016?
3. What is the intersection of environmental sustainability, climate change, resilience, and gender (in)equality in the current context of Haiti?
4. Given the current humanitarian context (i.e., social/political/security instability, COVID-19, and natural disasters), what are the top three challenges facing Haitians as relates to reforestation and forest resource management and governance? What about the top three challenges facing Haitians related to water resource management and governance? How do the challenges differ based on gender, age, location (rural versus urban), ability, sexual orientation, and gender identity?
5. What investments and collaboration in both reforestation/forest resource management and governance AND water resource management and governance, respectively, should international partners like USAID prioritize over the next 2-3 year to address these challenges?
6. What are women's and men's roles and/or relationship to natural resource management and governance, notably restoration/forest resource management and water resource planning, management, and governance?
7. What is the level of community engagement and to what degree do women play a role in community-led natural resource planning, management, and governance? How does this differ in rural and urban areas? Please reflect on engagement and participation, including decision-making, in water resource planning, management, and governance as well as in reforestation and forest resource management and governance.

8. What are some lessons learned and/or promising practices in integrating gender, including but not limited to women's participation, into water resource planning, management, and governance as well as in reforestation and forest resource management and governance?
9. How does natural resource planning, management, and governance in Haiti impact the resilience of women, men, boys, and girls differently? Please reflect on the impact of both water resource planning, management, and governance AND reforestation/forest resource management and governance, respectively.
10. Unlike most productive activities, the production and marketing of charcoal is almost always male-dominated. To what extent then are women in the household involved in decision-making on when and how much charcoal to produce and on how to spend money earned from the production and sale of charcoal?
11. Since education plays a role in understanding the effects of deforestation and inadequate water resource management on climate change and/or environmental degradation, what efforts are the government and partners making to increase awareness among women and men, respectively, regarding these negative impacts?
12. When natural resources are scarce and livelihoods and basic needs are difficult to maintain, as is the case with the current humanitarian context (i.e., social/political/security instability, COVID-19, and natural disasters) in Haiti tensions and gender-based violence can increase, negative coping strategies are frequently used (e.g., trading sex for food or money, gang affiliation), and/or women and girls, especially are placed at higher security risk as they must travel further to secure resources like water and cooking fuel. To what extent have you seen these types of impacts in Haiti. Please provide examples as possible.
13. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What are the main constraints you face to integrate gender in a concrete and effective way into your USAID-support project?
14. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What kind of support does your project/organization receive from USAID as an implementing partner to strengthen gender integration capacities? How could this support be improved?
15. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What could USAID/Haiti do better to ensure gender is integrated into all its activities in Haiti?
16. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** How does USAID/Haiti remain accountable to other international partners, the Haitian government, and national civil society organizations in regards to supporting gender equality and women's empowerment in Haiti (e.g., participation in relevant coordination and dialogues spaces; communication and other accountability mechanisms; etc.)? How could USAID/Haiti be more accountable in this regard?
17. Please share any other final thoughts or feedback related to the intersection of gender and your respective sector.

SOLID WASTE MANAGEMENT

INTRODUCTION:

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Your participation will take approximately 60 minutes.

Questions:

1. Please describe in general terms what is the focus and the scope of your institution/organization. What is your role?
2. Given the current humanitarian context (i.e., social/political/security instability, COVID-19, and natural disasters), what are the top three challenges facing Haitians as relates to solid waste management? How do the challenges differ based on gender, age, location (rural versus urban, ability, sexual orientation, and gender identity)?
3. What investments and collaboration in solid waste management should international partners like USAID prioritize over the next 2-3 year to address these challenges?
4. What differences exist (if any) between women's and men's role, including decision-making, in solid waste management in rural and urban areas?
5. What is the hierarchical structure of solid waste management in Haiti (e.g., hierarchy of buyers, sorters, processors and dealers in Haiti)? To what extent is this structure gendered and determined by economic gains, so that men are positioned in the functions that earn more money than women?
6. What is the level of knowledge women and men, respectively, have regarding health hazards from collecting solid wastes?
7. How involved are Haitian community organizations in solid waste collection issues and to what extent do they consider gender in their work in this area?
8. What are some lessons learned and/or promising practices in integrating gender, including but not limited to women's participation, into solid waste management in Haiti?
9. How does solid waste management impact the resilience of women, men, boys, and girls in Haiti differently?
10. Please share any other final thoughts or feedback related to the intersection of gender and your respective sector.

