IFIs & Gender Based Violence Case Study: Haiti

Even before the earthquake that devastated Haiti in January 2010, gender based violence (GBV) was rife throughout the country. Twenty-six percent of all women and girls over the age of 15 experienced GBV (Government of Haiti, 2006). In addition to traditional norms that condoned men’s right to control and beat their female partners, and the perception of violence as an acceptable method of conflict resolution, ongoing civil conflict helped fuel “widespread levels of sexual violence” (Gage & Hutchinson, 2006; IDB, 2008).

Conditions since the earthquake, especially the precarious safety situation in camps for internally displaced persons (IDPs), have exacerbated GBV against women and girls (Human Rights Watch, 2011). A report by Amnesty International found that “dismal camp conditions,” including overcrowding, inadequate shelter and lighting, and a lack of secure toilets and bathing facilities “render women and girls particularly vulnerable” and make it easy for assailants to strike. GBV survivors report having limited access to medical care and legal services, and fear stigma and retaliation if they dare to report GBV to the police (Amnesty International, 2010).

Gender Action’s Post-Earthquake Advocacy in Haiti

Since the earthquake, Gender Action has monitored all World Bank and Inter-American Development Bank (IDB) approved post-earthquake investments in Haiti, which the banks claim are worth over US$1 billion as of early 2012. Gender Action also leads advocacy efforts to pressure the World Bank and IDB to respond to escalating levels of GBV. We salute the World Bank for finally responding to Gender Action’s advocacy in 2011 by approving one small project that directly addresses GBV in Haiti. This was a result of Gender Action sending letters to members of the US Congress and President Obama on the need for IFIs to respond to GBV in their post-earthquake investments, since the United States is the largest and most influential IFI shareholder. Gender Action was also a major contributor to the Haiti Gender Shadow Report, a reply to the Haitian government’s gender-blind Post-Disaster Needs Assessment, which called upon IFIs to “implement and enforce gender equity and anti-discrimination laws, in particularly against sexual violence, sexual harassment and human trafficking” (Haiti Equality Collective, 2010).

Gender Analysis Methodology and Findings

In order to assess the extent to which the World Bank and IDB address GBV in Haiti, this case study applies Gender Action’s Essential Gender Analysis Checklist* (Gender Action, 2011a) to investments that aim to enhance shelter, sanitation and electricity, which have significant implications for Haiti’s GBV epidemic. This case study also highlights an IDB-funded survey of GBV in Haiti, which took place before the earthquake. Although Gender Action applauds the World Bank's recent GBV investment, our analysis demonstrates that neither the World Bank nor the IDB adequately address GBV within other critical post-earthquake investments. Sadly, this lack of attention to GBV is hardly surprising: according to Interaction, an alliance of international non-governmental organizations, “the humanitarian community continues to see women’s protection as a second-tier concern in crises, particularly natural disasters, and is slow to address GBV at the onset of an emergency” (Interaction, 2010). This case study underscores the urgent need for the World Bank and IDB to strengthen their own gender policies and explicitly address GBV across all sectors.

*The Checklist is part of Gender Action’s Gender Toolkit for International Finance Watchers (Gender Action, 2011b), a user-friendly toolkit for civil society groups that wish to incorporate gender perspectives into their work on IFIs, including the World Bank and the IDB.

**Documentation for the IDB’s “Emergency Shelter Provision for Earthquake-Affected Port-Au-Prince” project (US$287,000), which provides basic emergency housing for 150 families, is not available to the public.
The World Bank’s “Addressing and Preventing Gender Based Violence” Project, 2011-2012 (US$500,000 grant from the Bank’s Rapid Social Response Trust Fund)

The World Bank’s “Addressing and Preventing Gender Based Violence Project” supports community-based interventions that address Haiti’s increase in GBV since the earthquake. Implemented through a partnership between two non-governmental organizations, MADRE (US) and Komisyon Fanm Viktim pou Viktim (KOFAVIV; Haiti), the project targets five of Port-au-Prince’s 22 IDP camps. The project is funded through the Bank’s “Rapid Social Response” Multi-Donor Trust Fund, which “promot[es] social protection measures such as social safety nets and maintaining access to basic health, education, and other vital services for communities” (World Bank, 2011a).

