



# **Gender Justice Scorecard: IFIs in Haiti**

## Gender Justice Scorecard: IFIs in Haiti

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**About Gender Action:** Gender Action was established in 2002. It is the first and lead organization dedicated to promoting gender justice and equal rights in all International Financial Institution (IFI) investments such as those of the World Bank. Gender Action's goal is to ensure that women, men and sexual minorities equally participate in and benefit from all IFI investments.

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## Abbreviations and Acronyms

BBBH	‘Building Back by Half’
CAEPAs	Local Water and Sanitation Committees
CAL	Centre Artibonite Loop
CCT	Communal Consultation Table
CER	Contingent Emergency Response
CEPR	Center for Economic Policy Research
CPF	Country Partnership Framework
CS	Country Strategy
CSO	Civil Society Organization
DINEPA	National Water and Sanitation Directorate
DPI	Digital Pedogeological Interactive
EA	Environmental Assessment
EDH	Electricité d’Haiti
EGC	Essential Gender Checklist
ESCI	Emerging and Sustainable Cities Initiative
ESIA	Environmental and Social Impact Assessment
ESMF	Environmental and Social Management Framework
ESMP	Environmental and Social Management Plan
ESMR	Environmental and Social Management Report
FAMV	Faculty of Agronomy and Veterinary Medicine
FIC	Frères de l’Instruction Chrétienne
GAP	Gender Action Plan
GNI	Gross National Income
GoH	Government of Haiti
IDA	International Development Association
IDB	Inter-American Development Bank
IDP	Internally Displaced Person
IFIs	International Financial Institutions
IHSI	Haitian Institute of Statistics and Informatics
IMF	International Monetary Fund
IRD	Institute for Research and Development
ISDS	Integrated Safeguards Data Sheet
LGBTI	Lesbian, Gay, Bisexual, Transgender, and Intersex
MEF	Ministry of Economy and Finance
MENFP	Ministry of Education and Professional Training
MMC	Multimedia Mobile Classroom
MSF	Medecines Sans Frontieres
MTPTC	Ministry of Public Works, Transport, and Communications

NRN	National Road Network
OPs	Professional Operators
OREPAs	Regional Water and Sanitation Offices
PAD	Project Appraisal Document
PIC	Caracol Industrial Park
PID	Project Information Document
PMR	Project Monitoring Report
PRPHC	'Principles and Recommendations for Population and Housing Census'
RAP	Resettlement Action Plan
RPF	Resettlement Policy Framework
SGBV	Sexual and Gender-Based Violence
STI	Sexually transmitted infection
TC	Technical Cooperation
TEPACs	Communal Water and Sanitation Technicians
TVET	Technical and Vocational Education and Training
UNFPA	United Nations Population Fund
URDs	Rural Departmental Units
VAWG	Violence Against Women and Girls
WB	World Bank
WBG	World Bank Group
WSS	Water Supply and Sanitation

## Executive Summary

Following Haiti's devastating January 2010 earthquake, international donors flooded the country with billions of dollars in aid, promising to "build Haiti back better." Gender Action's 2013 report "Building Back By Half" (BBBH), which analyzed the gender sensitivity of 24 randomly selected World Bank and IDB projects in Haiti across sectors from early 2010 to mid-2013, found little attention to gender impacts (Gender Action 2013a).

This new report analyzes the gender sensitivity of the two International Financial Institutions' (IFIs') Haiti investments from mid-2013 through 2017. During this period, the IDB spent \$991 million mainly on physical infrastructure and the World Bank spent \$439 million mainly on public governance, water and sanitation, transportation, and education in Haiti. Both IFIs spent substantially less in recent years than during 2010-13.

Methodologically we applied an updated version of Gender Action's Essential Gender Checklist (EGC) to analyze and rank in a Scorecard the IFIs' most recent documents for 15 randomly selected projects (Table 2; Annex 2). BBBH's analysis also deployed our EGC methodology, which we expanded for this report to include LGBTI rights.

Disappointingly our new gender analysis found slightly less IFI effort to promote gender justice and rights than did BBBH. While 7 out of 24 projects analyzed (29 percent, 2 WB, 5 IDB) in BBBH demonstrated strong gender sensitivity, just 1 out of 15 projects selected (7 percent, 1 WB) in this report did so. Many recent projects still fail to provide measures to prevent Sexual and Gender-Based Violence (SGBV); create gender equal access to and gender-disaggregated data for project consultations and benefits; and approach gender from a human rights perspective. Additionally, many projects contain forced resettlement and price increases for basic services such as education, electricity, and water, which will disproportionately harm women and sexual minorities.

Unfortunately, no projects analyzed even mentioned LGBTI people.

Although we found that both the World Bank's and IDB's latest gender policies and current strategic frameworks for Haiti promise all projects will address gender issues, especially women's needs, their projects in Haiti during 2013-2017 fall far short of meeting these promises.

The report's conclusions and recommendations include:

**-No Mention of Sexual Minorities:** No IFI projects analyzed mention LGBTI people who face widespread discrimination and violence in Haiti. This exclusion risks reinforcing their harmful treatment. All IFI projects must identify and address LGBTI issues.

**-Sexual and Gender-Based Violence (SGBV) Ignored:** Just one fourth of analyzed projects address SGBV; half do not mention it. IFIs must deploy strategies to prevent SGBV, especially in projects containing influxes of men construction workers into communities.

**-No Human Rights Framework:** No projects analyzed address gender from a human rights perspective. Many projects promote women's economic empowerment but not complementary gender equal rights. IFIs must promote gender equal human rights as well as women's and sexual minorities' economic empowerment.

**-Lack of Gender-Disaggregated Data:** Despite IFIs' decades-old commitment to collect gender-disaggregated project indicator data, few projects analyzed do so. Without these data, IFIs risk excluding women and sexual minorities and exacerbating gender gaps. IFIs must collect gender-disaggregated baseline and monitoring data.

**-Lack of Gender-Disaggregated Beneficiary Targets:** One project analyzed includes a women beneficiary target of 50 percent; half lack any gender beneficiary targets; none include beneficiary targets for sexual minorities. IFIs must set gender-disaggregated targets to benefit at least 50 percent women and affected LGBTI people.

**-Unequal Gender Access to Consultation, Training, and Employment:** One fourth of analyzed projects lack mechanisms to ensure women's inclusion in consultations. None include LGBTI people in consultations.

None target women and sexual minorities for project implementation opportunities such as employment and training. IFIs must create mechanisms to include women and LGBTI people in all project processes and benefits.

**-Disregard for Care Work:** Three fourths of projects analyzed ignore women and girls' disproportionate share of unpaid domestic and care work. IFI projects must include mechanisms to reduce their unpaid heavy care work burden.

**-Risky Privatization and Resettlement:** One third of projects analyzed may cause forced resettlement; one fifth will privatize and increase the cost of basic services, including education, electricity, and water. Resettlement often increases women's and LGBTI people's vulnerability to SGBV and loss of livelihoods. Privatization often raises prices of essential services. IFIs must end forced resettlement and basic service privatization in order to benefit people of all genders and socio-economic backgrounds.

## Résumé compréhensif

A la suite du tremblement de terre dévastant en Haïti de janvier 2010, les donateurs internationaux ont versés des milliards de dollars d'aide sur Haïti avec comme promesse de « mieux reconstruire le pays ». Le rapport « Reconstruire en partie » (sigle 'BBBH' en anglais) de Gender Action de 2013 qui a analysé la sensibilité des problèmes de genre dans 24 projets qui traversent différents secteurs, sélectionnés par hasard, et sponsorisés par la Banque Mondiale et la BID entre 2010 et les premiers mois de 2013, n'a pu retrouvé aucun effort particulier de leurs parts sur les impacts de genre (Gender Action 2013a).

Ce nouveau rapport analyse la sensibilité de genre de ces deux institutions financières internationales (IFIs) à partir de la deuxième partie de 2013 jusqu'en 2017. Au cours de cette période, la BID a déboursé 991 millions de dollars surtout dans des projets d'infrastructure tangible, tandis que la Banque Mondiale a déboursé 439 millions de dollars surtout pour l'administration publique, l'eau et l'assainissement, la transportation et l'éducation en Haïti. Ces deux IFIs ont dépensé beaucoup moins au cours des récentes années en comparaison aux années précédentes 2010-2013.

Nous avons appliqués méthodiquement une version récente de la liste de vérification essentielle sur les objectifs de genre de Gender Action ('EGC' en anglais) pour analyser et classer sur un tableau de bord les plus récents documents des IFIs pour 15 de leurs projets sélectionnés par hasard (Table 2 ; Annexe 2). L'analyse de reconstruction en partie (BBBH en anglais) a aussi utilisé notre méthodologie de liste de vérification sur les projets de genre ('EGC' en anglais), que nous avons utilisé de manière plus répandue pour ce rapport en sorte qu'on puisse aussi y inclure les droits des personnes LGBTI.

Malheureusement, notre nouvelle analyse de genre retrouve en peu moins d'effort des IFIs pour promouvoir la justice et les droits des gendres que celle de BBBH. Tandis que sept des 24 projets analysés (29 pourcent, 2 BM, 5 BID) dans le BBBH a démontré une plus forte sensibilité de genre, un seul des quinze projets choisis (7 pourcent, 1 BM) dans ce rapport s'en est adhérent. Beaucoup de récents projets échouent de fournir des moyens pour prévenir la violence sexuelle et de genre ('SGBV' en anglais) ; créer l'accès égal et les données ventilées pour et sur les gendres pour les consultations sur les projets et les bénéfices ; et un approche du genre à partir d'une perspective de droits humains. En outre, beaucoup de projets contiennent les déplacements imposés de populations et l'augmentation des prix pour les services de base tels que l'éducation, l'électricité, et l'eau, ce qui aura des conséquences disproportionnellement négatives pour les femmes et les minorités sexuelles.

Malheureusement, aucun des projets n'a ni analysé ni même mentionné les personnes LGBTI.

Bien que nous avons appris que les plus récentes politiques de genre de la Banque Mondiale et la BID et la structure stratégique actuelle pour Haïti promettent que tous les projets tiendront compte des problèmes de genre, surtout les nécessités des femmes, leurs projets en Haïti pour les périodes allant de 2013 jusqu'à 2017 n'ont point pu tenir même au plus bas niveau leurs promesses.

Les conclusions et recommandations de ce rapport contiennent :



**Aucune mention des minorités sexuelles.** Aucun projet analysé par les IFIs ne fait mention des personnes LGBTI qui font face à la discrimination généralisée et à la violence en Haïti. Cette exclusion risque de rendre encore plus grave leurs traitements nocifs. Tous projets des IFIs doivent identifier les problèmes des personnes LGBTI, pour les contrecarrer.

**La violence sexuelle et celle basée sur les genres ignorée ('SGBV' en anglais) :** Seulement un-quart des projets analysés tient compte de ce genre de (SGBV) violence ; la moitié d'entre eux ne les mentionne même pas. Les IFIs doivent déployer des stratégies de prévention contre le SGBV, surtout dans des projets de travaux de construction au sein de communautés où se retrouve un grand nombre de travailleurs hommes.

**Aucun cadre pour les droits humains.** Aucun des projets analysés ne tient compte de l'issue de genre à partir d'une perspective de droits humains. Beaucoup de projets font la promotion de la dé-marginalisation économique des femmes, mais pas la promotion de leurs droits d'égaux comme un corollaire. Les IFIs doivent promouvoir l'égalité des genres comme un droit humain aussi bien que la dé-marginalisation économique des femmes et des minorités sexuelles.

**Manque de données désagrégées de genre :** Malgré l'engagement vieux de décennies des IFIs pour obtenir des données désagrégées sur les genres comme indicateurs sur les projets, très peu de leurs projets respectent cet engagement. Sans ces données, les IFIs risquent d'exclure les femmes et les minorités sexuelles et d'aggraver les problèmes de genre. Les IFIs doivent collecter des bases de références sur la désagrégation du genre et des données de moniteurs.

**Manque de cibles bénéficiaires de genre désagrégé :** Un projet analysé inclut un cible de bénéficiaire pour les femmes qui est à 50 pourcent ; la moitié n'a aucun but de bénéficiaire de genre ; aucun d'entre eux ne détient un but de bénéficiaire pour les minorités sexuelles. Les IFIs doivent établir des objectifs désagrégés de genre au bénéficiaire d'au moins 50 pourcent de la population féminine et des personnes LGBTI affectées.

**Accès inégal de genre à la consultation, à l'entraînement, et à l'emploi :** Un quart des projets analysés n'ont aucun mécanisme pour assurer l'inclusion des femmes dans les consultations. Aucun d'entre eux ne fait inclusion des personnes LGBTI dans les consultations. Aucun d'entre eux ne cible les femmes et les minorités sexuelles dans les opportunités d'implémentation de projets tels que l'emploi et l'entraînement. Les IFIs doivent créer des mécanismes pour l'inclusion des femmes et des personnes LGBTI dans toutes les procédures et les bénéficiaires de projets.

**Manque de considération des travaux de soin :** Trois-quarts des projets analysés ignorent l'apport disproportionné des femmes et des filles dans les travaux domestiques et de soins. Les projets des IFIs doivent créer des mécanismes pour pouvoir réduire le fardeau de travaux plutôt lourds de soins non payés.

**Privatisation et réinstallation risquées :** Un tiers des projets analysés peut causer la réinstallation forcée ; un cinquième privatisera et augmentera le prix des services de base, à inclure l'éducation, l'électricité et l'eau. Assez souvent, la réinstallation augmente la vulnérabilité des femmes et des personnes LGBTI à la violence sexuelle et à la perte de leurs moyens de subsistance. Souvent, la privatisation augmente le prix des produits de première nécessité. Les IFIs doivent cesser le déplacement forcé et la privatisation des services de base pour pouvoir aider les gens provenant de tous groupements socioéconomiques.

## Introduction

### *Background*

January 12, 2018 marked the anniversary of the devastating earthquake that struck Haiti just west of its capital Port-au-Prince eight years ago. The Government of Haiti (GoH) estimated the damage at upwards of \$8 billion. After the earthquake, the international community, including International Financial Institutions (IFIs), flooded Haiti with billions of dollars in aid with mixed results. Many stories have emerged of aid dollars either unspent or unaccounted for by organizations as renowned as the Red Cross (Sullivan 2015). Recently, the Center for Economic Policy Research (CEPR) reviewed a report released by the United States State Department on aid in Haiti. CEPR found that the report made serious omissions including incomplete data as well as failures to link projects to outcomes and derive lessons learned (CEPR 2015). These Haiti examples show the necessity of aid accountability in post-disaster zones.

Through these donations, the international community promised to “build Haiti back better.” Since, as this report underlines, the earthquake had a disproportionately negative effect on Haitian women, girls, and LGBTI people, it was critical for aid projects to consider their needs and draw on their leadership and talents.

However, Gender Action’s 2013 report, “Building Back By Half” (BBBH), which analyzed the gender sensitivity of 24 World Bank and IDB projects across various sectors, found little attention given to gender impacts in project identification and implementation (Gender Action 2013a). Ten out of 24 (42 percent) of the projects analyzed in BBBH ignored gender dimensions entirely and seven out of the 24 (29 percent) mentioned gender only in passing. Only seven out of the 24 (29 percent) projects’ documents discussed gender extensively. This weak record demonstrated that the World Bank and IDB have yet to live up to their general promises to ensure all operations promote gender equality and women’s empowerment and enable Haitian women and girls to meaningfully participate in “building back better.”

Almost a decade after the earthquake Haiti remains one of the world’s most fragile countries. Since the earthquake, Haiti experienced postponed and failed elections in 2015, a controversial interim administration for most of 2016, a devastating hurricane in 2016 and an ongoing cholera epidemic introduced by UN Peacekeeper waste mismanagement in 2010.

To learn whether the World Bank and IDB have been responsive to Gender Action’s BBBH recommendations for increased inclusion of gender considerations in their projects, this report follows up with a gender analysis of IFI grants to Haiti between August 2013 and December 31, 2017. The report minimizes repeating BBBH information.

The remainder of this Introduction section includes a summary of our key findings, analyses of the IDB’s and the World Bank’s Haiti Gender and Country Frameworks. Ensuing sections include discuss IFI spending and sectoral priorities in Haiti and this report’s methodology and presents tables summarizing the reports’ project analyses. This is followed by project analyses grouped by sector. The report closes with conclusions and recommendations.

### *Key Findings*

Gender Action launched this analysis of 2013-2017 IDB and World Bank projects in Haiti hoping to demonstrate that they more systematically addressed gender issues than the 2010-13

IFI projects analyzed in BBBH (Gender Action 2013a). Unfortunately, our optimism proved to be unfounded. Gender Action found that the IDB and World Bank continue to lack adequate gender sensitivity in their Haiti investments. This report's sample project analyses of IDB and World Bank operations in Haiti from August 2013 to December 2017 demonstrates slightly less effort to promote gender equality and women's empowerment than those analyzed in BBBH. While 7 out of the 24 projects selected (29 percent, 2 WB, 5 IDB) in the BBBH report demonstrated strong gender sensitivity, just 1 out of the 15 projects selected (7 percent, 1 WB) in this report's sample achieve this level of sensitivity.