WATER SUPPLY AND SANITATION

INTRODUCTION:

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Your participation will take approximately 60 minutes.

Questions:

1. Please describe in general terms what is the focus and the scope of your institution/organization. What is your role?
2. Given the current humanitarian context (i.e., social/political/security instability, COVID-19, and natural disasters), what are the top three challenges facing Haitians as relates to the Water Supply and Sanitation (WSS) sector? How do the challenges differ based on gender, age, location (rural versus urban), ability, sexual orientation, and gender identity?
3. What investments and collaboration to benefit WSS and sector governance should international partners like USAID prioritize over the next 2-3 year to address these challenges?
4. How accurate, accessible, and inclusive is hygiene and prevention advocacy and messaging in the context of COVID-19 in Haiti? Please reflect on type of information, media (e.g., SMS, radio, TV, civil society advocacy) and how might these factors impact information reaching women, persons with disabilities, youth, LGBTI persons, etc.
5. To what extent do women occupy key positions or influence key decisions at Direction Nationale de l'Eau Potable et Assainissement/National Directorate for Drinking Water and Sanitation (DINEPA) and Office Régionale Eau Potable et Assainissement/Regional Office of Potable Water and Sanitation (OREPA) at the national level and/or are engaged at the local level through Comité d'Approvisionnement en Eau Potable et Assainissement/Committee Providing Drinking Water and Sanitation (CAEPA)s?
6. What are the barriers to women's leadership and participation in these key water and sanitation resource planning, management, governance structures (DINEPA, OREPA, and CAEPA)?
7. What opportunities exist to support micro, small, and medium-sized enterprises in WSS, especially women-owned businesses? What promising enterprises currently exist and how could they be expanded?
8. What key infrastructure is needed to ensure sustainable WSS? How do these infrastructure needs differ for women, men, boys, and girls?
9. What outreach is DINEPA currently performing to increase the number of female Techniciens en Eau Potable et Assainissement Communaux/Communal Water and Sanitation Technicians (TEPAC)s? To what extent does the Directorate coordinate with Haitian Universities to encourage more women and female youth to pursue STEM careers, for example?
10. What differences exist (if any) between women's and men's role and decision-making in accessing water and sanitation services and in promoting key hygiene practices in rural and urban areas?
11. How does current water governance by DINEPA and the OREPA impact the resilience of women, men, boys, and girls in Haiti differently? Please reflect on access to water and sanitation in schools and homes, for example.
12. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What are the main constraints you face to integrate gender in a concrete and effective way into your USAID-support project?

13. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What kind of support does your project/organization receive from USAID as an implementing partner to strengthen gender integration capacities? How could this support be improved?
14. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What could USAID/Haiti do better to ensure gender is integrated into all its activities in Haiti?
15. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** How does USAID/Haiti remain accountable to other international partners, the Haitian government, and national civil society organizations in regards to supporting gender equality and women's empowerment in Haiti (e.g., participation in relevant coordination and dialogues spaces; communication and other accountability mechanisms; etc.)? How could USAID/Haiti be more accountable in this regard?
16. Please share any other final thoughts or feedback related to the intersection of gender and your respective sector.

ECONOMIC GROWTH & AGRICULTURE

INTRODUCTION:

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Your participation will take approximately 60 minutes.

Questions:

1. Please describe in general terms the focus and the scope of your institution/organization and your role in the institution/organization.
2. What is the Government of Haiti (GOH) currently doing overall to increase training and opportunities for women in the workforce? How is the GOH coordinating with the private sector to focus on developing the workforce according to economy sector-specific needs?
3. What skills, education, and experience are needed to meet the workforce needs of the private sector in Haiti? To what extent are women meeting these needs? What do women need to be better prepared to meet these needs?
4. The MENFP planned to develop a program to promote training in non-traditional trades for both genders in 2014. What is the status of this program? Have family members been accepting of women taking on non-traditional trade positions?