According to a December 31, 2011 progress report, which Gender Action obtained from a World Bank employee and is not publically available, the project’s “public education” component supported “capacity building and technical assistance to KOFAVIV in the launch of the violence prevention public education campaign” in late 2011 (World Bank, 2011b). Another component supported an increased number of KOFAVIV visits to GBV survivors as well as the purchase and distribution of “first response kits.” The World Bank and MADRE also aim to enhance women’s grassroots leadership in combating GBV by organizing capacity building workshops for KOFAVIV staff during 2012. The World Bank is responsible for all project coordination, monitoring and evaluation.

Although the World Bank is obligated as a tax-payer funded institution to disclose all project documents to the public on its website, it has not released any documentation on this project. It is therefore impossible to determine if women and men were equally involved in project consultations and if they will have equal access to project outreach and education activities. In fact, the progress report does not mention the role of men and boys in GBV prevention at all. The report also does not indicate if sex-disaggregated data will be collected in order to determine the project’s differential outputs and impacts on women and girls, men and boys.

Applying Gender Action’s Essential Gender Analysis Checklist:

- **Women’s/Human Rights**: Although the project acknowledges that the earthquake “intensified the responsibilities of women and girls” while “amplifying existing social inequalities and vulnerabilities, thereby exposing them to higher rates of poverty and violence,” the project falls short of addressing GBV from a human rights perspective.

- **Gender Inequality**: The project acknowledges “social inequalities” and vulnerabilities of women and girls, and tries to address these through interventions to prevent GBV.

- **Gender Data**: The December 2011 progress report does not indicate that sex-disaggregated data will be collected in order to determine the project’s gendered inputs, outputs and impacts.

- **Gender in Context**: The World Bank website explains that Haitian women and girls are more vulnerable to GBV as a result of the earthquake, but does not provide greater context in which to understand gender relations in Haiti, which fuel the GBV epidemic.

- **Gender Access**: The project is limited to five IDP camps. Since the 2011 progress report does not include indicators, it is impossible to determine whether GBV survivors will have access to project activities and benefits.

- **Gender Input**: The 2011 progress report does not indicate that men and women were consulted equally during the project planning processes, or whether public consultations even occurred.

- **Gender Output**: The project promotes outcomes that benefit women and girls, but it is unclear whether men and boys, who perpetuate most of the GBV in post-earthquake Haiti, will benefit from the project’s education/outreach components.

- **Gender Impact**: The World Bank claims that the project is “expected to contribute to increase the safety of women and girls in Haiti and addressing the extreme increases in GBV,” but does not explicitly target men and boys in its education/outreach activities.

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**Measuring GBV Since the Earthquake**

Although GBV data is notoriously difficult to collect, several surveys have attempted to measure the incidence of GBV among IDPs since the earthquake. One survey of IDPs in and around Port-au-Prince was conducted by New York University School of Law’s Center for Human Rights and Global Justice in January 2011 (CHRGJ, 2011). Survey findings include:

- 14 percent of respondents reported that since the earthquake, one or more members of their household had experienced sexual violence; 9 percent reported that one or more members of their household had been raped.
- 70 percent of respondents were more worried about sexual violence after the earthquake than before.
- 86 percent of GBV was perpetrated against women and girls.
- Young girls and adult women trade sex for food, money, protection, or shelter since the earthquake, which is often referred to as “transactional” or “survival” sex.
The World Bank’s “Port-au-Prince Neighborhood Housing Reconstruction Project,” 2011 (US$65 million grant)

The World Bank’s “Housing Reconstruction Project” aims to help earthquake survivors in Port-au-Prince return to their communities by “supporting them to repair and/or reconstruct their houses and improving basic community service infrastructure” (World Bank, 2011c). The project paper mentions GBV only once: in addition to the financial cost of keeping earthquake victims in IDP camps, the World Bank acknowledges the “extremely high” social costs, including the increased risk of rape due to “inadequate security measures” (World Bank, 2011c).