Overall, Gender Action found similar patterns to those identified in BBBH. Many projects still fail to provide mechanisms to prevent SGBV, include gender-disaggregated data and beneficiary targets, approach gender from a human rights perspective, and create gender equal access to project consultations and benefits. Additionally, many IFI projects will cause resettlement and price increases for basic goods, both of which will disproportionately harm women and sexual minorities.

Finally, no projects selected for analysis even mention LGBTI people although the World Bank created a Sexual Orientation and Gender Identity (SOGI) Task Force in 2015 and appointed its first SOGI advisor in 2017 to ensure all operations address LGBTI issues.

Since BBBH, Gender Action has expanded its analysis methodology to explicitly include LGBTI people. As sexual minorities currently face widespread violence and discrimination in Haiti, we feel that this expansion of our analysis is especially necessary. Two homophobic bills (an anti-same-sex marriage bill and a prohibition on LGBTI people receiving good moral conduct certificates required to access some official and political positions and services) are currently before the Chamber of Deputies after passing the Senate.<sup>1</sup> Rather than reinforcing patterns of discrimination and violence, IFIs must work to combat homophobia by actively including LGBTI people in their projects. As in BBBH, we urge IFIs to better include and benefit people of all genders and sexual orientations.

### ***IFI Gender and Country Frameworks***

In 2015, the World Bank published an updated gender strategy, '*Gender Equality, Poverty Reduction, and Inclusive Growth*.' To overcome global gender inequalities, the Bank plans adopt a strategic approach to mainstreaming that helps achieve results in client countries and leverage partnerships for effective outcomes (World Bank 2015a). The strategy includes LGBTI people as a 'vulnerable group.' Although the IDB's last 2010 '*Operational Policy on Gender Equality in Development*,' is stronger than other IFIs' gender policies, it does not mention LGBTI people or their specific needs (IDB 2010b, Gender Action 2013a).

The World Bank and IDB claim to integrate the recommendations of these documents into all investment operations. This report's following sections analyze the extent to which they follow through on this promise in Haiti.

### ***IDB Haiti Country Strategy FY2017-2021***

The IDB FY2017-2021 Haiti Country Strategy (CS) seeks to contribute to "higher, inclusive and more sustainable growth that supports a reduction in poverty and inequalities" (IDB 2017).

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<sup>1</sup> Haiti has a bicameral parliament which consists of a Senate and a Chamber of Deputies.

The CS identifies improvement of the business climate, increased accessibility to key public services, and increased government capacity as its three strategic priorities.

Binary gender considerations are better integrated into this document than the IDB's previous CS (Gender Action 2013a). It includes binary gender context, noting that women often lack access to adequate healthcare, face widespread violence, and are less able to own land, receive education, and hold a well-paying job in comparison to men. The document includes relevant data on gender gaps in the labor market as well as gender discrimination in income. Unlike the FY2011-2015 CS, this document designates gender equality as a cross-cutting theme considered throughout all project cycles. It uses a "lifecycle approach" when designing interventions, considering the way in which discrimination in healthcare, education, and labor markets affect women throughout their lifetimes.

However, the CS fails to note that IDB projects can harm women by not providing adequate safeguards against detrimental impacts. For example, projects can increase women's and sexual minorities' vulnerability to SGBV through influxes of men construction workers into communities. They can also decrease women's, men's and nonbinary people's access to key services by privatizing previously public goods. The CS assumes that gender inequalities exist for reasons internal to Haiti without acknowledging that IDB projects have at times contributed to and exacerbated this inequality (Gender Action 2013a, 2012b). Like the IDB gender strategy, the CS includes no mention of LGBTI people. While the document repeatedly mentions gender inequality, it focuses exclusively on women and fails to note the particular violence and discrimination faced by trans and nonbinary people in Haiti. The CS does not consider how interventions may also affect sexuality or perceived sexuality. By excluding them from the CS, the IDB risks excluding or even harming sexual minorities, exacerbating existing inequalities.

### ***World Bank Haiti Country Partnership Framework FY16-FY19***

The World Bank Haiti Country Partnership Framework (CPF) FY16-FY19 includes three focus areas: inclusive growth, human capital, and resilience (World Bank 2015c). To create inclusive growth, the Bank will increase income opportunities, finance and energy access, renewable energy support, and port sector capacity and competition. To grow human capital, the Bank will increase access to quality primary education and health services for mothers and children, and implement cholera control in priority communities. Finally, the Bank will increase resilience by strengthening natural disaster preparedness, improving disaster prevention, and strengthening climate resilience.

While the Bank fails to integrate gender considerations throughout the CPF, it includes an annex assessing the status of gender in Haiti. The annex describes relevant gender context, detailing gender inequality in education, health care, employment, political participation, and policy. It describes how gender will be integrated into each of the CPF focus areas to reduce these disparities. The annex notes that the Bank addresses gender by "mainstreaming gender considerations and activities in investment projects in the context of design and implementation." It claims that the Bank tracks gender related progress, incorporates the needs of women in project design, and includes women in implementation by seeking their feedback and acting upon it for all projects.

Like the IDB Country Strategy document, the CPF includes no mention of sexual minorities nor gender inequalities faced by trans and nonbinary people. As the IDB and World Bank have a

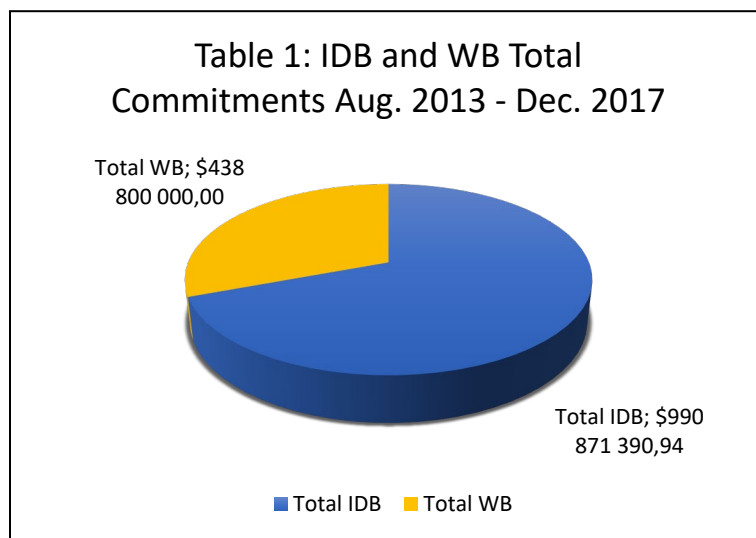
sizable influence on Haiti’s policies, this oversight is particularly concerning. Current anti-LGBTI legislation and recent acts of violence against LGBTI community members demonstrate a growing wave of homophobia (Bracken 2018). Without explicit measures to ensure the inclusion and safety of sexual minorities in IFI projects, this community may be further harmed.

As evidenced by both the World Bank’s CPF and the IDB’s CS, both banks are supposed to fully integrate gender considerations into their investment projects. But are they actually doing so in practice? This report’s scorecard ranking projects for gender sensitivity attempts to answer this question.

## IFI Spending and Sectoral Priorities in Haiti

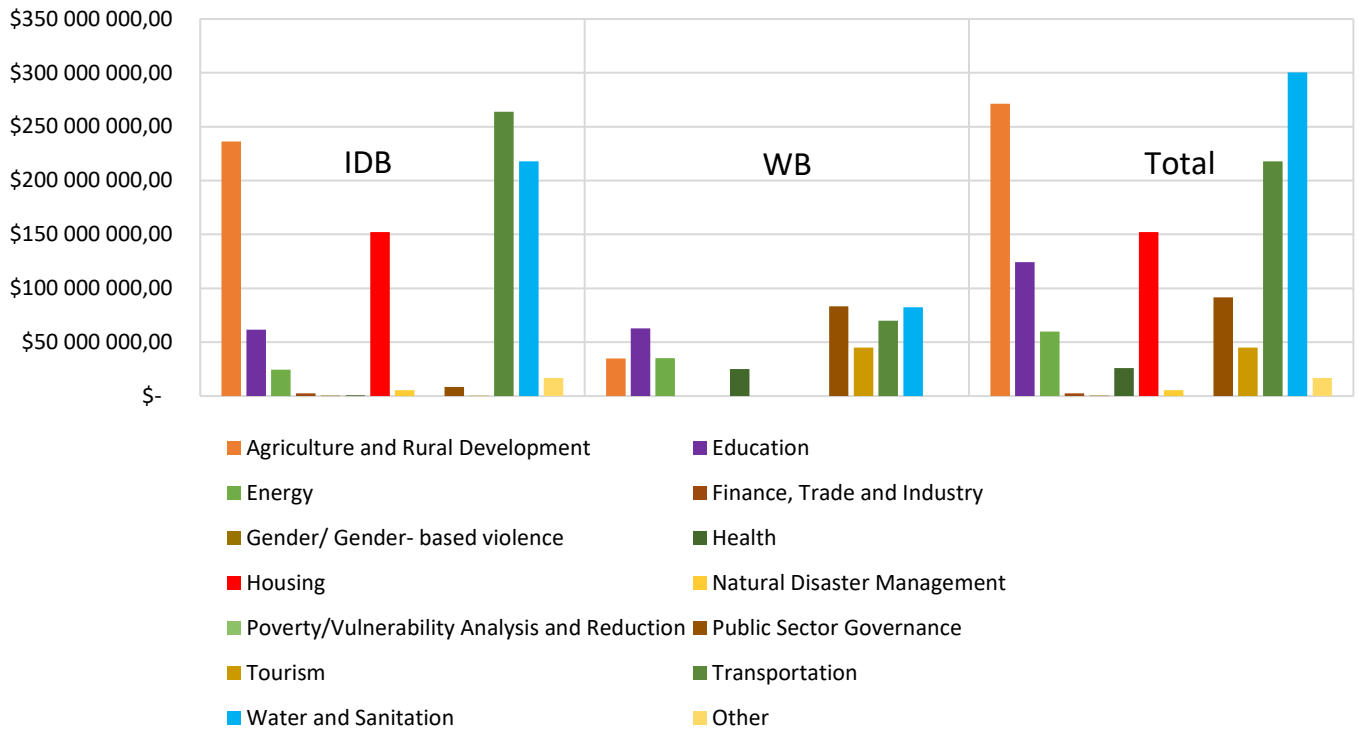
Between August 2013 and December 2017, the IDB spent \$990.87 million while the World Bank spent \$438.80 million in Haiti (see Table 1). These figures are much smaller than total IFI spending from January 2010 to August 2013, the timeframe addressed in BBBH, during which the World Bank committed \$667.34 million and the IDB has committed \$1.087 because of a spending surge following the 2010 earthquake.

As Table 2 illustrates, the IDB’s projects in Haiti from August 2013 to December 2017 span 13 sectors while the World Bank’s projects span eight sectors. As found in BBBH, IDB projects primarily support physical infrastructure, such as transportation and water and sanitation, as well as agriculture.<sup>2</sup> Like BBBH, this report found that The World Bank’s projects are primarily in public governance, water and sanitation, transportation, and education. While the IDB tends to spend more frequently on smaller projects (with an average of \$11,893,000 committed per project during this report’s timeframe), the World Bank prioritizes fewer, larger projects (with an average of \$23,094,000 committed per project during this report’s timeframe). Combined, the two IFIs spent the most of any sector, about \$300,000,000 on water and sanitation.



<sup>2</sup> See Annex 1 for IFI Sector Definitions.

Table 2: IDB, WB, and Total Funds Committed by Sector and Totals, Aug. 2013 - Dec. 2017



## Methodology

### Projects Selection

Project selection occurred in two stages.<sup>3</sup> In Fall 2016, following the format of “Building Back by Half,” Gender Action first identified a stratified random sample of 12 of 78 World Bank and IDB projects approved between the summers of 2013 and 2016. Three of these projects were randomly selected from the eight World Bank projects approved between June 29, and July 31, 2016. Nine were selected from the 70 IDB projects approved between Summer 2013 and July 31, 2016.<sup>4</sup> Gender Action strove to ensure projects from sectors with the greatest funding were represented in the sample. Therefore, we weighted the number of sample projects in each IDB sector proportionally by amounts committed for that sector to the total amount committed in all sectors. Thus, we analyzed one randomly selected project from the six Urban Development and Housing projects, two from the 10 Transportation projects, one from the 10 Sanitation projects,

<sup>3</sup> Gender Action worked in two stages due to time constraints.

<sup>4</sup> There is a slight difference in range because the earliest World Bank project not included in BBBH had an approval date of June 29, 2013, while the earliest IDB project not included in BBBH had an approval date of September 6, 2013.

one from 12 Agricultural and Rural Development projects<sup>5</sup> and four from the 31 projects in other sectors. Gender Action also set a parameter that any project selected must have a commitment amount equal to or greater than \$250,000 in order to capture more significant projects.

Second, in the summer of 2018, Gender Action compiled a list of the 19 World Bank projects and the 84 IDB projects approved between Summer 2016 and December 31, 2017. Using an online number generator, Gender Action randomly selected three World Bank projects from the sample and zero IDB projects. As in 2016, Gender Action excluded any projects below \$250,000.

Applying these criteria resulted in our final project sample presented in Table 3, containing nine IDB projects and six World Bank projects. These projects represent \$206.35 million of the \$438.8 million (47 percent) committed by the World Bank since June 29, 2013 and \$135.87 million of the \$993.97 million (14 percent) committed by the IDB since August 1, 2013<sup>6</sup>. By proportion of projects, they represent six out of 19 (31 percent) World Bank projects and of 10 out of 84 (12 percent) of IDB projects approved within the designated time frames.

**Table 3: IDB and World Bank Randomly Selected Projects**

<b>Sector (Bank)<sup>7</sup></b>	<b>Project (approval date, committed amount)</b>
Agriculture and Rural Development (IDB)	HA-S1013, HA-L1113: MOKAFE, A Cup of Hope Coffee Project (10-December-2015, \$920,000)
Natural Disaster Management (IDB)	HA-G1031: Climate Proofing of Agriculture in the Center-Artibonite Loop Are (14-December-2015, \$4,000,000)
Water and Sanitation (IDB)	HA-T1212: Support Preparation of Water & Sanitation Investment Program in Cap Haitien (31-January-2015, \$1,400,000)
Water and Sanitation (WB)	P148970: HT Sustainable Rural and Small Towns Water and Sanitation Project (26-May-2015, \$50,000,000)
Water and Sanitation (WB)	P163194: Sustainable Rural and Small Town Water Supply and Sanitation Additional Financing (14-June-2017, \$20,000,000)
Education (IDB)	HA-M1054: Improve Education Quality in Haiti (14-October-2015, \$1,501,565)
Education (IDB)	HA-G1034: Support to the Implementation of the Education Plan and Reform in Haiti (9-December-2013, \$3,700,000)
Urban Development and Housing (IDB)	HA-T1196: Sustainable Mobility Plan & Preinvestment Projects for Haiti's Northern Corridor (12-December-2013, \$350,000)
Urban Development and Housing (IDB)	HA-L1126: Support for the Fifth Population and Housing Census (25-October-2017, \$8,000,000)

<sup>5</sup> Gender Action is treating projects IDB HA-S1013 and HA-L1113, both called MOKAFE, A Cup of Hope Coffee Project as one project as they are closely intertwined.

<sup>6</sup> There is a slight difference in range because the earliest World Bank project not included in BBBH had an approval date of June 29, 2013, while the earliest IDB project not included in BBBH had an approval date of September 6, 2013.

<sup>7</sup> Sector order in this table follows that of the report's Project Analyses.

Transportation (IDB)	HA-L1104: Transport and Departmental Connectivity (23-June-2017, \$50,000,000)
Transportation (IDB)	HA-L1098: Support for Haiti's Transport Sector V (28-October-2015, \$65,000,000)
Transportation (WB)	P133352: HT Center and Artibonite Regional Development (19-May-2014, \$50,000,000)
Tourism (WB)	P144614: Cultural Heritage Preservation and Tourism Sector Support Project (19-May-2014, \$45,000,000)
Health (WB)	P163313: Additional Financing for the 'Improving Maternal and Child Health Through Integrated Social Services' (14-June-2017, \$25,000,000)
Energy (WB)	P154351: Haiti Modern Energy Services For All (25-October-2017, \$15,650,000)

### ***Gender Analysis Introduction***

To evaluate the gender sensitivity of World Bank and IDB publicly available project documents, we used an updated version of Gender Action's Essential Gender Checklist (EGC, Annex 4) that we also used in BBBH. The EGC belongs to our fuller *Gender Toolkit for International Finance-Watchers* (Gender Action 2013c). Since BBBH, Gender Action has adjusted its EGC to include sexual minorities and gender-nonconforming people.