5. Recent years have seen an increase in formal employment, especially among women, in the service sector and garment industry. What have been the positive and negative impacts of this new type of work for women? How has this type of employment changed the economic and power dynamics between women and men in the household? To what extent has gender-based violence (GBV) increased for these women?
6. To what extent are women and men with disabilities integrated into the workforce? What challenges do they face? What is currently being done to develop their job skills and inclusion in the workforces?
7. To what extent are lesbian, gay, bisexual, transsexual, and intersex (LGBTI) persons integrated into the workforce? What challenges do they face? What is currently being done to develop their job skills and inclusion in the workforces?
8. How prevalent are women in leadership roles in the private sector? What type of positions do they occupy (e.g., positions that hire or give access to services to the public like doctors, loan officers, etc.) and in what sectors?
9. What are the resources (training, financial services, land and non-land assets, opportunities, access to inputs) currently available to female entrepreneurs, like Madame Saras, to help them with training (business development services /Good Agricultural Practices), financing and marketing their businesses?
10. How do community savings schemes build women's leadership and support increased economic opportunity and women's entrepreneurship? What about women's membership in farmers associations?
11. How is the intersection of resilience and gender considered in the current agricultural system?
12. What are some best practices for securing land tenure for women and other populations that face constraints to realizing their land rights?
13. What opportunities exist in the agribusiness sector for women's empowerment? What resources do women need to enter the agribusiness sector?
14. How has the current humanitarian context (i.e., social/political/security instability, COVID-19, and natural disasters) impacted women's and men's ability to secure paid work and overall economic empowerment differently? How does it differ in rural and urban areas? How does it differ for male and female youth and their ability to secure paid work?
15. What challenges do women and men face, to their economic and food security, respectively? How does this differ for rural and urban areas?
16. What investments—especially in workforce development, agriculture value chains, food entrepreneurship development, and financial inclusion—should international partners like USAID prioritize over the next 2-3 years to address these challenges men and boys face?
17. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What are the main constraints you face to integrate gender in a concrete and effective way into your USAID-support project?
18. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What kind of support does your project/organization receive from USAID as an implementing partner to strengthen gender integration capacities? How could this support be improved?
19. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What could USAID/Haiti do better to ensure gender is integrated into all its activities in Haiti?
20. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** How does USAID/Haiti remain accountable to other international partners, the Haitian government, and national civil society organizations in regards to supporting gender equality and women's empowerment in Haiti (e.g., participation in relevant coordination and dialogues spaces; communication and other accountability mechanisms; etc.)? How could USAID/Haiti be more accountable in this regard?
21. Please share any other final thoughts or feedback related to the intersection of gender and your respective sector.

INFRASTRUCTURE

INTRODUCTION:

Thank you for completing this survey, which is part of the gender analysis that will inform the USAID/Haiti 2020-2022 Strategic Framework.

The gender analysis focuses on identifying key gender-related factors that advance and/or hinder key outcomes for women, men, girls, and boys in Haiti as well as identifying successful strategies, approaches, and lessons learned to strengthen USAID/Haiti activities.

Your participation in this interview is completely voluntary. You can choose not to respond to a particular question or stop completing the survey at any time. There are no right or wrong answers. Please feel free to give your honest opinion and experiences and as much information as you can in response to the questions.

Everything you share with us will remain anonymous but not confidential. This means that we may share quotes or stories, but your name will not be tied to them. No personal information will be disclosed in any setting.

Your participation will take approximately 60 minutes.

Questions:

1. Please describe in general terms what is the focus and the scope of your institution/organization. What is your role?
2. What are the challenges and opportunities for engaging women in all strategic areas of the electricity sub-sector, especially related to solar energy?
3. What are good practices to integrate women and persons with disabilities in the energy professions?
4. How do major infrastructure projects impact the development of prostitution or sex trafficking in their areas of intervention?
5. What mechanisms exist in large infrastructure projects to address sexual exploitation and abuse (SEA)? What is still needed to address SEA in the infrastructure sector?
6. What impact does the Cap Haitian port have on women's economic empowerment?
7. What are potential negative effects of the Cap Haitian port on women and men, respectively?
8. How does the lack of electricity affect women and men differently? In urban and rural areas?
9. How does the lack of electricity impact persons with disabilities?
10. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What are the main constraints you face to integrate gender in a concrete and effective way into your USAID-support project?
11. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What kind of support does your project/organization receive from USAID as an implementing partner to strengthen gender integration capacities? How could this support be improved?
12. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** What could USAID/Haiti do better to ensure gender is integrated into all its activities in Haiti?
13. **FOR USAID/HAITI IMPLEMENTING PARTNERS:** How does USAID/Haiti remain accountable to other international partners, the Haitian government, and national civil society organizations in regards to supporting gender equality and women's empowerment in Haiti (e.g., participation in relevant coordination and dialogues spaces; communication and other accountability mechanisms; etc.)? How could USAID/Haiti be more accountable in this regard?