Since vulnerable project beneficiaries such as women and female-headed households may need “special assistance,” the project paper suggests providing them greater assistance during housing reconstruction, assistance in accessing help from outside development and relief organizations, and “regular, targeted consultations with, and monitoring of these groups during project preparation and implementation” (World Bank, 2011c). While the World Bank’s special focus on women, female-headed households and other vulnerable groups is laudable, project indicators do not measure whether these services are actually carried out. The indicators only measure the percentage of beneficiaries who are female, without capturing how many were involved in “regular, targeted consultations” and whether these vulnerable populations experienced rape or other forms of GBV (World Bank, 2011c).

Despite the importance of secure housing and neighborhood support systems in preventing GBV, the project does not promote women’s equal access to the project’s main benefit—repaired and reconstructed housing in their original communities. Although the project’s housing repair and reconstruction component includes “training on gender awareness,” the World Bank neither discusses the content of this training, nor the methods used to measure the training’s impact (World Bank, 2011c).

Applying Gender Action’s Essential Gender Analysis Checklist:

**Women’s/Human Rights:** The project does not approach housing and resettlement from a women’s or human rights perspective.

**Gender Inequality:** The project paper does not discuss gender inequality, nor does it explicitly promote gender equality in project activities.

**Gender Data:** Project indicators only measure the percentage of female beneficiaries, but this only applies to the housing repair and reconstruction project component. The project does not include indicators to measure how many earthquake victims, particularly women and female-headed households, benefit from additional services and participate in “regular, targeted consultations.” Despite the project paper’s acknowledgement of the increased risk of rape in Haiti’s camps, there are no indicators to measure the incidence of GBV once homes are repaired and reconstructed.

**Gender in Context:** With the exception of a brief reference to beneficiaries who may need “special assistance,” such as women and female-headed households, the project paper does not provide any context in which to understand gender inequality or gender relations in post-earthquake Haiti.

**Gender Access:** The project fails to promote women’s equal access to the project’s main benefit—repaired and reconstructed housing in their original communities—despite the fact that secure housing and neighborhood support systems are essential to preventing GBV.

**Gender Input:** Although the project paper suggests regular consultations with vulnerable beneficiaries, it does not promote women’s and men’s equal access to the consultation process.

**Gender Output:** The project does not promote equitable outputs for women and men, boys and girls.

**Gender Impact:** The project fails to address the gender impacts of housing repair and reconstruction.
The IDB’s “A Response to Gender Based Violence in Haiti” Project, 2005-2009 (US$145,000)

The IDB’s “Response to Gender Based Violence in Haiti” project aimed to “contribute to a national dialogue” on GBV by supporting the implementation of Haiti’s National Plan Against Violence Against Women. The project funded a survey, which was conducted by Haiti’s Ministry for the Status and Rights of Women, to 1) examine existing legislation and programs that address GBV in Haiti and 2) “learn about the experience of women who are victims...of sexual violence when they take steps to remove themselves from such violence, the responses and perceptions of the community, and the effectiveness of local providers of response services” (IDB, 2008).

GBV survivors, service providers and community members who participated in the qualitative survey reported that the level of violence against women in Haiti is “very high,” and that sexual violence is the most common form of GBV, both in and outside the family. Additional survey findings included:

- Service providers did not consider psychological violence as a form of GBV.
- Adult women who were surveyed felt that “paternal irresponsibility” (i.e. a male’s lack of financial contribution to his household) was “a frequent and serious form of economic violence.”
- Both community members and service providers held myths and stereotypes about GBV that may compromise GBV service provision and exacerbate stigma against GBV survivors.
- In cases of “intra-family” violence, and some cases of rape by strangers, there is a tendency to “devalue the risks to a woman’s life and to favor an amicable agreement with the perpetrator.”
- The effectiveness of GBV responses is poorly coordinated and enforced, “mainly because of a lack of resources among institutions in charge of detaining perpetrators.”
- Women who experience violence typically go to a relative first for help, followed by the police, health services and the court system. Female GBV survivors may also rely on women’s community-based organizations, which provide comprehensive services and support until complaints are resolved.

The study found that in addition to family support and “a good perception of institutions,” women’s organizations help motivate women to file GBV complaints. On the other hand, religious beliefs, social norms pertaining to marital relationships and the perceived ineffectiveness of the judicial system inhibit women from filing complaints against perpetrators of violence. The study reported that “even in cases where violence is considered serious, silence is often maintained by women in order to protect a partner or—especially in cases of sexual violence—to avoid being stigmatized by the community” (IDB, 2008). The report recommends that in order to address GBV, Haiti must train its human resources; reinforce ministerial and institutional coordination; improve existing GBV laws; develop and implement protocols for processing GBV cases and follow up; ensure victim protection, enhance prevention and social communication and collect GBV data.