For World Bank projects, we used the most recent Project Appraisal Documents (PADs) and Project Information Documents (PIDs) available at the time of writing. For IDB projects, we looked for the most recent Grant Proposal. If other relevant documents were available, such as a Resettlement Action Plan (RAP) or an Environmental and Social Management Report (ESMR), we included these in our analyses. The full list of IDB and World Bank project documents analyzed can be found in Annex 2.<sup>8</sup>

Applying Gender Action's Essential Gender Checklist, each project garnered up to 2 points per indicator for a maximum of 20 points. Table 4 describes the project numeric scoring ranging from a maximum of 20 to below 0. Table 4 also expresses these scores as prose ranks and color codes them.

**Table 4. Gender Sensitivity: Numeric Scores, Ranks, and Color Codes**

<b>Numeric Score</b>	<b>Ranks</b>	<b>Color Codes</b>
14-20	Strong	Green
7-13	Moderate	Yellow
0-6	Weak	Red

### **Project Analyses Tables**

The Summary Gender Scorecard in Table 5 presents a summary color code analysis of each projects' gender ranks by EGC indicators. The Scorecard summarizes the findings of this

<sup>8</sup> All available public project documents can be found by project at [www.worldbank.org/projects](http://www.worldbank.org/projects) for the World Bank and [www.iadb.org/projects/](http://www.iadb.org/projects/) for the IDB.



report's desk-based project-by-project analyses. Annex 3 presents the numeric scoring of each project indicator in this Scorecard.

Table 5: Summary Gender Scorecard of Select IDB and WB Haiti Investments Summer 2013 <sup>9</sup> -December 31, 2017										
Gender Action										
OVERALL SCORE: green = strong gender sensitivity yellow = moderate gender sensitivity red = weak gender sensitivity purple = likely harmful gender impacts	Gender and Human Rights	Gender In/Equality	Gender Data	Sexual and Gender-Based Violence	Gender Context	Gender Access	Gender and Care Work	Gender Inputs	Gender Outputs	Gender Impact
<b>AGRICULTURE AND RURAL DEVELOPMENT</b>										
HA-S1013, HA-L1113: MOKAFE, A Cup of Hope Coffee Project (IDB)	Red	Purple	Red	Red	Red	Red	Red	Red	Purple	Red
<b>NATURAL DISASTER MANAGEMENT</b>										
HA-G1031: Climate Proofing of Agriculture in the Center-Artibonite Loop Area (IDB)	Red	Red	Yellow	Red	Red	Yellow	Purple	Yellow	Red	Yellow
<b>WATER AND SANITATION</b>										
HA-T1212: Support Preparation of Water & Sanitation Investment Program in Cap Haitien (IDB)	Red	Red	Red	Red	Red	Red	Red	Red	Red	Yellow
P148970: HT Sustainable Rural and Small Towns Water and Sanitation Project (WB)	Red	Green	Green	Green	Green	Green	Yellow	Yellow	Yellow	Purple
P163194: Sustainable Rural and Small Town Water Supply and Sanitation Additional Financing (WB)	Red	Yellow	Yellow	Yellow	Green	Yellow	Red	Red	Yellow	Yellow
<b>EDUCATION</b>										
HA-M1054: Improve Education Quality in Haiti (IDB)	Red	Green	Yellow	Red	Yellow	Purple	Red	Yellow	Yellow	Yellow
HA-G1034: Support to the Implementation of the Education Plan and Reform in Haiti (IDB)	Red	Red	Yellow	Red	Red	Yellow	Red	Red	Red	Red
<b>URBAN DEVELOPMENT AND HOUSING</b>										
HA-T1196: Sustainable Mobility Plan & Preinvestment projects for Haiti's Northern Corridor (IDB)	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red
HA-L1126: Support for the Fifth Population and Housing Census (IDB)	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red

<sup>9</sup> We refer to the beginning of the time range for our analysis as Summer 2013 as the earliest World Bank project not included in BBBH had an approval date of June 29, 2013, while the earliest IDB project not included in BBBH had an approval date of September 6, 2013. See the Methodology section for further information.

OVERALL SCORE: green = strong gender sensitivity yellow = moderate gender sensitivity red = weak gender sensitivity purple = likely harmful gender impacts	Gender and Human Rights	Gender In/Equality	Gender Data	Sexual and Gender-Based Violence	Gender Context	Gender Access	Gender and Care Work	Gender Inputs	Gender Outputs	Gender Impact
<b>TRANSPORTATION</b>										
HA-L1104: Transport and Departmental Connectivity (IDB)	Red	Red	Red	Red	Red	Red	Red	Red	Red	Red
HA-L1098: Support for Haiti's Transport Sector V (IDB)	Red	Green	Red	Yellow	Red	Yellow	Red	Yellow	Green	Yellow
P133352: HT Center and Artibonite Regional Development (WB)	Red	Green	Yellow	Green	Green	Green	Green	Yellow	Green	Yellow
<b>TOURISM</b>										
P144614: Cultural Heritage Preservation and Tourism Sector Support Project (WB)	Red	Red	Green	Yellow	Red	Yellow	Red	Yellow	Green	Yellow
<b>HEALTH</b>										
P163313: Additional Financing for the Improving Maternal and Child Health Through Integrated Social Services (WB)	Red	Green	Yellow	Green	Green	Red	Green	Red	Yellow	Yellow
<b>ENERGY</b>										
P154351: Haiti Modern Energy Services For All (WB)	Red	Green	Green	Green	Green	Yellow	Green	Yellow	Purple	Purple
Note: The ten gender indicators comprise the Essential Gender Checklist (see Annex 4) in Gender Action's Gender Toolkit for International Finance-Watchers (Gender Action 2013c). The EGC rankings provide the basis to deduce patterns and outliers for this report's analysis.										

Tables 6 below demonstrates that 53 percent of projects selected have weak gender sensitivity, 40 percent have moderate gender sensitivity, and just 7 percent have strong gender sensitivity.

**Table 6: Patterns: IDB and WB Project Gender Sensitivity – Numbers, Percentages, Ranks and Color Codes**

Numeric Scores	#/% of Projects	Ranks	Color Codes
14-20	1 / 7%	Strong	Green
7-13	6 / 40%	Moderate	Yellow
0-6	8 / 53%	Weak	Red

Table 7 below sums the scores in each indicator for projects in each numeric score range. For example, the two projects which demonstrated strong gender sensitivity (with a numeric score range of 14-20) scored a total of two points in Gender In/Equality.

Table 7: Project Gender Sensitivity by Indicator Overall

	Overall Score	Gender and Human Rights	Gender In/Equality	Gender Data	Sexual and Gender-Based Violence	Gender Context	Gender Access	Gender and Care Work	Gender Inputs	Gender Outputs	Gender Impact
<b>Strong</b>	1	0	2	1	2	2	2	2	1	2	1
<b>Moderate</b>	6	0	9	8	9	8	6	5	4	6	2
<b>Weak</b>	8	0	1	3	0	1	1	-1	2	0	3
<b>Total</b>	N/A	0	12	12	11	11	9	7	7	9	8

## Project Analyses

This section analyzes nine IDB projects and six World Bank projects grouped in nine sectors. These analyses are preceded by descriptions of each sector and its gender context in Haiti followed by discussion of the role of IFIs in the sector in Haiti. The project-by-project analyses form the basis for the report’s Conclusions and Recommendations.

### *Agriculture, Food Security, and Rural Development in Haiti*

Haiti has one of the highest levels of food insecurity in the world; half the population is food insecure while 22 percent of children are malnourished (World Food Programme 2018). Repeated natural disasters and limited sustainable development interventions exacerbate food insecurity in Haiti. The January 2010 earthquake destroyed much of Haiti’s rural agricultural infrastructure. Hurricane Matthew’s devastating landfall in October 2016 increased food insecurity, destroying nearly two thirds of crops and livestock (HAWG 2017). The three departments in Haiti which produce the majority of staple crops were hit hardest by the storm (HAWG 2017).

Poor development strategies are also responsible for Haiti’s food insecurity. External actors have long harmed Haiti’s agricultural sector, namely in rice, peanut, coffee and mango-production which form the backbone of the Haitian agricultural economy. Despite the fact that approximately 50 percent of jobs in Haiti are agriculture-based, Haiti still needs to import over 50 percent of its national food requirements. Historically Haiti did not need to import such large quantities of food but US food dumping throughout the 20<sup>th</sup> century decimated Haiti’s agriculture sector (Kastner 2017). World Bank and IDB development initiatives have focused on bolstering cash crops for export, such as mangoes and coffee, rather than supporting sustainable crops for local sale and consumption (Gender Action 2013a). Historically, IFIs and the Haitian government have invested in agribusiness, mining and free trade zones over improving agricultural production in rural regions (PAPDA 2017). These projects threaten food security for poor Haitians and often displace peasant populations (PAPDA 2017). Hurricane Matthew intensified Haitians’ reliance on imported food, driving up food prices by 15 percent to 201 percent (HAWG 2017). Nearly a quarter of families now spend more than 65 percent of their income on food (HAWG 2017).

## ***Agriculture and Gender***

Gender plays a role in IFI preference for cash crops intended for export. Men tend to be more involved in cultivation of cash crops whereas women often work in subsistence agriculture (Gender Action 2013a). While women make up the majority of all agricultural workers, very few own their own plots (Bell 2016). Haiti lacks current gender disaggregated data on land ownership but the 2008 Agricultural Census found that just 25.3 percent of land owners are women (FAO 2018). While men usually engage in heavy, often wage-based production of cash crops, women usually plant and weed subsistence crops and ensure household food security (USAID Haiti 2016a). Women also work as *madam saras*, selling agricultural products in domestic marketplaces mostly as informal vendors and in the export trade.

Food insecurity also disproportionately affects women and girls as they tend to command fewer financial resources (Gender Action 2013a). When food prices rise, families often cut back spending on basic needs. These cuts, such as reducing caloric intake and removing children from schools, disproportionately impact women and girls as they often have less power within mostly patriarchal households (Gender Action 2013a).

## ***Agriculture and IFIs in Haiti***

The IDB has committed over \$192 million in funding to Haiti's agriculture sector since 2013. The World Bank committed \$50 million in funding during this time. In response to critiques of IFI agricultural investments' lack of attention to gender roles and issues, the IFIs have produced several guidance reports to ensure staff identify and address gender issues in agriculture projects (Gender Action 2010b, 2011, 2013a). In December 2014, the IDB published a Mainstreaming Gender in Rural Development Projects technical note that, among other things, acknowledges women's unpaid work and lack of access to resources and credit (IDB 2014). This note employs a checklist for gender mainstreaming in agricultural projects as well as a list of outputs and outcomes that should be disaggregated by gender. In 2012, the World Bank published Gender Issues in Monitoring and Evaluation in Agriculture which includes a Checklist of Gender-Related Issues and Activities during the Project Cycle that breaks gender integration down into discrete tasks (World Bank 2012). The World Bank also published a Gender in Agriculture Sourcebook in 2009, which is an extensive, 754-page document (World Bank 2009).

## ***IDB HA-S1013, HA-L113: MOKAFE, A Cup of Hope Coffee Project / \$700,000, \$920,000<sup>10</sup> / Approved 2015, 2016***

### ***Project background***

HA-S1013 and HA-L1113, both called MOKAFE, A Cup of Hope Coffee Project, are closely intertwined projects financed by the IDB Multilateral Investment Fund. As such, Gender Action is evaluating both projects together. The former project is categorized as a Technical Cooperation while the latter is a Loan Operation. Due to CSO pressure following the earthquake, the IDB and World Bank announced that they would quit making loans to Haiti. On its website, the IDB claims that its financing for Haiti "has been exclusively in the form of grants since 2007," (IDB 2010a). Gender Action contacted the IDB's Public Information Center about this discrepancy. A representative explained that "for the most part, IDB Group operations in Haiti since 2010 have

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<sup>10</sup> Reflects approved funding for the two intertwined projects.

taken the form of grants,” but grants are often accompanied by loans “in the case of private-sector projects financed by the MIF (Multilateral Investment Fund, IDB) Social Entrepreneurship Program.”

According to the MOKAFE Project Synthesis, a single document that describes both projects, the projects are meant to “Increase high-value market opportunities in *café pilé* (natural coffee) for small-scale coffee producers of five coffee cooperatives in Haiti.” It will accomplish this by partnering with one of Haiti’s largest private sector bean roasters and exporters, Geo Wiener. Geo Wiener will increase the percentage of beans in its supply-chain that it sources from these five cooperatives to 50 percent in what the IDB calls a ‘win-win strategy.’

Of the \$700,000 IDB loaned funds, \$630,000 will support ‘marketing activities’ to enable cooperatives to buy from smaller coffee producers, cut-out intermediaries, and “allow producers to obtain a higher share of the prices.” \$70,000 from the IDB and \$300,000 from Geo Wiener will be used for small scale infrastructure projects, such as drying surfaces and testing tools, that reduce the percentage of rejected beans. Geo Wiener will advance these funds to the cooperatives who will then purchase the project infrastructure at cost price and reimburse Geo Wiener in coffee beans.

The project aims to enhance productivity, improve quality, and build the business management capacity of the coffee cooperatives. It will do this “by training farmers and cooperatives on good agronomic practices...developing and implementing standards and norms to improve the quality of natural coffee, and promoting more direct links between cooperatives and [Geo Wiener]” as well as building the cooperatives’ business capacity and disseminating lessons learned. It risks benefitting better-off rather than poorer Haitians, whose livelihoods the IFIs promise to improve.<sup>11</sup>

### Gender analysis

MOKAFE, A Cup of Hope Coffee Project demonstrates weak gender sensitivity. From a gender vantage, this project is one of the most concerning ones Gender Action analyzed. The

*IDB HA-S1013, HA-L113: MOKAFE, A Cup of Hope Coffee Project*

**Applying Gender Action’s Essential Gender Analysis Checklist:**

**Overall Gender Analysis:** Weak Gender Sensitivity

**Gender and Human Rights:** The project does not approach gender issues from a human rights perspective.

**Gender In/Equalities:** The project does not acknowledge any gender inequalities.

**Gender Data:** The project document notes that 30 percent of the farmers included in the project are women. It neither indicates that it will use gender-disaggregated data to measure outcomes nor proposes to measure any other relevant data by gender.

**Sexual and Gender-Based Violence:** The project document does not consider its impact on frequency, severity and type of SGBV.

**Gender Context:** The project document does not describe relevant political, legal, geographic, economic, historical and/or social contexts that would influence gender relations and dynamics. It does not acknowledge gender issues relevant to Haiti’s coffee industry.

**Gender Access:** Currently, only 30 percent of the beneficiaries are women. The Project Synthesis document suggests that “additional cooperatives are likely to participate in the project as the company expands its supplier base,” but it does not indicate that it will promote equal participation of women and men as the supplier base expands.

**Gender and Care Work:** The project document neither mentions women’s disproportionate role in providing unpaid domestic and care work that prevents them from working formally at the same level as men nor attempts to measure the project’s impact on women’s care work burden.

**Gender Inputs:** There is no mention of whether women or sexual minorities hold any leadership roles in the cooperatives nor of plans to promote women’s or sexual minorities’ leadership in cooperatives through training initiatives.

**Gender Outputs:** Project outputs and outcomes do not account for gender-specific needs.

**Gender Impact:** The project documents fail to discuss and address potential harmful gender impacts.

<sup>11</sup> Historically, IFI private sector loans supported private enterprises run by higher-income people rather than the poor. While IFIs justify these loans by claiming the private enterprises, such as Geo Wiener, will create jobs, they often displace poor farmers’, especially women (Oxfam 2014, Stein and Sridhar 2017).

MOKAFE documents only address one EGC category (see Annex 4), Gender Data, when the Project Synthesis suggests that women comprise 30 percent (or around 450) of the 1,500 small-scale coffee producers benefiting from the project. This was the sole reference to gender in all of the project documents.

The latest progress report at the time of writing dated March 27, 2018 fails to include the percentage of women small-scale coffee producers benefitting from the project and any other mention of how the project has affected women, girls, and LGBTI people. Unlike most other projects, this project triggers neither an Environmental and Social Impact Assessment nor subsequent gender equity strategies to mitigate harmful project impacts. There is no evidence that project staff will consider gender issues beyond the reference to the percentage of women coffee producers which they fail to monitor in project progress reports. Without other IDB and MOKAFE gender targets and impact assessments, it is impossible to know how people of all genders and sexualities are differently affected.

Gender Action sought to supplement the limited information available in the Project Synthesis by reaching out to IDB officials about loan repayment details. They explained that the Implementation Plan for loan repayment could not be disclosed “as per Section 4.1 J of the IDB Access to Information Policy” which states that “information and documents relating to non-sovereign guaranteed operation” will not be made accessible to the public “because the Bank has determined that the potential harm caused by their disclosure outweighs the benefit derived from accessibility.” The official did note that the IDB loan to Geo Wiener will be repaid in Haitian Gourdes equivalent but did not expand further.

The context of gender roles and dynamics in Haiti’s growing export coffee sector is vital to understanding the impact this project may have upon Haitians of all genders. In the Haitian coffee industry, men generally dominate soil and land preparation, while women generally prepare seeds, dry coffee cherries, act as intermediaries between farmers and roasters, and work as *madam saras* in markets (Bell 2016). This project aims to cut out intermediaries and connect cooperatives directly with Geo Wiener. Depending on the specific supply chains involved in the project, cutting out intermediaries could have drastic, harmful impacts on *madam saras* who may lose their livelihoods and control over household income.