14. Please share any other final thoughts or feedback related to the intersection of gender and your respective sector.

USAID/HAITI GENDER POLICY AND PRACTICE MISSION STAFF

INTRODUCTION:

Thank you for completing this survey, which is part of the gender analysis that will inform the USAID/Haiti 2020-2022 Strategic Framework.

The gender analysis focuses on identifying key gender-related factors that advance and/or hinder key outcomes for women, men, girls, and boys in Haiti as well as identifying successful strategies, approaches, and lessons learned to strengthen USAID/Haiti activities.

Your participation in this interview is completely voluntary. You can choose not to respond to a particular question or stop completing the survey at any time. There are no right or wrong answers. Please feel free to give your honest opinion and experiences and as much information as you can in response to the questions.

Everything you share with us will remain anonymous but not confidential. This means that we may share quotes or stories, but your name will not be tied to them. No personal information will be disclosed in any setting.

Your participation will take approximately 60 minutes.

Questions:

1. In general terms, please describe the focus of your office's work at the USAID/Haiti mission.
2. USAID/Haiti has a Gender Integration Mission Order (GIMO). To what extent has the mission been successful in fulfilling the requirements of this GIMO? What have been the successes and challenges?
3. What are the roles and responsibilities of the mission's Gender Point of Contact (POC)? To what extent has the POC been successful in fulfilling these roles and responsibilities? What are the successes and challenges for this position? What improvements could be made to make this gender institutional mechanism more effective (if needed)?
4. To what extent is the GIMO-mandated Gender Working Group functioning? How does the working group contribute to gender integration at the mission? What are the challenges and success of the working group?
5. To what extent has the GIMO-mandated gender analysis for project design been respected (i.e., gender analysis at project start-up, gender analysis to inform Project Appraisal Documents (PAD)s)?
6. How would you appraise the current level of gender integration in your office's activities? Please provide concrete examples as possible.
7. To what extent do the monitoring, evaluation, and learning strategies (MELS) for the activities that your office manages integrate gender according to the GIMO requirements? Please provide information about the collection of sex-disaggregated data, inclusion of gender-related indicators (examples as available are welcome).
8. What are the main constraints Implementing Partners face to integrate gender in a concrete and effective way?

9. What kind of support do Implementing Partners receive from USAID to strengthen their gender integration capacities? How could this support be improved?
10. Which measures has your office and/or the mission taken to address gender-based violence (GBV) in past or current program implementation? Please provide any successful examples/good practices in addressing GBV as available.
11. How would you appraise the current level of GIMO-mandated gender integration into the mission procurement criteria and human resources policy and practice?
12. To what extent is gender equality and women's empowerment (GEWE) integrated into the selection criteria for new awards? In practice, how does this ensure that new awards adequately and comprehensively address GEWE? What measures (if any) does the OAA take to ensure that GEWE is included, as required, in award documents?
13. The USG and USAID have adopted a number of GEWE-related laws and policies (e.g., 2018 Women's Entrepreneurship and Economic Empowerment (WEEE) Act of 2018 which requires gender analysis and that gender equality and female empowerment considerations are integrated into its strategies, projects, and activities. It also includes objectives related to women's education and land tenure rights). To what degree are you aware of these and how do you apply them to your work at the mission-level? What support do you need to better apply these laws and policies to your work at the mission-level?
14. What type of gender training and/or professional development support have you received? What additional gender training and/or professional development support do you need?
15. How does USAID/Haiti remain accountable to other international partners, the Haitian government, and national civil society organizations in the area of gender equality and women's empowerment? What are the successes and challenges the mission faces in this regard? Please reflect on participation in relevant coordination and dialogues spaces and other accountability mechanism.
16. Please share any other final thoughts or feedback related to the intersection of gender and your respective sector.