The Earthquake’s Impact on Haiti’s Human Trafficking Industry

Before Haiti’s earthquake, between 90,000-300,000 Haitian children were trafficked within the country each year (US Department of State, 2009). Typically poor, rural families sell children to relatively wealthier families, and expect them to care for children in exchange for domestic work. Known as restavecs, (literally “stay with”), these children are sometimes cared for and sent to school, but many subjected to physical and sexual abuse. An estimated 3,000 restavecs are trafficked every year to the neighboring Dominican Republic as agricultural or sex slaves (US Department of State, 2009; Grams, 2010). Sixty five percent of restavecs are girls between the ages of 6 and 14 (United States Department of State, 2009).

According to Nicolette Grams of the International Justice Mission, Haiti’s earthquake exacerbated child trafficking, as it gave rise to a whole new population of vulnerable, displaced children. Traffickers who buy and sell children for sex or cheap labor face very few obstacles “with parents dead, government offices demolished, and international aid organizations struggling to meet life-or-death demands” (Grams, 2010).
The IDB’s “Rehabilitation of the Electricity Distribution System In Port-au-Prince, Supplemental Financing,” 2010-2011 (US$14 million grant)

This post-earthquake supplementary financing supports the rehabilitation and expansion of Port-au-Prince’s electricity system, which was severely damaged in the earthquake. The additional funding builds on a project that was approved in 2006 and financed by an US$18.2 million loan. Original project activities included: 1) restoring electricity in the metropolitan area, 2) reducing power losses, and 3) supporting the short and long-term technical, administrative, and financial recovery of Electricité d’Haïti (EDH) (IDB, 2010a).

While the IDB states that its supplemental financing will “contribute to gradual restoration of electricity service in Port-au-Prince,” the project also aims to “[increase] revenue flow from billings for electric power” in support of the project’s original goal to “reduce EDH’s technical and commercial power losses” (IDB, 2010b). Neither the original loan document nor IDB statements on its supplemental funding address the need for electricity in IDP camps, which can reduce women and girls’ risk of GBV (CHRGJ, 2012). (In fact, the words “women” and “gender” never once appear in the original 35-page loan proposal, nor the 26 page post-earthquake grant proposal) (IDB, 2010a).

The grant proposal document states that post-earthquake, “the authorities” worked with IDB and World Bank staff “to prioritize the most critical circuits for the region that needed to be rehabilitated with the resources available from the two programs” (IDB, 2010a). The document does not indicate if project beneficiaries—particularly female earthquake survivors living in IDP camps—were consulted during this assessment. The document also fails to indicate whether women and men will have equal access to project benefits and activities, such as business training funded by the project’s US$3.2 million “business management and institution-strengthening” component. The project involves the rehabilitation and construction of critical infrastructure, but does not indicate whether these activities will provide employment opportunities for local men and women, or if these jobs will be offered only to international contractors.

As the original project “did not require special environmental and social studies” (i.e. environmental and social impact assessments), the grant does not address impacts on affected communities, let alone the differential impacts on men and women, boys and girls.

GBV and the HIV Epidemic in Haiti

GBV in Haiti dramatically increases women and girls’ vulnerability to HIV infection. With an HIV prevalence rate of 1.9 percent, Haiti has one of the greatest HIV burdens in the Caribbean and the highest number of people living with HIV in the region (Joint United Nations Program on HIV/AIDS (UNAIDS), 2011). Only about 60 percent of those who are HIV positive receive antiretroviral treatment (USAID, 2011). According to Lina Abirafeh, GBV Coordinator for the UN Humanitarian Response in Haiti, social stigmas attached to both GBV and HIV may prevent GBV survivors from seeking treatment and support, which further exacerbates discrimination and increases the risk of violence and HIV infection (Dunn, 2010).
The IDB’s “Support to the Shelter Sector Response Plan,” 2010-2013 (US$30 million grant)

The IDB’s “Support to the Shelter Sector Response Plan” aims to “improve the quality of life of the low-income families affected by the earthquake through...housing solutions that satisfy basic needs of shelter and security” (IDB, 2010c). The project paper underscores that “housing is a high priority” in Haiti, as housing constitutes an estimated 40 percent of total earthquake damage. The project aims to provide housing for up to 5,000 households (out of an estimated 230,000 who were displaced by the earthquake) and expects that similar efforts will be replicated by other organizations working in Haiti.