This potential loss of women’s livelihood and control over resources tends to have downstream effects on: (1) intra-household bargaining, putting women at greater risk of economic dependency and intimate-partner violence or other forms of SGBV; and (2) household expenditures. Studies such as Naila Kabeer’s work, which is frequently cited by the World Bank, show that women are more likely than their men partners to invest in areas such as children’s education and nutrition (Kabeer 2000). Thus, if women’s role as coffee sector intermediaries is bypassed as a result of this project, children’s education and nutrition might also be adversely affected.

### *Recommendations*

In order to ensure that the MOKAFE projects do not harm but instead benefit women and other marginalized groups, the IDB must:

- Complete a comprehensive gender survey of the coffee sector in Haiti to better inform project design and disaggregate all project indicators by gender;

- Target improving the livelihoods of the women majority of poor Haitian farmers often bypassed by IFI-financed private-sector projects.
- Include women and sexual minorities in consultation meetings, especially *madam saras* and women who work in coffee cultivation;
- Create mechanisms to ensure the employment of women in project components and to minimize the loss of *madam sara* income during the project cycle;
- Adequately compensate *madam saras* put out of business by the project;
- Ensure that at least 50 percent of trainees and total project beneficiaries are women and gender nonconforming people.

### ***Natural Disaster Management in Haiti***

Haiti is especially vulnerable to natural disasters. First, it is located in the Caribbean, a major site for hurricanes and tropical storms. Second, its history of deforestation exacerbates landslides and thus storm damage. Third, it's political and social instability and lack of strong institutions hinder adequate response to natural disasters. Natural disaster management is a relevant IFI sector as much of the 2010 post-earthquake funding given to Haiti has been dedicated to rebuilding efforts. Ideally, a good portion of this funding should target preventing future natural disaster devastation. Unfortunately, 2016's Hurricane Matthew (see Box 1) provides a case study of how little progress has been made in building capacity to respond to natural disasters or resilient infrastructure to withstand such events. Poor infrastructure has cost the country both economically and in human lives; the 2010 earthquake caused an estimated \$14 billion in damages and killed between 100,000 and 316,000 Haitians while Hurricane Matthew caused \$2.9 billion in damages and killed approximately 1,000 people (Congressional Research Service 2010, Delva 2016).

### ***Natural Disaster Management and Gender***

Women are especially susceptible after natural disasters. More likely to be isolated at home caring for children or elderly, housecleaning and cooking, women often do not receive news of impending disaster until much later. During natural disasters, women are typically more reluctant to evacuate, or evacuation is impeded by their role as caregivers. Lack of health services places the burden of caring for the sick and injured on women's shoulders. Incidence of illness and injury are high after natural disasters, increasing women's workloads (WHO 2005). In cases where emergency aid is limited, women and children often receive less because they cannot fight their way to the front of the line.

Women are at increased physical risk in the wake of natural disasters as well. Pregnancy, for example, can delay evacuation. Women's greater involvement in industries like subsistence agriculture and informal sector self-employment also makes loss of crops or work material especially devastating. While natural disasters disrupt everyone's access to key services such as clean water and health care, women bear a larger burden. With destroyed infrastructure, daily tasks that typically fall to women, like cooking meals and fetching water, take more time and bear increased risks. Destruction of footbridges and paths can make fetching water not only more arduous, but more treacherous. If the only water source lacks adequate lighting or is more remote, women and girls face increased risk of SGBV.

LGBTI people also face heightened vulnerability after natural disasters. As homophobia is widespread in Haitian society, sexual minorities are often denied access to food, housing, healthcare, and other resources during relief efforts (IGLHRC 2011). Natural disasters can disrupt the routines created by LGBTI people to ensure their own safety, increasing their vulnerability to SGBV. Overcrowded Internally Displaced Person (IDP) camps also pose a safety threat to sexual minorities. In the aftermath of the 2010 earthquake, for example, the organization SEROvie documented the rape of many LGBTI people throughout the camps (IGLHRC 2011). Finally, sexual minorities in Haiti are often blamed for natural disasters. Following the earthquake, sermons on the radio and in churches blamed gay people and other ‘sinners’ for incurring the wrath of God and causing the earthquake (IGLHRC 2011). The International Gay and Lesbian Human Rights Commission documented numerous cases of attacks against LGBTI people and people suspected of being LGBTI in the weeks after the disaster (IGLHRC 2011).

### ***Natural Disaster Management and IFIs in Haiti***

After the 2010 earthquake, those whose homes had been destroyed established tent camps where SGBV, sexual assault and theft were rampant. In response to civil society pressure, the IFIs have funded several projects aimed to curb SGBV in these camps.<sup>12</sup> Gender Action

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<sup>12</sup> The World Bank partnered directly with the US NGO MADRE and indirectly with the Haitian NGO KOFIVIV. The IDB funded several infrastructure projects to this end including HA-L1035, HA-L1048 and HA-L1002. See the Gender Action “IFIs and Gender-Based Violence Case Study: Haiti” report for a more detailed analysis of these programs (Gender Action 2012b).



### Box 1: Gender and Hurricane Matthew

**Background:** Hurricane Matthew hit the southwest region of Haiti on October 4, 2016, affecting over 2 million people and causing an estimated \$2.9 billion in damages (Charles 2017). The storm killed an estimated 1,000 people and exacerbated the spread of cholera due to water contamination (Delva 2016).

The storm also destroyed up to 90 percent of crops and livestock in affected areas, causing an estimated \$573 million in damages in Haiti's major 'bread basket' (IRD 2017). Arable land in Haiti was reduced by 33 percent. An Institute for Research and Development (IRD) survey indicated that 96 percent of households continue to face serious problems in accessing food. In March 2017, charity workers found 240 people dead from starvation in a mountain cave on the outskirts of Jérémie (Charles 2017). Haitians now depend on imported foods more than before Hurricane Matthew.

The hurricane demolished hundreds of thousands of structures, displacing over 1.5 million people (World Bank 2017f). It also exacerbated water and sanitation deficiencies, diminishing access to potable water and improved sanitation for many Haitians. IRD surveys found that 76 percent of participants lacked access to a toilet or latrine following the hurricane, compared to 56 percent of participants in 2011 lacking access to such facilities. Seventy-seven percent of participants reported lack of access to potable water following the hurricane.

**IFIs' Response:** In response to the destruction, the World Bank committed \$100 million in grants through the International Development Association's Crisis Response Window in 2016 and pledged an additional \$80 million to relief efforts in 2017 (World Bank 2017f). The IDB committed over \$20 million in emergency response funding (IDB 2016b).

However, 79 percent of participants in an IRD study reported problems with recovery aid distribution during the recovery. Many noted that food aid failed to reach more remote communities. Others believed that access to aid was unfair and corrupt. As the hurricane occurred days before the scheduled presidential election, much of the aid was also highly politicized, with many survey participants insisting that politicians used aid to strengthen their political base. Participants also questioned the appropriateness and quality of aid received, revealing lack of consultation with beneficiaries, particularly women, throughout the aid distribution process.

**Gender Impacts:** Women and girls were disproportionately impacted by Hurricane Matthew. A study conducted by the Igarapé Institute found that more women than men reported ongoing displacement following the storm (Igarapé Institute 2017). Women also reported less access to stable housing and were significantly more likely than men respondents to live in makeshift dwellings. Additionally, women respondents were at higher risk for poverty and experienced higher rates of crime following the storm.

Hurricane Matthew increased women's and girls' vulnerability to SGBV by decreasing their access to secure housing and sanitation systems (Human Rights Watch 2017). Corruption within aid distribution also heightened their vulnerability to SGBV. As aid remained inadequate in affected regions, many women reported that men aid distributors would coerce women recipients into sex in exchange for supplies (IRD 2017). According to the Igarapé Institute, the widespread belief that transactional sex was required to receive aid deterred women from accessing essential goods and services (Igarapé Institute 2017). The Igarapé Institute also found that more women than men reported that aid was not getting to those who needed it most.

LGBTI people also faced increased vulnerability to SGBV following the storm. As sexual minorities already faced widespread violence, the displacement and destruction caused by Hurricane Matthew only increased their vulnerability (IGLHRC 2011). Additionally, sexual minorities often encounter discrimination when accessing aid (IGLHRC 2011).

Overall, IFIs' and other donor agencies' failure to include beneficiaries, particularly women and LGBTI beneficiaries, in the decision-making process during recovery from the disaster has diminished the impact of aid and prevented full recovery.

commends these actions while also calling for a more robust and sustained IFI response to SGBV

that includes specific protections for LGBTI people (see Box 1).

These gender vulnerabilities demonstrate the importance of involving women and sexual minorities in natural disaster mitigation interventions. Below we analyze one IDB project devoted to Natural Disaster Management. Since 2013, the IDB has committed \$17 million in funding to natural disaster management. The World Bank committed \$188 million during this time.

*IDB HA-G1031: Climate Proofing of Agriculture in the Center-Artibonite Loop Area / \$4,500,000 / Approved 2015 Project Background*

Project HA-G1031 was approved by the IDB in December 2015. The operation was designed to increase the production of climate-resilient crops and promote the adoption of climate-resilient farming techniques in the Centre-Artibonite Loop; improve communities' resilience; protect/raise forest cover and expand forest ecosystems; redirect agricultural research to exploring adaptation strategies; engage local communities to play a stronger role in the preservation, maintenance, and monitoring of agricultural resources; and strengthen local capacities, knowledge creation, and sharing of information on climate resilient agriculture. HA-G1031 was financed through a grant of \$4.5 million.

The project includes three major components. First, the project will analyze climate vulnerability by developing knowledge tools and institutional capacity to support planning and prioritization of investments to reduce climate vulnerability. Activities include research on climate change resilient agricultural crop systems in the Boucle-Centre Artibonite and identification of investments to reduce climate vulnerability of agricultural activities and related infrastructure (irrigation systems, roads, etc.) in targeted watersheds. Second, the project will reduce climate vulnerability. Based on existing studies and the first component's results, the second component will implement integrated actions aimed to reduce vulnerability of rural populations to climate risks, some of which will also improve farmers' income. Finally, the project will strengthen institutions. This component will include training and technical assistance to support the Ministry of Agriculture, Natural Resources, and Rural Development's public policy reforms needed to reduce climate vulnerability and improve risk management in agriculture, strengthening Faculty of Agronomy and Veterinary Medicine (FAMV) curricula on management and analysis of watershed

*IDB HA-G1031: Climate Proofing of Agriculture in the Center-Artibonite Loop Area*  
**Applying Gender Action's Essential Gender Analysis Checklist:**

**Overall Gender Analysis:** Weak Gender Sensitivity

**Gender and Human Rights:** The project does not approach gender issues from a human rights perspective.

**Gender In/Equalities:** The Grant Proposal does not describe any gender inequalities in the region. However, the Environmental and Social Management Report (ESMR) does claim that "gender equality in subsidies system will be assured through specific technical package design," but does not provide details. No project documents mention LGBTI people.

**Gender Data:** Just two of the four project indicators measuring human outcomes are gender-disaggregated.

**Sexual and Gender-Based Violence:** Though the project does encourage community engagement to mitigate conflict between community members and project workers, it does not acknowledge that influxes of men construction workers can lead to increased rates of SGBV.

**Gender Context:** The project documents do not consistently analyze gender relations, dynamics and inequalities within relevant political, legal, geographic, economic, historical and/or social contexts.

**Gender Access:** The project takes some measures to include women in research programs in agriculture, climate change and watershed management. However, the project's target for women beneficiaries in its training for adaption strategies is only 25 percent.

**Gender and Care Work:** The project documents neither acknowledge nor attempt to measure and mitigate the impact of the project on unpaid domestic and care work.

**Gender Inputs:** The project documents do not mention whether men and women will be employed to implement the project. Though the ESMR suggests that "recommendations were formulated with women's full participation and autonomy taken into consideration (sic)," it does not mention whether or how many women attended consultations.

**Gender Outputs:** The project documents do not explain how program outputs would accommodate the needs of people of all genders.

**Gender Impact:** The project has the potential to positively impact people of all genders through the climate-change impact mitigation strategies it will implement, particularly the construction of an early-warning system. Without integrating adequate gender sensitivity, however, women and sexual minorities may be excluded from project benefits and even harmed.

environmental vulnerability, and reconstruction of FAMV, which was destroyed by the earthquake of January 2010.

### *Gender Analysis*

The project, while including several gender sensitive considerations, fails to consistently incorporate them throughout the project cycle. Out of Gender Action's ten essential gender sensitive benchmarks, this project only trivially engages with three: Gender Data, Gender Access, and Gender Inputs. Overall, the "Climate-Proofing of Agriculture in the Center-Artibonite Loop Area" project has weak gender sensitivity.

The Grant Proposal mentions that 38 percent of rural-households are women-headed calling them "particularly vulnerable." The ESMR notes that women were included in project water management committees and that project activities, such as trainings and field visits "will be held at reasonable times/locations so that the women can take advantage of [them]."

However, project documents do not consistently incorporate adequate gender sensitivity. Just two of the four IDB human-related project indicators (the rate of agricultural techniques adoption among farmers and the farmers who benefit from new cultivable area created by check-dams) will be disaggregated by gender. The Grant Proposal promises to include women in research programs in agriculture, climate change and watershed management but sets the project target for women beneficiaries at just 25 percent. The Grant Proposal does not attempt to promote gender equality in other training programs included in the project nor mention whether studies financed by the project will measure gender outcomes. Regarding project compensation for student relocation from residence halls, neither the ESMR nor the Grant Proposal mention ensuring gender equitable distribution of payments.

Project documents also fail to clarify whether women will be included in project planning and implementation. Though the ESMR notes that "recommendations were formulated with women's full participation and autonomy taken into consideration (sic)," it does not note whether or how many women attended consultation meetings. Without the inclusion of women in project planning, the project's climate risk reduction works could disrupt water collection points. This could increase women's and girls' disproportionate share of domestic work and time spent collecting water.

Additionally, project documents fail to consider the gender division of farm labor. For example, they do not mention that men and women typically cultivate different crops and participate in different parts of the agricultural process (see Agriculture and Gender section). These differences will affect the extent to which men or women will benefit from the training delivered in this project. Finally, this project fails to address SGBV. It neither acknowledges nor proposes measures to prevent the increased potential of SGBV often caused by influxes of men construction workers into communities.

### *Recommendations*

To ensure people of all genders benefit from proposed climate-change mitigation strategies, the project must:

- Include women and LGBTI people in project planning and implementation to ensure that water collection points are conveniently located to prevent against SGBV and reduce the time burden of women and girls;

- Ensure that women and LGBTI people comprise at least 50 percent of project trainees and total beneficiaries;
- Develop mechanisms to ensure gender-equal employment projects;
- Disaggregate all project indicators by gender to establish baseline data and monitor project impacts across all genders;
- Develop mechanisms to prevent SGBV caused by influxes of men workers during project construction.

### ***Water and Sanitation in Haiti***

Haiti has some of the poorest water and sanitation infrastructure in the Western Hemisphere. Even major cities like Port-au-Prince lack central sewage systems, forcing residents to use outhouses that often dump into open canals and ditches, exacerbating contamination of drinking water and the spread of disease (Hersher 2018). The 2010 earthquake further damaged existing infrastructure which increased the spread of cholera following the outbreak caused by UN peacekeepers (see Box 2). International donors committed funds to build sewage treatment facilities in Haiti following the disaster but the facilities remain unfinished (Hersher 2018).

In 2016, Hurricane Matthew destroyed water and sanitation systems throughout southwest Haiti, leading to a resurgence of cholera in the area (see Box 2). Today, only 37 percent of urban

## Box 2: Gender, IFIs, and Cholera

**Cholera and Haiti:** The cholera outbreak in Haiti began following the 2010 earthquake due to poor sanitation practices by foreign UN peacekeepers who arrived infected by the disease. Roughly 10,000 Haitians have died of cholera since 2010 and nearly a million have been infected (Gladstone 2017). In 2011, the World Bank announced a \$15 million grant to help Haiti's efforts to fight the epidemic. The IDB also provided a \$15 million grant for the relief efforts in 2011. In the fall of 2016, Hurricane Matthew contaminated drinking sources with fecal matter throughout the country, exacerbating the spread of cholera and other diseases.

The UN repeatedly deflected blame for the initial cholera outbreak until admitting its own involvement in the summer of 2016. In response, then secretary general Ban Ki-moon created a \$400 million voluntary trust fund to address the crisis which angered many Haitians who wanted a stronger commitment from the UN (Gladstone 2017). So far, the UN has raised just \$9 million, about 2 percent of its funding goal (UNDP 2018).

Despite this unjust and inadequate response, the UN Office for the Coordination of Humanitarian Affairs reported that 2017 had the lowest number of annual cholera cases recorded since 2010 while the first month of 2018 saw the lowest ever recorded incidence since the beginning of the epidemic (UNOCHA 2018).