ANNEX E: LIST OF KEY INTERVIEWEES

NAME	NAME OF ORGANIZATION
KEY POPULATIONS	
Sofia Doreus	MCFDC
Nadege Beauvil	UN WOMEN
Yollette Jeanty	Kay Fanm
Elvire Eugene	AFASDA
Stefanson Meus	Kouraj
Soinette Désir	Office of the Secretary for Integration of Persons with Disability (BSEIPH)
Kevin Weseni	World Vision
Yawo Douvon	CARE Haiti
Pierre Ricot Odney	Ministry of Social Affairs and Labour (MAST)
Emmanuel Merilien	Association Pour Lutter Contre l'Homophobie (APLCH)
Edmide Joseph	Femmes en Action Contre la discrimination et la stigmatisation (FACSDIS)
HEALTH	
Dr. Joseline Marhone Pierre	MSPP
Cedric Piriou	Action Against Hunger (ACF)
Katrine Duverger	Health Through Walls (HTW)
Sylvie Boisson	CARIS Foundation International
Nat Segaren	CARIS Foundation International
EDUCATION	
Jo-Ann Garnier-Lafontant	enpaK
Guerda Previlon	Idejen
Milaine Alexandre	University of Nore Dame
Maryse Penette-Kedar	PRODEV

Claudel Choisy	CARE Haiti
Kathryn Adams	Lidé
DEMOCRACY, RIGHTS, AND GOVERNANCE	
Gracien Jean	IFOS/RTI (USAID GERE)
Evodie Charite	GERE
Jane Voltaire	IAWJ
Sandra Beauvil	Presidence
Eloise Dorleans	FANM yo la
Marie Frantz Joachim	CEP (2016-2020)
Marie Jeannette Bateau	Coordination des Affaires Féminines of the PNH
Beth Carroll	CRS
ECONOMIC GROWTH & AGRICULTURE	
Henrrick Dessources	MCI
Madsen Gachette	MCI
Djenane Ledan Montas	Center for the Promotion of Women Workers (CPFO)
Daniella Jacques	Haitian Women Entrepreneurs Chamber of Commerce (CCFEH)
Yvrose Joseph	BRH
Ronald Felix	MARNDR
Isabelle Laguerre	SISA
Aline Etlicher	PISA
Jean Robert Estime	Mountain Flowers SA
Kenneth F.R. Michel	Etoile du Nord
Ilaria Martinatto	WFP
Raynold Saint-Val	FEWS NET Haiti
ENVIRONMENT	
Aruna Mane	Habitat for Humanity
Christian Fournier	Federation of Canadian Municipalities

Marie Anne Lespinasse	Goal
Katleen Monpoint	United Nations Development Program (UNDP)
Evelyne Sylvain	Chemonics (USAID reforestation project)
WATER SUPPLY AND SANITATION	
Alexandra Blason	UNICEF
Maude Jean	DAI - WASH
Sasha Kramer	SOIL (a USAID DIV Awardee in Haiti)
Dr. Ruth Angerville	DINEPA
Edwige Petit	DINEPA
Cesar Dismie & Carline Destin	509 Sanitation
Myrtha Vilbon	Glory Industries
INFRASTRUCTURE	
Nicolas Allien	MPTCP Energy Cell
Romial Saint Vil	MPTCP Energy Cell
SOLID WASTE MANAGEMENT	
Joaneson Lacroure	WASTEK S.A.
Jacques Washington	UNDP
Cesar Dismie & Carline Destin	Sanitation 509