Although the project paper states that construction site “layouts will include special measures to prevent violence,” it does not describe these measures, nor does it target violence aimed at women and girls. The project provides “basic sanitation services” including “communal latrines, hand-wash sinks, and showers,” but without acknowledging that insecure communal bathing and sanitation facilities often pose a great risk of GBV for women and girls (Amnesty International, 2011; CHRGJ, 2012).

The project paper only mentions women once, quoting a 2010 report by World Vision that highlighted “spiralining declines in health” due to inadequate shelter and sanitation. Although all earthquake victims are exposed to similar conditions, the report argued that pregnant women, children and the elderly are “particularly vulnerable” (IDB, 2010c). While the project paper states that the IDB’s Gender and Diversity Unit will give “special attention to gender and vulnerable groups,” it does not explicitly acknowledge or address the relationship between inadequate shelter and vulnerable populations’ increased risk of GBV. The project paper’s social assessment and monitoring framework also fail to address GBV: the project only measures the “level of settlement occupancy” as a proxy for “improved quality of life” (IDB, 2010c).

Applying Gender Action’s Essential Gender Analysis Checklist:

- **Women’s/Human Rights:** The project does not address shelter, sanitation or security from a women’s or human rights perspective.
- **Gender Inequality:** Although women are identified as a “particularly vulnerable” group in a footnote, the project paper does not explicitly acknowledge or address gender inequality. This is especially problematic in regard to GBV, and the disregard for women’s and girls’ special needs for protection, particularly when using the project’s communal sanitation facilities.
- **Gender Data:** Only one indicator—“level of settlement occupancy”—is used as a proxy for “improved quality of life.” There are no sex-disaggregated or gender-specific indicators, let alone indicators to measure the project’s impact on GBV.
- **Gender in Context:** The project paper does not provide adequate context in which to understand gender inequality and gender relations in Haiti; it only notes that women and female headed households are “particularly vulnerable.”
- **Gender Access:** The project does not promote equal access to project benefits for women and men, boys and girls; since the main project indicator (settlement occupancy) is not sex-disaggregated, it is impossible to determine how many women and girls have access to project benefits compared to men and boys.
- **Gender Input:** There is no indication that women and men participated equally in project planning and design.
- **Gender Output:** The project does not promote equal outputs for women and men, boys and girls.
- **Gender Impact:** The project paper does not consider the project’s gender impacts, particularly in regard to GBV inflicted upon women and girls.

“Deteriorating conditions in the camps, a deadly cholera outbreak, political upheaval and persistent impunity for rape have actually increased insecurity and the risk of sexual violence for women... quite simply, there is no end in sight for the dangerous conditions in which Haitian women and girls live.”

—MADRE, 2011

The IDB’s original “Urban Rehabilitation Program,” which began in 2005, aimed to “improve urban livability” in Haiti’s nine department capitals and in the Port-au-Prince area. Planned improvements included better access to government services, as well as “municipal, social, and community services” (IDB, 2005). While the original loan-funded project closed in 2010, it was renewed after the earthquake in 2010 with US$12.5 million in grant funding.

The 2005 loan proposal document provides a positive example of how IFI investments can successfully acknowledge and address gender issues. The document included significant context in which to understand gender issues in Haiti, citing higher unemployment rates among women, as well as young girls’ vulnerability to exploitative labor, poor nutrition, lack of education and sexual violence. The loan proposal also discussed child trafficking, noting that nearly 80 percent of children who are sold for domestic work are girls who come from poor families. In response, the project funded a shelter for girls “doing unpaid domestic work, street children, and sexually exploited teens,” community centers and social services. Legal and psychological counseling, in consultation with health facilities, aimed to “ensure that the girls receive health care services including education and treatment for HIV/AIDS and sexually transmitted diseases” (IDB, 2005).