**Cholera and Gender:** Women and girls were disproportionately impacted by the cholera outbreak. Due to the gender division of labor in Haiti, women and girls undertake the majority of domestic and care labor which increases their risk of exposure to untreated water (BAI et al. 2016a). Poor, rural women and girls who usually fetch household water face even higher risks of exposure as they often lack access to potable water sources and adequate health care. Pregnant women are also particularly vulnerable to cholera as the disease carries the risk of adverse effects on the mother, fetus, and neonate (BAI et al. 2016a). Additionally, women and girls are generally responsible for taking care of infected family members, causing them to lose time for paid work outside and suffer from increased stress (BAI et al. 2016a).

LGBTI people are also disproportionately vulnerable to cholera as they face pervasive discrimination in healthcare access. Incidences of such discrimination have only increased since the 2010 earthquake (Bracken 2018). In 2017, Haiti's Senate passed two homophobic bills which would deepen punishment for same-gender marriage and prohibit gay people from receiving good moral conduct certificates which are often needed for various public positions and political participation (Zuckerman 2018b). While not yet signed into law, this legislation legitimizes discrimination against LGBTI people, diminishing their access to healthcare and increasing their vulnerability to infectious diseases such as cholera.

residents and 22 percent of rural residents have access to sanitation facilities that are not shared with other households (UNICEF 2017). Only 64 percent of Haitians have access to basic drinking water services, which include unprotected dug wells, surface water, bottled water, or unprotected springs (UNICEF 2017).

### ***Water and Sanitation and Gender***

Women and girls face particular water and sanitation-related risks and challenges. As women are primarily responsible for preparing food and collecting water, poor water infrastructure increases their disproportionate share of care work. Women travel long distances to collect and boil dirty water to prepare their households' meals, increasing their already substantial unpaid care work burden (BAI et al. 2016a). This gender division of labor increases women's exposure to water-borne diseases such as cholera (BAI et al. 2016a). When other family members fall ill to diseases such as cholera, women care for them, increasing their share of

unpaid work and taking away time from income-generating activities (BAI et al. 2016a).

Poor water and sanitation access due to displacement also disproportionately harms women, girls and LGBTI people. Nearly 38,000 Haitians displaced by Hurricane Matthew in 2016 still live in temporary camps (Human Rights Watch 2017). Due to the deportation of tens of thousands of Haitian migrants from the Dominican Republic between 2015 and 2017, over two hundred thousand Dominicans of Haitian descent and other Haitian migrants left the Dominican Republic for Haiti (Human Rights Watch 2017). Many of the arrivals live in temporary camps (Human Rights Watch 2017). Poorly lit sanitation facilities in these camps increase women's and sexual minorities' vulnerability to SGBV (see Box 1). The camps' lack of clean water and sanitation facilities also increases risk of infection, particularly for pregnant and nursing women. Reports covering displaced persons camps following the 2010 earthquake found that LGBTI people were repeatedly prevented from using gender-appropriate bathrooms by other displaced people and aid workers (IGLHRC 2011). As homophobia remains pervasive in Haiti, sexual minorities currently living in temporary camps likely face similar barriers.

### ***Water and Sanitation and IFIs in Haiti***

Both the IDB and World Bank have made major investments in water and sanitation in Haiti over decades. The IDB currently has \$54.48 million in active grants for water and sanitation in Haiti, making it the third largest sector in its funding portfolio. The IDB also invested heavily in this sector immediately following the earthquake, committing \$86 million to water and sanitation in 2010 alone. However, funding decreased in the years following, with only \$137 million in approved funds from 2011 to 2018. The World Bank has committed \$582 million to water and sanitation in Haiti since 1995. It committed \$110 million to water and sanitation in 2010 and \$318 million from 2011 to 2018.

### ***IDB HA-T1212: Support Preparation of Water & Sanitation Investment Program in Cap Haitien / \$1,400,000 / Approved 2015***

#### ***Project Background***

HA-T1212 aims to finalize designs for a potable water system in the Haut du Cap y Petite Anse area, create a master plan for potable water in the region between Cap Haitien and Caracol and design an optimal sanitation strategy for the Cap Haitien area<sup>13</sup>.

The potable water component will include a diagnostic of the current situation of water provision, a study of water sources, a geographic information system, a hydraulic model, a feasibility study, an investment plan, final designs and corresponding bid documents. The sanitation component will finance a feasibility study of communal sanitation in Cap Haitien's Historic Center, a formative investigation of the supply and demand of sanitation in Cap Haitien and the surrounding rural areas, elaboration of the sanitation marketing and communication strategy in Cap Haitien and surrounding rural areas, an analysis of individual solutions to wastewater management and a proposal to improve the Limonade wastewater treatment plant.

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<sup>13</sup> Caracol became an important IDB focus since the Bank invested heavily in developing an industrial park there (Gender Action 2013b).

### Gender analysis

Overall, this project demonstrates weak gender sensitivity. Although women and LGBTI people are key household stakeholders in water and sanitation projects and have gender specific sanitation needs, the gender implications of water and sanitation systems are almost entirely absent in the project document. Women and girls are also disproportionately burdened with collecting water for domestic tasks and therefore are heavily impacted by the placement of potable water collection points. However, the TC document does not mention women or LGBTI people in the project background, components, or in the monitoring and evaluation plan.

No documents acknowledge that poor water and sanitation facilities heighten women's, girls', and LGBTI people's vulnerability to SGBV. While well-lit and appropriately located latrines could improve safety for these populations, the project's failure to include them in design, implementation and other project stages may prevent such an outcome. Project documents note that potential beneficiaries were consulted through household surveys during project design but do not describe the gender makeup of these consultations. Finally, the project documents promise to "recruit and train enumerators, interviewers and supervisors," but does not specify whether people of all genders will be hired equally. Failure to adequately include women and LGBTI people throughout the project cycle may prevent these groups from accruing project benefits and exacerbate gender inequalities.

### Recommendations

In order to benefit people of all genders and sexual orientations, the project must:

- Analyze the gender contexts surrounding water and sanitation service access;
- Undertake consultations with women, girls, and sexual minorities that prioritize their safety;
- Give women and girls significant voice in placement of potable water sources as this could reduce their disproportionate share of care work;
- Collect baseline and monitoring gender disaggregated data on all key project indicators throughout the project cycle.

*IDB HA-T1212: Support Preparation of Water & Sanitation Investment Program in Cap Haitien*  
**Applying Gender Action's Essential Gender Analysis Checklist:**

**Overall Gender Analysis:** Weak Gender Sensitivity

**Gender and Human Rights:** This project does not approach gender issues from a human rights perspective. It does not address gender issues at all.

**Gender In/Equalities:** This project does not mention gender inequalities.

**Gender Data:** The TC document does not mention collecting gender-disaggregated data nor ensuring that its investigations incorporate gender considerations.

**Sexual and Gender-Based Violence:** The project could reduce women and LGBTI people's vulnerability to SGBV by building well-lit and appropriately located latrines. However, failure to include women and LGBTI people in consultations may prevent this outcome.

**Gender Context:** The project document does not mention relevant contextual factors in gender dynamics such as the disproportionate burden of inadequate water systems on women and girls as well as the gender dynamics of household water use and access.

**Gender Access:** The project document does not indicate taking any measures to ensure women's or LGBTI people's inclusion in consultation surveys, such as meeting with women's or LGBTI people's organizations.

**Gender and Care Work:** The project document does not consider women's and girls' disproportionate unpaid water and sanitation care and domestic work, such as fetching water for cooking and cleaning.

**Gender Inputs:** The project document neither proposes employing people of all genders nor suggests training personnel conducting the project's water study in gender sensitivity to avoid gender bias in data collection.

**Gender Outputs:** The project's marketing techniques fail to address gender-specific water and sanitation needs. The project document does not mention cholera although water systems have the potential to exacerbate spread of the disease, which increases women's and girl's care work burden.

**Gender Impact:** This project's objective of studying household water use and sanitation has the potential to greatly benefit people of all genders. However, the project's failure to consider women, girls, and LGBTI people in project design and study methodologies may greatly reduce potential benefits.

*WB P148970: HT Sustainable Rural and Small Towns Water and Sanitation Project / \$50,000,000 / Approved 2015*

*Project Background*

The Sustainable Rural and Small Towns Water and Sanitation Project aims to increase and improve access to water and sanitation services in Haiti, particularly in regions affected by cholera. The project contains three components. The first component is to strengthen existing water and sanitation institutions. This will include increasing DINEPA's capacity to reach rural areas, strengthening local stakeholders within these rural areas, supporting joint-monitoring mechanisms between Haiti and the Dominican Republic, and helping DINEPA build monitoring mechanisms for its projects. The second component is to deliver a "comprehensive package of water and sanitation interventions" in rural regions. The project will prioritize regions most affected by the cholera outbreak. The third component is to create a Contingent Emergency Response (CER) component which will allow water supply and sanitation (WSS) institutions to respond more quickly to the GoH's request in the event of an Eligible Emergency. The project may cause may cause involuntary resettlement. The Integrated Safeguard Data Sheet (ISDS) notes that the project will likely avoid physical displacement but land acquisitions "may be required."

*Gender Analysis*

This project demonstrates moderate gender sensitivity. The project includes a Gender Action Plan (GAP) in an annex within the Project Appraisal Document (PAD).<sup>14</sup> The GAP notes that all Local Water and Sanitation Committees (CAEPAs) tasked with developing water and sanitation infrastructure at the local level are expected to include "at least 20 percent women representation by year three and 50 percent by year five." By year three, CAEPAs are required to include at least two women representatives out of at least four members who are then elected by community members to assume the positions of President, Treasurer, Secretary or Advisor. The GAP also promises training in gender-mainstreaming for all CAEPAs as well as DINEPA, Regional Water and Sanitation Offices (OREPAs), Rural Departmental Units (URDs), Communal Water and Sanitation Technicians (TEPACs), and Professional Operators (OPs). However, it does not require gender balanced numbers of trainees, specify which levels of office holders will receive training, nor explain the training curriculum. It also fails to incorporate mechanisms to ensure the inclusion and safety of LGBTI people in CAEPAs.

The project acknowledges women face a variety of barriers in accessing water and sanitation systems and other project components. The Project Appraisal Document (PAD) promises to collect gender-disaggregated data for affected people to identify areas with unequal gender access and promises to hold women's and men's focus groups throughout the project cycle. It attempts to address gender disparities in latrine use by promising "adequate provisions for Menstrual Hygiene Management" in project-built latrine blocks in schools, health-facilities, and public spaces such as markets. Gender-specific latrines built in public markets will benefit women "as they hold the majority of market stands." The PAD also acknowledges that fetching water is undertaken mostly by women and girls and notes the benefits the project will have on their "time and opportunity costs."

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<sup>14</sup> No other projects selected for analysis included a GAP.



Finally, the project goal to build adequate drainage to prevent standing water at new water sources will reduce cholera infections and deaths. This will positively impact women as they have been disproportionately harmed by the 2010-present cholera outbreak because the burden of health care overwhelmingly falls on women due to inadequate health care systems in Haiti.

The PAD makes some attempt to discuss issues of SGBV “associated with WSS access.” However, it does not acknowledge that women, girls, and sexual minorities are disproportionately affected by SGBV. Project documents do not recognize that influxes of men construction workers often cause SGBV against women, girls, and sexual minorities. Thus, needed mitigation measures are not proposed.

Involuntary resettlement caused by the project may also disproportionately harm women and sexual minorities. While the Resettlement Action Plan (RAP) designates women as a vulnerable group and will give them “special attention,” it does not elaborate what this “special attention” will include. LGBTI people are not designated as a vulnerable group. When acquiring land, the ISDS explains that the project will carry out “a screening process to ensure that land donations are effectively voluntary.” However, the screening process described in the ISDS does not include any gender-sensitive mechanisms. Without such mechanisms, women and LGBTI landowners may be coerced into forfeiting their property.

Finally, the RAP notes that the project will add a user fee for water sources previously available for free. It acknowledges that this “will likely result in some social issues” without specifying the gendered dimensions of these issues. Poor women who primarily collect water will disproportionately bear the financial burden of this fee especially since around 40 percent of households are women-headed and constitute a large proportion of Haiti’s extreme poor. The project must institute mechanisms to deal with the intersection of class and gender aspects of this fee.

### *Recommendations*

For the project to fully benefit people of all genders, it must:

#### ***WB P148970: HT Sustainable Rural and Small Towns Water and Sanitation***

##### **Applying Gender Action’s Essential Gender Analysis Checklist:**

**Overall Gender Analysis:** Moderate Gender Sensitivity

**Gender and Human Rights:** The project documents do not use the language of human rights. The project also entails land acquisition and possible involuntary resettlement. Project documents fail to adequately recognize the gender dimension of displacement.

**Gender In/Equality:** The project implicitly acknowledges inequalities in Water Supply and Sanitation (WSS) decision making by including women’s and men’s focus groups in the project’s social mobilization component and ensuring women’s participation in Local Water and Sanitation Committees (CAEPAs).

**Gender Data:** All Project Development Objective Indicators with human components are gender-disaggregated.

**Sexual and Gender-Based Violence:** The PAD says that the GAP will study instances of SGBV associated with WSS access. However, the PAD does not contain measures to identify situations in which SGBV is more likely to occur or mitigation mechanisms.

**Gender Context:** The project includes gender as a cross-cutting issue. It developed a Gender Action Plan (GAP) that GAP promises to “review and analyze gender gaps and issues in current sector policy and support the development of an action plan to ensure institutional space for gender in the sector.”

**Gender Access:** The RAP, PAD and GAP all incorporate gender considerations in order to ensure women’s and men’s access to project services.

**Gender and Care Work:** The PAD acknowledges fetching water is undertaken by mostly women and girls. However, its discussion of water pricing does not consider that this cost will be disproportionately borne by women.

**Gender Inputs:** The PAD promises that gender considerations will feature prominently in the social mobilization component of the project and will include men’s and women’s focus groups as well as training in gender-mainstreaming for all WSS offices. However, project documents do not include the proportion of women project staff nor ensure that women will be hired equally.

**Gender Outputs:** The project states that “latrine blocks to be built in schools and markets will follow DINEPA’s technical guidelines that take into account gender-specific needs” including Menstrual Hygiene Management.

**Gender Impact:** The project objective of reducing cholera infections and deaths through improved water and sanitation systems will positively impact women as they are disproportionately harmed by the cholera outbreak (IJDH 2014). However, involuntary resettlement and privatization of water sources caused by the project may disproportionately harm women and LGBTI people.

- Address considerations of SGBV risks resulting from men construction worker influxes and inadequate water and sanitation access by developing prevention, mitigation and monitoring mechanisms to ensure the safety of women, sexual minorities and other marginalized populations;
- Increase the visitation requirement for the “gender specialist” detailed by the PAD’s Implementation Support Plan from two week-long visits per fiscal year to monthly week-long visits;
- Require women’s involvement in CAEPAs reach at least 50 percent immediately rather than after five years;
- Include LGBTI people in the RAP’s definition of vulnerable groups;
- Avoid involuntary resettlement;
- Institute mechanisms to ensure that poor people, particularly women and LGBTI people, are protected from increased water prices, for example by subsidized water provision.

***WB P163194: Sustainable Rural and Small Town Water Supply and Sanitation Additional Financing / \$20,000,000 / Approved 2017***

*Project Background*

This project provides parent project P148970 HT: Sustainable Rural and Small Towns Water and Sanitation Project with an additional \$20 million in financing. Its parent project aimed to eliminate cholera and achieve universal access to water supply, sanitation and health services in Haiti (see analysis above). However, Hurricane Matthew dramatically increased cholera cases and the amount of people without access to safe water (see Box 1, 2). In October 2016, the GoH reported \$26 million in Hurricane Matthew damages to water supply and sanitation systems. This project will fund the continuation of the parent project aims described above. It will finance repairs to water supply systems and the procurement and distribution of chlorine in regions affected by the hurricane. It will also scale up the delegation of water supply service provision to the local private sector by training additional personnel in affected areas and conduct hydrogeological studies to consolidate knowledge on groundwater resources across the country.

*Gender Analysis*

This project demonstrates moderate gender sensitivity. Project documents make multiple attempts to integrate women into project planning and implementation. During the parent project, the Bank conducted a qualitative gender assessment in regions most impacted by Hurricane Matthew which found that women are often underrepresented in local water and sanitation committees and excluded from water and sanitation decision making. The assessment also found that educational gaps between girls and boys is in part caused by poor sanitation systems. Girls often leave school when they have menses as many school toilets lack both doors and water.

To address these inequalities, the current project aims to include women in consultation meetings by accommodating women’s schedules. The Environmental Assessment also notes other accessibility accommodations, such as alternative communication tools for illiterate people, will be provided at meetings. The project will disaggregate project beneficiaries by

gender throughout the project cycle. However, no project documents propose the inclusion of sexual minorities in local water and sanitation committees and decision making.

Project documents are somewhat sensitive to women and girls' safety needs. The project will attempt to mitigate women's increased vulnerability to SGBV when accessing water and sanitation facilities by engaging women in 'security committees' which will help manage security and positioning of water kiosks and public toilets at markets. However, project documents ignore safety needs of LGBTI people, failing to acknowledge their vulnerability to SGBV when accessing water and sanitation facilities.