ANNEX F: GENDERED LAWS, POLICIES, STRATEGIES AND ACTION PLANS

TABLE F1. GENDERED LAWS, POLICIES, ACTION PLANS

DOCUMENT	RELEVANCE TO GENDER EQUALITY AND WOMEN'S EMPOWERMENT / EXTENT TO WHICH GENDER IS INTEGRATED
LAWS	
1982 Presidential Decree	The decree bolstered gender equality by guaranteeing equal rights between women and men in matters related to their children, where to live, and divorce.
1987 Constitution, Amended 2012	Article 17.1 of the amended Haitian Constitution enshrines the minimum quota for women's participation, taking into account their under-representation in the public sphere. The principle of a "quota of at least thirty percent (30 percent) of women is recognized at all levels of national life, particularly in the public services." Article 31.1.1 of the same principle is recommended to political organizations.
Haiti Penal Code: Articles 297, 298, 299, 300, 306	Women are referred to very briefly in the Penal Code. The code only addresses women on issues that directly concern them. Several articles refer to GBV in the form of rape. Rape, which is under crimes of sexual aggression, is not clearly defined in the document. Later it is modified by the 2005 Decree (see below). Domestic violence is not mentioned.
Article 262	Refers to punishment for those assisting women in an abortion, with or without her consent. Women themselves also face punishment for having an abortion.
Haitian Labor Code	Under labor legislation, women and men have the same rights and obligations (Art.316 CT.). For work of equal value, a woman shall receive a wage equal to that paid to a male worker (Art. 317 CT.). Article 330 expressly prohibits: any discrimination between married women and single women with regard to the extent of their rights and obligations and the actual conditions of work; as well as the dismissal of workers for the sole reason of pregnancy or breastfeeding; and lastly, the requirement that pregnant women perform work requiring excessive physical effort during the three months preceding childbirth.
Law on the Fight Against Trafficking in Persons in 2014	It is largely gender neutral, failing to address the gender-specific aspects of human trafficking and how it impacts women, girls, boys, and men differently.
Decree modifying sexual assault and eliminating discrimination against women in this matter/Décret modifiant le régime des Agressions Sexuelles et éliminant en le matière les Discriminations contre la Femme 2005	The decree addresses the punishment for rape, modifying the previous description in the Penal Code, which did not address the severity of the crime. It includes mention of consent and states the punishment is ten years hard labor for the rape of an adult and 15 years for the rape of a child under the age of 15.

New Penal Code (2020)	It includes several provisions that further gender equality and will go into effect in 2022 unless a new parliament does not overturn it before then. ⁸⁰¹ The advances include legalizing abortion, emitting stiffer penalties for rape, especially for minors under the age of 15, ⁸⁰² defining and penalizing sexual harassment, ⁸⁰³ outlawing discrimination based on sexual orientation, ⁸⁰⁴ making incest illegal, ⁸⁰⁵ and codifying violence against women as a criminal offense. ⁸⁰⁶
Decree on the Unique National Identification Card/ Décret sur la Carte d'Identité Nationale Unique	Addresses the possibility for people to put their gender identity on the national identity card of their biological sex.
Decree on the reform of matrimonial regimes 2020/ Décret sur la Réforme des Régimes Matrimoniaux 2020	Enshrines the freedom of spouses within marriage, but remains silent on the issue of plaçage, which is one of the most popular forms of customary unions in Haiti.
POLICIES	
Gender Equality Policy 2014-2034/Politique d'Égalité Femmes Hommes (PEFH)	The Gender Equality Policy is part of the international and regional commitments to which Haiti has subscribed. This Policy makes it possible to rectify gender inequalities in a sustainable manner, to identify the broad outlines of concrete actions by the State and to identify its priority objectives for the next 20 years. There is no mention of gender equality for LGBTI persons.
Politique Nationale de Lutte Contre le Changement Climatique, 2019	The plan provides a vision for addressing climate change, centered on the goal of poverty reduction. It centers on decentralization, a participative and inclusive approach, a holistic strategy focused on science, transparency and accountability, equity and action. There is no specific mention of women or gender in this plan.
National Health Policy July 2012/La Politique Nationale de Santé	There is no reference to gender equality. There is mention of the MCFDF who is responsible for “women’s issues.” The policy has not been updated since 2012.
STRATEGIES AND ACTION PLANS	
National Action Plan for Equality between Women and Men/Plan National d'Action d'Égalité Femmes Hommes (PNAEFH) 2014-2020	Sets out seven focus areas that include objectives and actions related to access to equal rights and access to justice, gender-sensitive education, access to sexual and reproductive health that respects the dignity of women, GBV prevention and response, gender-responsive economy with equal access to employment for women and men, gender equality in participation in decision-making bodies, and gender equality governance. There is no mention of gender equality for the LGBTI populations.
Ten-year Education and Training Plan /Plan Décennal d'Éducation et de Formation October 2018-September 2028 (PDEF) ⁸⁰⁷	Recognizes its Sustainable Development Agenda 2030 commitment to 1) eliminate gender inequalities in the education sector and ensure equal access to education, including for persons with disabilities, 2) ensure inclusion of education on human rights and gender equality in the curriculum, 3) ensure schools are adapted to the needs of girls and boys and children with disabilities, 4) ensure schools are free from violence (although it does not specify SRGBV). The Plan also has included a specific action to encourage girls and women to elect study in fields traditionally considered “masculine” and vice versa. Another notable absence is harmonization with the National Policy on Equality between Women and Men 2014-2034 which has a focus area on eliminating sexist education. No related actions are mentioned in the PDEF.
Education Sector Response Plan for COVID-19/Plan de Réponse du Secteur de l'Éducation par rapport au COVID-19	The Plan which outlines the COVID-19 response in education is gender neutral without any gender-specific interventions based on analyzed needs.