Although the loan proposal document did not discuss whether men and women were equally involved in project design, a paragraph on the project’s “gender considerations” stated that “the program seeks to give women and men a real voice in decision-making...with an emphasis on giving women a greater say in decision-making” (IDB, 2005). The loan proposal document included two gender specific indicators to monitor implementation and outcomes: fifty percent of those who benefit from community training would be female, and market women at four locations were supposed to be trained in market management and received HIV/AIDS prevention information as part of the project. The loan proposal document stated that project activities would “improve quality-of-life and future job opportunities for children,” and that market women would experience “higher sales as a result of greater accessibility and healthier conditions at public markets” (IDB, 2005).

Despite the fact that the original project is listed as “completed” on the IDB website, the IDB has not published any information on whether the project’s original goals and objectives were achieved prior to the infusion of additional post-earthquake grant funding in 2010. According to the website, the project currently includes Soleil (one of Haiti’s poorest slums), build infrastructure, and contribute to “community development.” This includes providing an “equitable minimum level of access to basic services,” including potable water, waste disposal, electrification, public lighting, and recreational facilities (IDB, 2012). Although such infrastructure development has the potential to lower the risk of GBV, the IDB has not published any documentation to reflect Haiti’s post-earthquake context and specifically address the risk of GBV in Haiti’s urban areas (IDB, 2012). The only publically available project documents are “project monitoring reports,” which focus mainly on funding disbursements and do not include sex-disaggregated indicators to reflect the project’s impact on women and men, boys and girls (IDB, 2011).

Applying Gender Action’s Essential Gender Analysis Checklist:

- **Women’s/Human Rights**: The project does not approach urban rehabilitation from a women’s or human rights perspective.
- **Gender Inequality**: The original loan proposal document acknowledges women’s economic and social inequality and directly addresses women’s and girls’ vulnerabilities through project activities.
- **Gender Data**: The original loan document includes two gender-specific indicators: “fifty percent of those benefiting from community organization training are women” and “market women...have organized, been trained in market management, and received education on HIV/AIDS prevention.”
- **Gender in Context**: The project provides significant context in which to understand women’s and girls’ special economic and social vulnerabilities.
- **Gender Access**: The project promotes equal access to benefits for women and men, although shelters and social services primarily target vulnerable girls.
- **Gender Input**: The original project “seeks to give women and men a real voice in decision-making about their economic and social activities in the community and in the operation and maintenance of the program works and projects.” Women’s and men’s participation, however, is not measured among the project’s indicators.
- **Gender Output**: The original project explicitly focuses on outputs that benefit vulnerable women and girls.
- **Gender Impact**: The loan proposal document predicts that the project will lead to several positive impacts for women in particular, including higher incomes for market women, shelters for at-risk teens and greater awareness about HIV and other sexually transmitted diseases.
Gender Action Recommendations

The World Bank and IDB must:

✓ Approach all investments from a women’s/human rights perspective
✓ Methodically require equal consultation with women and men in all reconstruction and development projects
✓ Ensure women’s equal involvement throughout all project cycle stages, including project design, implementation and evaluation, and promote outcomes that equally benefit women and men, boys and girls
✓ Leverage their influence to urge the Haitian government to implement and enforce gender equality and anti-discrimination laws, particularly against GBV and human trafficking
✓ Immediately strengthen IDP camp security, shelters and services, especially for women and girls via their projects
✓ Invest in Haiti’s health system in order to improve services for GBV survivors, including sexual and reproductive health services
✓ Assist the Haitian government to strengthen its police force and legal system to better respond to allegations of GBV
✓ Invest in projects that empower women and girls and challenge dominant gender norms that fuel GBV in Haiti

Civil Society Organizations can:

✓ Use Gender Action resources to pressure IFIs to prevent GBV within all investments, and invest in directly addressing GBV.
✓ Help women, men, boys and girls who suffer from IFI investments’ negative GBV impacts to gather information about IFI policies and procedures and bring gender discrimination cases to IFI accountability mechanisms.
✓ Pressure IFIs to strengthen and fully implement their gender policies and apply them to all IFI investments.

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Gender Action’s mission is to promote women’s rights and gender equality and ensure women and men equally participate in and benefit from International Financial Institution (IFI) investments in developing countries.

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