The Integrated Safeguards Data Sheet (ISDS) notes that labor influxes into communities caused by the project may pose safety risks. While it does not acknowledge that these risks disproportionately impact women and LGBTI people by increasing their vulnerability to SGBV, it includes plans to mitigate potential harm by prioritizing local labor and tracking where non-local laborers are hosted throughout their stay. A consultant will also be hired to manage any environmental and social issues related to the labor influx.

Yet while the project notes women will be included in consultations, training opportunities, and project management, no project documents disclose the current gender composition of staff or gender staffing targets. Project documents also fail to gender-disaggregate other key project indicators, such as the number of people employed through the project and the number of attendees at consultation meetings. Women comprise just 30 percent of target beneficiaries. Additionally, the ISDS notes that some vendors may be displaced by project activities. As many market vendors are women, this project impact may disproportionately harm women by interrupting their livelihoods. Like other World Bank projects analyzed in this report, no project documents specify whether the project will include mechanisms to ensure the inclusion and safety of LGBTI people.

*WB P163194: Sustainable Rural and Small Town Water Supply and Sanitation Additional Financing*  
**Applying Gender Action's Essential Gender Analysis Checklist:**

**Overall Gender Analysis:** Moderate Gender Sensitivity  
**Gender and Human Rights:** The project documents do not use the language of human rights.  
**Gender In/Equality:** Project documents acknowledge that women are underrepresented in local water and sanitation committees, that women in these committees are often less heard than men, and that educational gaps between girls and boys is in part caused by poor sanitation systems. No project documents investigate nor propose the inclusion of sexual minorities in local water and sanitation committees and decision making.  
**Gender Data:** The project gender-disaggregates projected beneficiaries and will continue to do so throughout the project. The project is also undertaking a gender-disaggregated household survey to further inform project objectives. The number of people employed through the project and the number of attendees at consultation meetings, however, are not disaggregated by gender.  
**Sexual and Gender-Based Violence:** The project will attempt to mitigate women's increased vulnerability to SGBV when accessing water and sanitation facilities by engaging women in 'security committees' which will help manage security and positioning of water kiosks and public toilets at markets. Project documents ignore safety needs of LGBTI people.  
**Gender Context:** The qualitative gender assessment identified gender inequalities in water and sanitation systems and considered these findings during project design.  
**Gender Access:** The project aims to include women in consultation meetings by working around women's schedules. The Environmental Assessment also notes that other accessibility accommodations, such as alternative communication tools for illiterate people, will be provided at the meetings to enable women from all socio-economic backgrounds to participate.  
**Gender and Care Work:** The project fails to acknowledge that poor water provision infrastructure can dramatically increase women and girls' disproportionate unpaid care workload.  
**Gender Inputs:** Project documents do not disclose the gender composition of current staff or staffing targets. Women comprise just 30 percent of target beneficiaries.  
**Gender Outputs:** Project documents designate women and girls as a vulnerable group which the project will make special efforts to integrate and include. However, it does not designate LGBTI people as a vulnerable group nor specify any monitoring or evaluation mechanisms to ensure women and sexual minorities are actually included.  
**Gender Impact:** The project may benefit women by increasing access to safe sanitation facilities and convenient water sources while also giving them more voice in water and sanitation decision making. However, the project must follow through on plans to include women throughout the project cycle and prevent disruption of women vendors' businesses. It should also take measures to protect and benefit sexual minorities.

### *Recommendations*

To ensure the equal benefit of people of all genders, the project must:

- Follow through with all efforts to include women throughout the project cycle, such as plans to create accessible accommodations at consultation meetings and engage women in ‘security committees’ during project implementation;
- Expand these gender-sensitive efforts to include sexual minorities;
- Include more mechanisms to ensure women are included in deciding the location for water kiosks, such as creating women’s committees in charge of kiosk placement, as poor placement could dramatically increase their care work burden;
- Create monitoring and evaluation mechanisms to measure project impacts on women and sexual minorities;
- Increase the proportion of targeted women beneficiaries to 50 percent and employ a workforce comprised of at least 50 percent women;
- Ensure that the displacement of women vendors is avoided during construction and that any displaced vendors are adequately compensated with facilities equal to or superior to their pre-project quality and location.

### *Education in Haiti*

Haiti has significantly improved education access in recent years, particularly among primary schools. Today, 90 percent of Haitian primary school-age students are enrolled in school compared to 60 percent in 2001 and 72 percent in 2012.<sup>15</sup> While these data show impressive progress, Haiti’s education system remains poor compared to other countries. Although Haiti lacks current school completion rate data, it has the highest share of both adults with no education and 15-19 year olds who have not completed primary education among Latin American countries. The quality of the education that is available to Haitians also remains low. School assessments in Artibonite and Nippes found that the average third grader could read only 23 words per minute compared to an estimated speed of 35-60 words per minute required for comprehension of basic text.

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<sup>15</sup> Unless otherwise cited, information in this section is from “Better Spending, Better Services: a review of public finances in Haiti,” a report published by the World Bank in 2016. See WB. 2016a in References for further information.

### Box 3: Sexual and Gender Based Violence in Haiti

**SGBV and Women and Girls in Haiti:** Sexual and gender-based violence (SGBV) affects hundreds of thousands of people in Haiti, particularly among vulnerable populations. While official statistics on SGBV rates do not exist, a report published by Medecines Sans Frontieres (MSF) found that approximately 28 percent of women aged 15-49 report having experienced physical violence, and more than 1 in 10 Haitian women have faced sexual violence at some point in their lives (MSF 2017). The report also found that rape is the most common form of SGBV and survivors usually know their assailant. Women residents of low-income urban areas are 27 percent more likely to be sexually assaulted than residents of wealthier areas (HAWG 2016). As SGBV is often underreported due to stigma, shame, and fear of reprisals from perpetrators and community members, these figures are likely lower than actual rates (MSF 2017). Data on SGBV among children below age 15, while likely prevalent, are difficult to accurately capture. Fifty-three percent of patients seen between May 2015 and March 2017 at an MSF clinic for SGBV were below the age of 18, revealing the prevalence of SGBV among minors (MSF 2017). *Restaveks*, or child domestic servants who perform unpaid labor, are particularly vulnerable to SGBV as they are often isolated from family, peers, and community members. According to findings from the 2012 Violence Against Children Survey, *restaveks* of all genders experience higher rates of SGBV than other children (Gilbert et al. 2017). Though the vast majority of SGBV survivors are women, boys and men also experience SGBV but are even less likely to report or seek medical care due to cultural stigma (MSF 2017).

**SGBV against LGBTI in Haiti:** No official data exist on rates of SGBV against LGBTI people but cases of such violence are widespread. Haitian LGBTI organizations have documented many acts of violence against LGBTI community members at private gatherings (HAWG 2016). LGBTI people have even more difficulty reporting than heterosexual and cis-gendered people due to prevailing social norms that condemn homosexuality and gender nonconformity (HAWG 2016). While the Haitian Constitution contains specific provisions to protect the equality of citizens before the court, SGBV against LGBTI people routinely goes uninvestigated (HAWG 2016).

**SGBV and IFIs:** Historically, IFIs have failed to adequately address SGBV in their projects (Gender Action 2012b). IFIs' attention to SGBV, however, has increased in recent years. Following CSO reports in 2016 that World Bank project construction workers raped and impregnated young girls, the World Bank launched a Global Gender-Based Violence Task Force to strengthen project responses to issues involving SGBV. In 2017, the Task Force issued recommendations to prevent World Bank investments from triggering SGBV against women and girls (World Bank 2017e). As early as 2014, the World Bank, IDB, and Global Women's Institute at George Washington University launched the Violence Against Women and Girls (VAWG) guide which "provides the World Bank Group and Inter-American Development Bank staff and member countries with basic information on the characteristics and consequences of VAWG, including the operational implications that VAWG can have in several priority sectors of these organizations" (World Bank 2018). As evidenced by project analyses in this Haiti report, however, IFIs continuously fail to incorporate adequate SGBV sensitivity. Additionally, the VAWG guide does not include tools to prevent violence against LGBTI people, men, or boys. Tools to prevent SGBV and support survivors of all genders and socio-economic levels must be incorporated into IFI projects. Failure to do so will allow violence against vulnerable populations to continue.

Due to the Haitian government's inability to provide universal education, the majority of schools are private. The 2010-11 School Census (the most recent published) revealed that 78 percent of primary students and 73 percent of secondary students attended private schools. These private institutions, referred to as "non-public" schools by the World Bank, are often run by foundations or religious institutions. Donor funded programs, such as the Tuition Waiver Program and the national school canteen program, help households cover education costs. However, many hidden costs associated with schooling (including uniforms, transport, and opportunity costs from lost labor) continue to prevent poor and rural children from attending school (World Bank 2015b). The World Bank notes that children from poor and rural areas are

less likely to be in school and more likely to be over-age for their grade than children from urban areas.

Finally, Hurricane Matthew in 2016 impacted schools across the country, especially in the southern departments (Human Rights Watch 2016). The hurricane not only destroyed much of Haiti's infrastructure, including schools, but many of the schools that survived were used for shelter, preventing classes from continuing after the hurricane (IJDH 2016). The destruction of school buildings and other infrastructure such as sanitation and roads has been a major setback for school participation.

### ***Education and Gender***

Many women and girls remain unable to access education in Haiti. Women receive an average of just 3.9 years of education while men receive an average of 6.6 years (UNDP 2015). Poverty often prevents school enrollment as the average cost of sending a child to school is about \$131/child per year in Haiti (World Bank 2015b). With Gross National Income (GNI) per capita estimated to be about \$400, poor families are rarely able to educate all children (World Bank 2015b). They often choose to only send their sons, thereby increasing gender disparity in school enrollment. Living in rural areas, where costs of attending school often exceed those of urban areas, can further increase this disparity (World Bank 2017b).

Violence both at home and at school can also negatively impact women's and girls' access to education. One in three women in Haiti report experiencing physical and/or sexual violence (World Bank 2017b). Among girls ages 13 to 17 who reported sexual abuse, school was the second most common place for unwanted touching (USAID Haiti 2017c). Of the girls who report receiving money for sex before turning 18, 27 percent reported schools as the most common location for solicitation (World Bank 2017b).

The phenomenon of "*restaveks*" which means "stay with" in Creole also prevents girls from accessing education. *Restaveks*, children from poor households whose parents send them away live and work as unpaid servants, usually in middle to lower-middle class homes (Cooper et al. 2012). These children rarely attend school (Restavek Freedom 2011). It is estimated that between 150,000 to 500,000 Haitian children worked as *restaveks* several years ago (Restavek Freedom 2011). Two thirds of these children were girls (Restavek Freedom 2011). The 2010 earthquake and 2016 Hurricane Matthew orphaned many children and pushed many families further into poverty, making more children vulnerable to becoming *restaveks*. While Haiti passed anti-trafficking legislation in 2014, this law is rarely enforced.<sup>16</sup>

Finally, LGBTI people are often denied access to education and face discrimination and violence within schools (IGLHRC 2011). A bill passed by Haiti's Senate in 2017 awaiting Chamber of Deputies approval, prohibits LGBTI people from receiving good moral conduct certificates, sometimes needed for entrance to universities. It reflects a surge of homophobia in Haiti and further intensifies the barriers LGBTI people face in accessing education (Zuckerman 2018b).

### ***Education and IFIs in Haiti***

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<sup>16</sup> In June 2014, Haiti passed a new law against human trafficking that imposed penalties for trafficking-related crimes. Prior to this law, Haiti had no legislation that criminalized trafficking in persons (Ministry of Social Affairs and Labor 2015).

IFIs play a large role in Haiti's education sector. While the constitution guarantees education to all citizens, the public-school system fails to deliver this promise. Government expenditures on education are just 3.5 percent of GDP while the rest of LAC countries spend around 4.6 percent (IDB 2017). The IFIs and other donors try to fill the spending gap.

Improving education access is a major goal for IFIs. The IDB has committed over \$33 million in funding to Haiti's education sector since 2013 while The World Bank committed \$48 million. Additionally, the Caribbean Development Bank committed \$23 million to Haitian education from 2013-2016 (CDB 2013).

While IFIs still commendably give Haiti grants, total donor funding has decreased dramatically since the 2010 earthquake.<sup>17</sup> Haiti's education sector received over \$125 million in 2010 but only \$31 million by 2013 (World Bank 2016a). However, public spending on education recently increased. The Ministry of Education now accounts for 14 percent of the national budget compared to 2.5 percent in 2005 (World Bank 2016a). The government also introduced taxes on international phone calls and money transfers to be used for a National Education Fund (World Bank 2016a). While the education sector remains highly dependent on donors, these changes hopefully signal a move towards greater autonomy.

### ***IDB HA-M1054: Improve Education Quality in Haiti / \$1,501,565 / Approved 2015***

#### *Project background*

This project aims to improve educational outcomes for low-income students through the use of new technology. The Frères de l'Instruction Chrétienne (FIC), a global Catholic congregation which provides education services in Haiti, will act as the project's Executing Agency and oversee all activities during the implementation process. The project will develop and implement an "educational business model" using "multimedia mobile classrooms (MMC)" and "digital pedagogical interactive (DPI) tools". MMCs will include a whiteboard, computer server, and tablets for each student. DPI tools will be developed based on existing FIC curricula to create both an illustration of the concept and an "interactive game-like tool" for students to practice alone. The project will also develop and implement "a teacher training program and management training for school principles." This component of the project will train teachers and management to effectively incorporate new technology into their professions.

This model will be tested in 130 schools in the Port-au-Prince area. The project will also increase school fees by 30 percent. Project documents do not clarify whether this increased fee will be charged to the students or if the GoH will provide a subsidy. After the results of this pilot phase are evaluated, a fund to provide financial aid packages to the poorest families will be established.

#### *Gender Analysis*

This project demonstrates weak gender sensitivity. The project's Donor Memorandum acknowledges that "globally there is a bias towards boys when it comes to the use of

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<sup>17</sup> Other impoverished countries still receive some IFI loans which results in odious debt that squeezes social and other spending (Freedom from Debt Coalition, Undated).

technology.” While girls “perform as well as boys in technology-related projects” when given the same opportunities, parents and teachers tend to give boys more support in technological learning. To overcome this bias, the project will “give priority to women teachers as technology instructors,” work with parents to support their daughters’ interests in technology and encourage girls to participate in “computer clubs and other technology-related activities.” Training sessions will focus on helping teachers and administrators develop strategies to overcome these biases. The project fails to account for other relevant political, legal, geographic, economic, historical and/or social contexts which contribute to gender disparities in accessing school and gaining literacy.

The Donor Memorandum indicates that the project will collect gender-disaggregated data for the number of students from participant schools who pass official exams versus the national average, the number of students with access to improved education services based on usage of IT technology in classrooms, and the grade average percentage increase of students in participant schools. However, the project will not provide gender-disaggregated data for the majority of project impact indicators. These include the number of days in a school year that a student is present in the classroom and student dropout rates in participant schools compared to the national average, both of which may indicate whether girls are forced to leave school more than boys due to unequal household burdens and other gender discrimination. The Donor Memorandum also fails to include measures to ensure the participation of women and sexual minorities in the consultation process.

The project does not evaluate potential situations where SGBV may be more likely to occur as a result of project interventions. As instances of SGBV against girls often occur at school, this oversight may impact safety at schools and prevent girls’ participation. Additionally, the project fails to acknowledge the high levels of violence faced by LGBTI people in schools nor propose mechanisms to ensure their inclusion and safety. By requiring families to pay an additional 30 percent (\$3) per month in school tuition fees, the project may also prevent girls and LGBTI children from attending as poorer Haitian families may prioritize sending sons. While the project notes that a financial aid fund will be established after the pilot stage to assist “the poorest families,” the lack of aid available in the pilot phase will disproportionately disadvantage girls and LGBTI children.

*IDB HA-M1054: Improve Education Quality in Haiti*  
**Applying Gender Action’s Essential Gender Analysis Checklist:**

- Overall Gender Analysis:** Weak Gender Sensitivity
- Gender and Human Rights:** The project documents do not use the language of human rights.
- Gender In/Equality:** The Donor Memorandum acknowledges that “globally there is a bias towards boys when it comes to the use of technology” and “teachers in technology classes tend to give more time and assistance to boys than girls.”
- Gender Data:** The Donor Memorandum indicates that the project will collect gender disaggregated data for the number of students from participant schools who pass official exams versus the national average, the number of students with access to improved education services based on usage of IT technology in classrooms, and the grade average percentage increase of students in participant schools. However, the project fails to disclose gender-disaggregated percentages of teachers, students, and administrators participating in the project.
- Sexual and Gender-Based Violence:** The Donor Memorandum does not evaluate potential situations where SGBV may be more likely to occur as a result of project interventions.
- Gender Context:** The Donor Memorandum mentions gender biases in technology and education, but fails to account for other relevant political, legal, geographic, economic, historical and/or social contexts which contribute to gender disparities in access to school and literacy rates.
- Gender Access:** The project will increase monthly school fees by 30 percent (\$3). If families are required to pay the fee, girl students may suffer disproportionately.
- Gender and Care Work:** The Donor Memorandum does not mention girls’ disproportionate burden of domestic and care work which may disrupt educational achievements as they have increased obligations at home.
- Gender Inputs:** The project promises to “give priority to women teachers as technology instructors” but does not explain what strategies will be used to achieve this goal.
- Gender Outputs:** The Donor Memorandum promises to “work with parents to encourage or support their daughters’ interest in technology” but does not explain how it will achieve this engagement.
- Gender Impact:** Should the model project be successful in improving educational outcomes through the use of information technology, students of all genders will benefit. But as the gender demographics of the participating schools are not disclosed, it is unclear whether the benefits will accrue equally across genders.