Haiti's National Financial Education Plan/Plan National d'Éducation Financière (PNEF) 2020 - 2025	The PNEF is based on six pillars that target specific segments of the population. The first pillar highlights financial education as part of the formal education of children and youth, while the second emphasizes financial education for microentrepreneurs and small and medium-sized enterprises in urban and rural areas. The next three pillars focus on financial education for migrants and their families, financial empowerment of extremely vulnerable groups and financial consumer empowerment. Finally, the sixth pillar targets the fostering of the financial education community of practice. The national plan also targets women as a cross-cutting group across all six pillars, as well as establishing digital channels as core channels or multipliers for the plan's implementation.
2012-2022 National Health Plan/Plan Directeur de Santé	Similar to the National Health Policy, the Plan only mentions the role of the MCFDF and briefly mentions GBV in a chapter on violence and accidents.
National Strategic Plan for Sexual and Reproductive Health/Plan Stratégique National de Santé Sexuelle et Reproductive 2019-2023	The plan affirms the rights of women and youth, as they relate to sexual and reproductive health. It includes statistics on GBV.
National Plan on Violence Against Women/Plan National de Lutte Contre les Violences Faites aux Femmes	The plan, done in collaboration with government, civil society and international organizations refers to the physical, psychological and sexual violence committed against women. It discusses medical assistance, training and ways to support survivors. It also talks about the need for better assistance, both medical and legal. There is no discussion of LGBTI populations.
2013 National STI/HIV/AIDS Prevention Policy: Communication Strategy for HIV Prevention/Stratégie de Communication pour la Prévention du VIH	There is no reference to gender, but women are mentioned as a target population. This plan has not been updated.
National Multisectoral Strategic Plan/Plan Stratégique National Multisectoriel 2012-2015 (revised in 2018)	Coordinates the National STI, HIV, and AIDS Prevention Program. References gender equality and GBV throughout the document.
Strategic Health Plan for Youth and Adolescents/Plan Stratégique National Santé Jeunes et Adolescents) 2014-2017	The policy does not mention women and uses gender-neutral language. The policy has not been updated.
National Energy Sector Development Plan/Plan National de Développement du Secteur Énergétique (PDNSE) 2007–2032	The PDNSE presents a global life of the material situation in energy (fuelwood and charcoal, oil and gas sector, hydrocarbons, mineral coal deposit, (lignite), wind power electricity sector, energy solar, energy potential of urban solid waste and bagasse). It also offers potential options for development in this sector. The plan does not address the gender disparities in this sector or the links between energy issues and consequences for persons with disabilities.
Strategic Development Plan of Haiti: Emerging Country in 2030/Plan Stratégique de Développement d'Haiti: Pays Émergent en 2030	The plan covers the overall development strategy for a number of sectors that include education, health, economic growth and agricultural development, infrastructure, including energy and transport (e.g., port development), and democracy rights, and governance. The Plan addresses gender issues under “Program 3.9 To Ensure Gender Equality.” It emphasizes addressing discrimination, gender-based violence, improving the economic status of women, supporting women's leadership at the national and local levels of government. For GBV specifically, the plan states it will promote the National Plan Against Gender-based Violence, support a draft bill on the prevention, sanction and elimination of gender-based violence, institute studies on GBV, create greater awareness among the public, create spaces for victims of violence in police stations, identify support protocol for victims, and support community initiatives.

Strategic Orientation Document for Sanitation in Haiti/Document d'Orientation Stratégique pour l'Assainissement en Haïti

The plan describes roles and responsibilities, budget, monitoring and evaluation and plans of action for the DINEPA. There is no reference to gender, only a suggestion that the department will handle each citizen equitably. The plan has not been updated.

Beekeeping and agroforestry: two complementary actions to strengthen the resilience of terrestrial ecosystems in Haiti/ L'Agriculture et l'Agroforesterie: Deux Actions Complémentaires au Renforcement de la Résilience des Écosystèmes Terrestres en Haïti)

The plan describes the importance of both beekeeping and agroforestry in combatting climate change. While it addresses the role of women in the production of coffee, cocoa, and honey, there is no mention of their role in agroforestry.

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