### *Recommendations*

To ensure it benefits both girls' and boys' school enrollment completion and enhances education quality, the project must:

- Measure baseline gender-disaggregated data in its pilot population then collect gender-disaggregated data on a variety of measures after to pilot phase to comparatively evaluate the project's impact on boys, girls, and non-binary children;
- Ensure that women and sexual minorities comprise at least 50 percent of teachers who receive training rather than vaguely prioritizing women in trainings;
- Provide grants to poor families to pay the pilot stage's increased school fee;
- Develop mechanisms to ensure that these aid packages equally benefit both girls and boys from poor families;
- Include focus groups for men, women, and gender-nonconforming community members in the consultation process;
- Create mechanisms to evaluate girls' and boys' experience with the technology-based curriculum;
- Provide evaluation tools to ensure girls and sexual minorities are not excluded from potential program benefits;
- Include mechanisms to ensure the safety of populations most vulnerable to SGBV and other violence in schools, particularly girls and LGBTI children;
- Complete a comprehensive analysis of the gender context in Haiti's education sector that identifies the ways in which girls are prevented from attending school, such as disproportionate domestic care burdens and other socio-economic factors, so the project can develop effective mechanisms to benefit all children's education.

### ***IDB HA-G1034: Support to the Implementation of the Education Plan and Reform in Haiti / \$3,700,000 / Approved 2013***

#### *Project Background*

HA-G1034 provides additional financing for an IDB project approved in 2011 with the same name and the identification number HA-L1060. The funds from HA-G1034 will advance Components 3, 4 and 5 of the parent project. Therefore, Gender Action's analysis will cover the design and progress of HA-L1060 with a special focus on Components 3, 4, and 5.

Overall, HA-L1060 aims to improve access to and quality of education and Technical and Vocational Education in Haiti. Components 3, 4, and 5 include improving learning opportunities, increasing Technical and Vocational Education and Training (TVET) opportunities, and strengthening the Ministry of Education and Professional Training's (MENFP) executing and regulating capacity.

Funds from HA-G1034 will support the improvement of learning opportunities by working with the MENFP to develop and implement a national testing system across schools to track learning progress. Additionally, the project will launch an interactive radio program that will teach language and math, create a competitive fund for educational innovations, and build a sports center for youth. The project will assist in increasing TVET by adjusting training curriculum

to better fit current economic needs and building six public centers which will provide TVET. Finally, the project will improve MENFP's executing and regulating capacity by strengthening its human resource management and implementing an information system using data from school censuses.

### *Gender Analysis*

This project demonstrates weak gender sensitivity. The Loan Proposal for HA-L1060 mentions gender just twice. In the Development Effectiveness Matrix Summary, the Loan Proposal promises that the project will "promote improvements of the intended beneficiaries and/or public sector" in the "dimension" of gender equality. However, it fails to include implementation tools to ensure this improvement will be achieved or monitoring mechanisms to evaluate project impacts on gender equality. The project also mentions gender when referencing a study performed by the GoH in 2010 which suggested that there are not significant gender differences in education access, literacy and drop-out rates. However, data collected by UNDP in 2015 indicates that girls in Haiti have significantly lower literacy rates and receive far less education (UNDP 2015). Project Monitoring Reports (PMRs) published in 2016 and 2017 fail to include these data in project components to better address gender disparities. No project documents mention the discrimination and violence faced by LGBTI children in schools.

The Loan Proposal indicates that it will collect gender-disaggregated data for students who benefit from education projects and individuals who benefit from programs to promote higher labor market productivity. According to PMRs, the exact same amount of men and women, girls and boys have benefited from both TVET programs and education projects every year since 2013.

An IDB Education Senior Associate, explained the projects never collected any gender-disaggregated data, despite promises to do so in the Loan Proposal.<sup>18</sup> Rather, the IDB calculates the total amount of people who could benefit from project components each year and divides this figure by two as a way to disaggregate by gender. The

### *IDB HA-G1034: Support to the Implementation of the Education Plan and Reform in Haiti*

#### **Applying Gender Action's Essential Gender Analysis Checklist:**

**Overall Gender Analysis:** Weak Gender Sensitivity

**Gender and Human Rights:** The project documents do not use the language of human rights.

**Gender In/Equality:** The Loan Proposal for HA-L1060 mentions gender just twice. It promises that the project will "promote improvements of the intended beneficiaries and/or public sector" in the "dimension" of gender equality but does not detail how this improvement will be achieved. The project also mentions gender when referencing a study performed by the GoH in 2010 which suggested that there are not significant gender differences in education access, literacy and drop-out rates. Newer project documents such as PMRs do not include data which indicate gender disparities in education do exist.

**Gender Data:** The Loan Proposal indicates that it will collect gender disaggregated data for students who benefit from education projects and individuals who benefit from programs to promote higher labor market productivity. According to PMRs, the same number of boys and girls, men and women benefitted from increased education supply and TVET opportunities every year since 2013. However, these misleading data reflect the maximum number of potential beneficiaries rather than the actual beneficiaries disaggregated by gender.

**Sexual and Gender-Based Violence:** The project documents do not address SGBV. Construction activities may incur an influx of men workers who are unfamiliar with the community which has the potential for increasing SGBV. The project documents do not acknowledge this potential SGBV impact nor suggest mitigation methods.

**Gender Context:** The project documents mention gender biases in technology and education, but fail to account for other relevant political, legal, geographic, economic, historical and/or social contexts which contribute to gender disparities in access to school and literacy rates.

**Gender Access:** The project documents neither discuss nor address any gendered limitations in access to project benefits. They do not mention a consultation process prior to project implementation or whether people of all genders equally participated in them.

**Gender and Care Work:** The project documents do not mention girls' disproportionate burden of domestic and care work which may prevent them from accruing project benefits.

**Gender Inputs:** The project does not provide gender-disaggregated data for any inputs, such as men construction employees working at the TVET centers or students and teachers at beneficiary schools.

**Gender Outputs:** The project does not address gender-specific needs in its objectives and result indicators.

**Gender Impact:** While the project has the potential to improve educational outcomes and labor market productivity for people of all genders, its failure to adequately identify and address and accommodate for gender-specific needs could exacerbate labor market inequalities.

<sup>18</sup> Alison Elias Gonzalez, March 5, 2018, via phone.

IDB claimed it only has control over the design of project components while implementation is left to the MENFP. Therefore, the misleading data reported in the PMRs reflects the maximum number of potential beneficiaries rather than the actual beneficiaries disaggregated by gender. IDB staff claimed that this lack of project gender sensitivity was due to the weak IDB gender policy when the project was first designed in 2012.

The Loan Proposal does not attempt to disaggregate any other project indicators by gender. This omission highlights the project's overall failure to acknowledge gender dynamics that could affect accrual of project benefits. For example, the Loan Proposal's description of the national testing system does not include measures to prevent gender biases in the development or implementation of this system. Similarly, it does not indicate that the new information system developed with the MENFP will prioritize gender-disaggregated data. As Haiti currently lacks adequate gender-disaggregated education data, this oversight prevents reform and implementation of gender-informed education policy. The selection process for the competitive fund for educational innovations also fails to include gender inclusivity among its criteria.

This project also fails to mention that women's and girls' disproportionate burden of domestic and care work may prevent them from benefitting from project components. The project does not discuss the large amount of *restaveks*, mostly girls, who are often unable to attend school nor include measures to ensure they receive education. Finally, the project document fails to address SGBV. Project construction may entail an influx in men workers who are unfamiliar with the community, which could increase rates of SGBV, disproportionately harming women, girls, and LGBTI people. The project documents neither acknowledge potential harmful SGBV impacts nor suggest mitigation methods.

### *Recommendations*

To ensure women, girls, and LGBTI people benefit from project activities, the project must:

- Develop techniques to identify and combat gender disparities and biases in education by requiring collection of gender-disaggregated data in the new MENFP information system;
- Build test curricula free of gender bias;
- Target project benefits towards *restaveks* who are often excluded from education;
- Correct misleading information about gender-disaggregated project impacts reported in the PMRs;
- Collect gender-disaggregated baseline data on domestic and care work obligations in the participant population, especially women and girls, and assess their impacts on project activities;
- Track rates of SGBV before and after project implementation and include mitigation strategies to prevent increases during project construction activities.

### *Urban Development and Housing in Haiti*

Haiti urbanized rapidly in recent decades. While only 10 percent of the population lived in urban areas in 1950, 52 percent of the population lived in urban areas in 2015.<sup>19</sup> This makes

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<sup>19</sup> Unless otherwise cited, information in this section is from Haitian Cities: actions for today with an eye on tomorrow," (World Bank 2017b).

Haiti the fourth most urbanized country in Latin America. However, Haiti has faced immense challenges in its path to urbanization.

Severe lack of adequate urban infrastructure and basic services prevent Haiti from benefitting from urban growth. The World Bank estimates that as many as 35 percent of urban residents do not have access to improved water<sup>20</sup> while over 60 percent of urban residents lack improved sanitation.<sup>21</sup> Other basic urban services, such as public transportation, are also lacking, limiting poor people's access to economic opportunities, healthcare and other social services.

Natural disasters in recent years have worsened urban infrastructure and services. The percentage of families with water connections inside their dwelling or with access to a public tap fell sharply between 2000 and 2012 after multiple natural disasters while many buildings in Port-au-Prince that collapsed in the 2010 earthquake have yet to be rebuilt. Although 65 percent of urban households had access to improved water sources prior to Hurricane Matthew, 73 percent of households now are forced to use unimproved sources (Igarapé Institute 2017).

Poor urban infrastructure and services are also tied to weak land administration. As Haiti ranks extremely low on ease of registering property and obtaining a construction permit, many developments occur informally and unplanned. Recently, the government has attempted to better regulate urban planning through the 2012 Strategic Development Plan of Haiti which "emphasizes territorial reform as a gateway" to achieving larger development objectives. However, many aspects of the plan are still not implemented due to lack of financial and technical capacity. Housing improvements also remain hampered by poor municipal finance frameworks which limit the ability of local governments to finance them. As over 75 percent of the population is projected to live in urban areas by 2027, adequate infrastructure and provision of basic services must be developed.

### ***Urban Development and Housing and Gender***

Although overall recent urbanization patterns have important gendered dimensions, Haiti lacks sufficient gender-disaggregated data on experiences of urban residents. In 2014 the World Bank found that women head over half the households in neighborhoods which meet the UN-HABITAT definition of slums (World Bank 2014). As Haiti's agriculture sector has declined in recent years, many women and men have migrated to cities (Igarapé Institute 2017). Urban women are disproportionately affected by poor urban infrastructure and services. Women dominate the urban informal sector as they are often prevented from joining the formal economy due to gender bias in hiring and their disproportionate unpaid, time-consuming care obligations. Therefore, urban women often suffer from more vulnerable work conditions and are less likely to have access to a steady income (Igarapé Institute 2017).

Discriminatory land administration also disproportionately impacts women and LGBTI people. While securing access to housing and financing is difficult for all Haitian urban residents, women and sexual minorities face even greater barriers due to systemic gender discrimination against their owning property (Gender Action 2012a). This disparity forces many women to remain in vulnerable living situations, such as informal settlements, and also prevents them from

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<sup>20</sup> According to the World Bank, improved sources of water include piped water into dwelling, yard, or a neighbor; public tap water; tube well or borehole; protected dug well; protected spring; rainwater; sold bottled water (World Bank 2017b).

<sup>21</sup> According to the World Bank, improved sanitation facilities include non-shared toilets flushing to piped sewer system, pit latrine, and septic tanks; pit latrines improved by ventilation or with slab; and composting toilets (World Bank 2017b).

growing businesses. LGBTI people face similar barriers as they are also often discriminated against in this process (IGLHRC 2011). The overall lack of adequate housing and sanitation facilities in Haitian cities also makes urban women and sexual minorities more vulnerable to SGBV.

The 2010 earthquake further worsened conditions for urban women and LGBTI people in major cities such as Port-au-Prince. By destroying much of Haiti's already weak housing and infrastructure, the earthquake "created a severe lack of safety and security" for marginalized populations, exacerbating instances of sexual violence (Gender Action 2010a). Mere improvement of urban infrastructure and basic services is not enough for women and LGBTI people in urban areas. Instead, these improvements must ensure gender-equal access so all can benefit.

### *Urban Development and Housing and IFIs in Haiti*

As the sector is seen as key to economic growth, urban development and housing remains a priority for IFIs. Historically, their projects have had large impacts on policies and investments in Haitian cities. The IDB has launched 7 projects focused on urban development and housing since August 2013, committing over \$153 million in grant funds. The World Bank has not launched any urban development related projects since August 2013 but published a report on Haitian cities in 2017 which signals a return towards more urban development focused projects in the future (World Bank 2017c). The report identifies weak urban planning, poor public transportation and roads, and limited municipal financing as the central issues preventing Haitian cities from contributing to economic growth (World Bank 2017c). The World Bank argues Haitian cities can bolster the national economy and reduce vulnerability to natural disasters by addressing these urban constraints.

### *IDB HA-T1196: Sustainable Mobility Plan and Pre-investment Project for Haiti's Northern Corridor / \$350,000 / Approved 2013*

#### *Project Summary*

The project will complement the work of the IDB's Emerging and Sustainable Cities Initiative's (ESCI) which provides support for fast-growing cities in Latin America and the Caribbean. As Haiti experiences rapid demographic and urban growth, mobility is a significant challenge due to lack of adequate planning and government financing. Improving transport will

benefit development and economic activity in urban areas, particularly the communes near the Caracol Industrial Park (PIC) as PIC workers often live over 20 kilometers away from the Park (Gender Action 2013b).

The Technical Cooperation document (TC) aims to develop at least three propriety transportation projects in Haiti. First, the project will implement an origin-destination survey and comprehensive traffic counts to gather data on mobility in the communes near the PIC. Next, the project will develop a Sustainable Mobility Plan to assist the ESCI in designing and implementing transportation infrastructure. The Plan will include a diagnosis of current and future mobility needs based on data collected in the first project phase. The Plan will also include a regional mobility plan which will consider environmental and economic implications. Finally, the Plan will develop at least three project proposals for transportation infrastructure which may include “multimodal hubs in select communes,” “a new bike path network for select municipalities,” and other transportation solutions for PIC workers.<sup>22</sup> Following approval, the GoH will then be responsible for implementation of all proposals designed under the Sustainable Mobility Plan.

### *Gender Analysis*

The project has the potential of benefitting many women as they compose more than 60 percent of PIC workers according to data collected by the Ministry of Economy and Finance (Sonapi 2016). The project could cut commute times for women workers, improving their quality of life and increasing free time. Additionally, improved transportation could reduce women’s disproportionate burden of domestic and care work by reducing travel time to services such as schools and healthcare providers.

However, the project is gender blind. The TC does not mention the gender makeup of the PIC worker population or potential gendered project impacts on domestic and care workloads. The project fails to acknowledge any relevant gender relations and inequalities, assuming that transportation is a gender-neutral issue. While it notes that Haitians often spend more than a third of their daily salary on transportation, for example, it does not acknowledge

*IDB HA-T1196: Sustainable Mobility Plan and Pre-investment Project for Haiti’s Northern Corridor*  
**Applying Gender Action’s Essential Gender Analysis Checklist:**

**Overall Gender Analysis:** Weak Gender Sensitivity

**Gender and Human Rights:** The project documents do not use the language of human rights.

**Gender In/Equality:** Overall, the project fails to acknowledge any relevant gender relations and inequalities by assuming that transportation is a gender-neutral issue. While it notes that Haitians often spend more than a third of their daily salary on transportation, for example, it does not acknowledge that high transportation costs disproportionately impact women as they typically have lower incomes than men.

**Gender Data:** While the initial data collection component provides an opportunity to improve gender-disaggregated data collection on Haiti’s transportation services, none of its mobility data will be disaggregated by gender according to the TC. As the survey data will be used to build the regional mobility plan and project proposals, this oversight may prevent project outcomes from equally benefitting people of all genders.

**Sexual and Gender-Based Violence:** The TC fails to acknowledge that safe transportation may prevent and reduce SGBV which disproportionately affects women, girls, and sexual minorities. However, the TC does not specify whether the regional mobility plan or other proposals will consider potential project impacts on SGBV.

**Gender Context:** The project does not analyze relevant gender dynamics and treats transportation as a gender-neutral issue.

**Gender Access:** The TC includes no mention of mechanisms to ensure people of all genders’ equal access to project benefits whatsoever. Similarly, the TC does not include any mechanisms to ensure equal participation of people of all genders throughout the project cycle, such as during the design phase for the regional mobility plan and project proposals.

**Gender and Care Work:** The project document does not mention women and girls’ disproportionate burden of domestic and care work which may prevent them from accruing project benefits.

**Gender Inputs:** The TC does not specify how people of all genders will be involved at all in the project cycle.

**Gender Outputs:** The TC does not consider how gender-specific needs may impact women’s, men’s, and LGBTI people’s interactions with transportation systems.

**Gender Impact:** While the project has the potential to improve the lives of many Haitian women and LGBTI people by creating safer and more efficient transportation, the project’s lack of gender sensitivity may prevent equal accrual of benefits.

<sup>22</sup> The IDB did not respond to Gender Action’s request for information asking which specific transport programs were proposed.

that high transportation costs disproportionately impact women who typically have lower incomes than men (Gender Action 2013b). The project does not mention the discrimination or violence faced by sexual minorities which may constrict their access to transportation. The project's survey data collection component lacks any gender focus. While this component provides an opportunity to improve gender-disaggregated data collection on Haiti's transportation services, none of its mobility data will be disaggregated by gender according to the TC. As the survey data will be used to build the regional mobility plan and project proposals, this oversight may prevent project outcomes from equally benefitting people of all genders.

The TC includes no mention of mechanisms to ensure people of all genders' equal access to project benefits whatsoever. It does not acknowledge the disproportionate care burden faced by women and girls nor that improved transport could reduce this burden by decreasing travel time to water and food sources. Similarly, the TC does not include any mechanisms to ensure equal participation of people of all genders throughout the project cycle, such as the in designing the regional mobility diagnosis and other project components.

The TC also fails to acknowledge that safe transportation may reduce SGBV which disproportionately affects women, girls, and LGBTI people. Simple installations such as walking paths, foot bridges, and lighting at bus stops or along bike paths can help prevent SGBV. However, the TC does not specify if the regional mobility plan or other proposals will consider potential impacts on SGBV.

### *Recommendations*

To ensure gender equal accrument of project benefits, the project must:

- Include gender-disaggregated data in the survey component to permit these data to inform the transportation project selection;
- Consult with men, women, and sexual minorities equally during the project survey, mobility design process, and identification and selection of project proposals;
- Ensure equal participation of people of all genders throughout the project cycle including data collection, diagnosis of transportation needs, regional mobility plan design, and proposal design;
- Consider SGBV prevention measures during influxes of men construction workers and transportation use;
- Acknowledge that poor transportation is not a gender-neutral issue as the basis for requiring gender sensitive improvements to the transportation system.

### ***IDB HA-L1126: Support for the Fifth Population and Housing Census / \$8,000,000 / Approved 2017*** *Project background*

This project aims to improve the availability of high quality statistical information in Haiti by supporting the Haitian Institute of Statistics and Informatics (IHSI) to create a strong statistical data infrastructure. It will do this by providing resources to carry out preparation, execution, analysis and dissemination of the Fifth Population and Housing Census in Haiti. The data

collected from the census will help to estimate a range of demographic and economic indicators. It will also allow the GoH and the IDB to evaluate current projects and design new operations.

The project will put in place the structures, systems, and other technical activities necessary for census dissemination. The project will also design a national media campaign promoting the census and its benefits. Next, the project will implement activities designed to improve the quality, timeliness and usefulness of census data by assisting IHSI in census dissemination and data collection. Finally, the project will assess the quality of data collected and promote wide dissemination of census results.

The Project Profile indicates that the project will rely heavily on the advice of the United Nations Population Fund (UNFPA) in initial census design. UNFPA is contracted as the “unique supplier of technical assistance” to the IHSI and will provide training and implementation support.

### *Gender analysis*

Based on project documents, this project demonstrates weak gender sensitivity. The Project Profile notes that the project meets IDB themes of “gender equality and diversity” but never clarifies how it does so. No other project documents mention gender.

However, the Project Profile includes a link to the UN’s 2017 report “Principles and Recommendations for Population and Housing Censuses” (PRPHC) which demonstrates strong gender sensitivity. Perhaps UNFPA, which is supplying technical assistance for the project, will use the PRPHC to inform census design and implementation. However, project documents do not specify whether and if so to what extent PRPHC recommendations will be followed in census design and implementation.

In the hope that the project deploys the PRPHC we discuss its strengths and weaknesses. The PRPHC contains significant measures to ensure gender equality in census data collection. It acknowledges various gender-related stereotypes and biases that prevent women from fully participating in censuses. To prevent these biases, it recommends the

### *IDB HA-L1126: Support for the Fifth Population and Housing Census*

#### **Applying Gender Action’s Essential Gender Analysis Checklist:**

**Overall Gender Analysis:** Weak Gender Sensitivity, barring use of PRPHC recommendations

**Gender and Human Rights:** The project documents do not use the language of human rights.

**Gender In/Equality:** Project documents fail to acknowledge any relevant gender relations and inequalities. However, the linked UN PRPHC acknowledges various gender-related stereotypes and biases that prevent women from fully participating in censuses.

**Gender Data:** Project documents do not specify the collection of gender-disaggregated data. However, the PRPHC notes that gender is “fundamental to the majority of the characteristics collected in the census” and can provide important data on gender inequalities.

**Sexual and Gender-Based Violence:** Both the project documents and the PRPHC fail to recommend data collection of SGBV rates which Haiti currently lacks.

**Gender Context:** The project documents do not include relevant gender dynamics that may impact census dissemination or findings. As the PRPHC is designed for a global audience, it does not provide gender context specific to Haiti.

**Gender Access:** The project documents do not include mechanisms to ensure equal project participation or accrual of benefits for people of all genders. However, the PRPHC acknowledges women are often prevented from fully participating in censuses and recommends the inclusion of women in census design as well as consultation with women’s groups and other organizations concerned with gender equity.

**Gender and Care Work:** The project documents do not mention women’s and girls’ disproportionate burden of domestic and care work but the PRPHC recommends that unpaid care and domestic work be considered in census design.

**Gender Inputs:** The Project Profile also neglects to specify demographic characteristics of those who will conduct the census. However, the PRPHC specifically recommends recruiting and training women as supervisors and interviewers.

**Gender Outputs:** The project documents do not acknowledge or accommodate for gender-specific needs in its outcomes. The PRPHC, however, notes that having robust gender census data can allow better public policy decisions and evaluation.

**Gender Impact:** As Haiti currently lacks adequate gender-disaggregated data, the census could provide vital information on gender inequality in Haiti required for more effective and inclusive policies and projects. To ensure this outcome, however, the project must explicitly adopt and mandate implementation of PRPHC recommendations. Without these recommendations, the project may exclude women and other vulnerable groups from census data collection or provide skewed results.



inclusion of women in census design as well as consultation with women’s groups and other organizations concerned with gender equity. The document also recommends consultation with other marginalized groups, such as disabled and indigenous people, and outreach campaigns to ensure their inclusion. However, the document fails to include LGBTI people among marginalized groups.

The PRPHC acknowledges other forms of gender bias in data collecting that can obscure important patterns. The assumptions that only men can be heads of households or that women are automatically homemakers, for example, affect the framing of census questions and skew census data. The PRPHC calls for the inclusion of both women and men at every level of the census design and dissemination process. While it does not explicitly acknowledge that women are disproportionately burdened with care work, it recommends that unpaid care and domestic work be considered in census design. Despite potential biases in data collected, it emphasizes the importance of gender-disaggregated data. Gender, the document notes, is “fundamental to the majority of the characteristics collected in the census” and can provide important data on gender inequalities.

However, the PRPHC fails to recommend data collection of SGBV rates which Haiti currently lacks. Additionally, the document does not acknowledge barriers, such as fear of discrimination or violence, which may prevent the participation of LGBTI people, reinforcing their invisibility. Finally, the PRPHC is written for a global audience and does not provide relevant gender context for Haiti. This context could reveal needs specific to Haiti which may change census design and implementation guidelines.

### *Recommendations*

To ensure the census benefits men, women, girls, boys, and LGBTI people, the project must:

- Adopt recommendations provided by the PRPHC and expand them to explicitly include LGBTI people;
- Increase transparency in the project documents around the implementation of PRPHC recommendations and the relationship among the IDB, UNFPA, and the IHSI;
- Identify all relevant gender dynamics in Haiti that may affect implementation of the census and dissemination of its findings;
- Collect data on SGBV rates in a way that prioritizes the safety and wellbeing of survivors.

### *Transportation in Haiti*

Haiti lacks adequate transportation systems. Public transportation remains poor, forcing many Haitians to rely on private Tap-Tap taxis.<sup>23</sup> As many workers must commute, paying for private transportation is a large financial burden. While data on transportation is rarely collected, a study by the IDB in 2011 found that paying for a Tap-Tap twice a day, five times a week could cost up to 73 percent of household expenditures for poor households (Kopp and Prud’homme 2011).

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<sup>23</sup> Unless otherwise cited, information in this section is from “Haitian Cities: actions for today with an eye on tomorrow” (World Bank 2017c ).

#### Box 4: Gender Impacts of Potential Mining in Haiti\*

**Background:** Haiti's government, foreign corporations and IFIs are promoting mining gold, copper and silver in a northern area farmed by poor men and women. In response, Haiti's Mining Justice Collective (*Kolektif Jistis Min an Ayiti - KJM*), a collection of social movement organizations which supports communities affected by mining, has called for a moratorium or prohibition on all mining.

**IFIs' Role:** The WBG assisted the government in drafting a new mining law supporting foreign mining that awaits parliamentary approval. The drafting process, which failed to invite inputs from women and men living around mining areas, violated WBG local consultation requirements. Previously the IFC, the WBG's lead private sector arm, invested in a Canadian Eurasian Minerals-US Newmont Corporation joint mining venture in Haiti. It ignored the IFC's environmental and social performance standard upholding residents' rights to protect their land (IFC 2012). Although it is unknown whether the WBG or IDB will directly finance future mining in Haiti, their energy, roads and ports infrastructure projects would indirectly support it.

**Harmful Gender Impacts:** Global experiences demonstrate likely devastating intersectional gender impacts from mining that would:

- Grab land from poor women and men farmers who would lose livelihoods and homes. Some would relocate to cities and some would send children, especially daughters, to work as *restaveks* (unpaid servants in *kréyol*; described in the Education and Gender section) in better-off households.
- Destroy soil fertility through hazardous chemicals employed by mining. Women and men in Haiti already suffer acute arable land shortage and widespread food insecurity.
- Poison waters with toxins such as arsenic and cyanide. This has a tremendously harmful impact on everyone, but especially women, who primarily collect water for household drinking, cooking, washing, and crop irrigation.
- Cut Haiti's nearly depleted forests. The current practice of collecting wood for fuel, especially by women and girls, should be replaced by climate-friendly energy instead of being exacerbated by environmentally-damaging mining.
- Emit greenhouse gases that would exacerbate Haiti's acute watershed flooding and climate change calamities such as hurricanes, which heavily impact women who are primary natural resource managers.
- Employ men workers to mine and construct roads and ports to transport minerals. Absent strong preventive measures, sexual assaults and rapes repeatedly occur in such projects (World Bank 2016b; Zuckerman 2016).
- Engage militaries, who routinely sexually assault women and girls and conduct transactional sex with them, to protect mining sites. Such militarization epitomizes imbalanced power dynamics between corporations and governments protecting mining projects and destitute women and girls lacking power to protect themselves from assault. Haitian militaries already have a record of behaving with impunity toward women and girls.

**Who Decides?** Haiti's poor, marginalized women and men whose livelihoods depend on farming and natural resources have the right to decide on the future use of their land after receiving full information about proposed mining plans. Men and women must weigh whether they wish to lose access to their natural resources and livelihoods and risk increased sexual violence. The government so far has failed, as is legally required, to provide full mining project information to Haitians living around minerals. It must not permit corporate mining without the free, prior and informed consent of women and men living around mining sites to whether they want their fragile resources and environment to be mined.

\*Information in this box draws from Zuckerman 2018a.

Due to the high costs of transportation, many poor Haitians use no motorized transport whatsoever. In 2012, an estimated 72 to 92 percent of households either commuted by foot or

did not commute to work (Kopp and Prud'homme 2011). Natural disasters including the 2010 earthquake and 2016 Hurricane Matthew further weakened Haiti's transportation infrastructure. Aid to Haiti has dropped dramatically since 2010, impeding the improvement of transportation networks.

Historically, the Haitian government subsidized fuel. In 2014, for example, fuel subsidies made up 44 percent of the fuel price for gasoline. However, the government is currently working with the International Monetary Fund (IMF) to phase out these subsidies and carry out other economic and structural reforms (IMF 2018). While the IMF claims this will make room for "critical public expenditures," the World Bank admits that removal of subsidies "is likely to spur tension and worsen the unaffordability of public transport in the absence of compensatory mechanisms." The government cut subsidies in July 2018, leading to immediate spikes in fuel prices of up to 51 percent (Reuters 2018). Widespread protests and calls for President Moïse's resignation quickly followed the announcement, forcing the government to temporarily suspend the cuts after just 24 hours (Reuters 2018). Prime Minister Lafontant resigned in light of the controversy while the IMF later announced that it expected Haiti to create a new reform plan that includes the gradual phasing out of fuel subsidies (Reuters 2018).

### *Transportation and Gender*

While people of all genders in Haiti often rely on public transportation, women have less access than men to private transport (Gender Action 2010a). They are therefore most impacted by poor public transportation and disruptions caused by natural disasters. Additionally, very few women participate in the construction and operation of transportation systems in Haiti which reinforces their poor gender sensitivity (IDB 2015).

Inadequate transportation may also prevent women from accessing economic opportunities, forcing them to choose employment options close to their homes (World Bank 2017c). As women are also burdened with care work such as fetching household fuel and water, poor transportation can further reduce women's available time (Gender Action 2010a). The high cost of transport and inadequate, often decrepit, roads also prevent healthcare access for Haitian women and pose a particular risk for pregnant women (USAID Haiti 2016b).

Lack of access to adequate transportation is also a safety issue, particularly for women and sexual minorities. People lacking access to motorized vehicles are often forced to walk on poorly lit roads at night which increases their vulnerability to SGBV (Gender Action 2010a). Additionally, Haiti's limited public transportation is often overcrowded, making passengers more vulnerable to SGBV (IDB 2015). As women and LGBTI people face higher rates of SGBV compared to men, they are disproportionately harmed by absence of safe public transportation.

Finally, any increase in transportation costs caused by cut fuel subsidies will most impact women and sexual minorities who earn less than straight men on average, further preventing them from accessing safe and affordable transport. In order to serve all Haitians, future transportation projects in Haiti must address gender specific needs in their design.

### *Transportation and IFIs in Haiti*

Haiti's transportation system is a major sector focus for IFIs. Since 2013, the IDB has committed over \$234 million while the World Bank has committed \$152 million. The IDB also proposed a \$225 million transportation project in 2017 which has not yet been approved.

Both the World Bank and the IDB insist that strengthening transportation infrastructure is key to economic growth. They also emphasize the importance of strong transportation systems in building resistance to natural disasters. However, the IDB 2016 Haiti Country Program Evaluation notes that the sustainability of transport infrastructure faces serious difficulties due to “limited technical and financial capacity to perform proper and timely maintenance” (IDB 2016a). This reflects a history of IFI transportation projects providing temporary improvements with limited long-term effectiveness.

The World Bank supports the IMF’s move to cut fuel subsidies, arguing that the subsidies are “crowding out” spending for other public services (World Bank 2017c). However, it insists that compensatory measures to offset resulting spikes in fuel prices must be included in this process (World Bank 2017c). To ensure that Tap-Tap ridership does not decrease after fuel subsidies are cut, the World Bank suggests mechanisms such as the “rationalization of Tap-Tap routes” to decrease travel time and public interventions to buy more fuel-efficient public transportation vehicles (World Bank 2017c). Overall, Haiti’s transportation system continues to face severe impediments despite extensive IFI intervention.

This report’s transportation sector houses Box 4, Gender Impacts of Potential Mining in Haiti, because IFI-financed transportation projects such as roads and ports would serve potential mining activities. As box 4 indicates the World Bank Group has already been active in mining activities in Haiti.

#### ***IDB HA-L1104: Transport and Departmental Connectivity / \$50,000,000 / Approved 2018<sup>24</sup>***

##### *Project background*

The project aims to improve the quality, accessibility, and safety conditions of Haiti’s National Road Network (NRN). First, the project will conduct sector studies and environmental and social impact assessments, rehabilitate and improve segments of the NRN, construct bridges, and implement a maintenance program through the Ministry of Public Works, Transport, and Communications (MTPTC). Next, the project will rehabilitate and improve rural roads while mitigating social and environmental impacts. Finally, the project will build MTPTC capacity by financing administration costs, monitoring and evaluation, and audits. Overall, the project aims to increase connectivity of rural areas and production centers to ports. This may improve agricultural revenue and production by increasing access to markets and reducing travel time. The project is considered a high safeguard risk due to potential environmental harms and involuntary resettlement.

##### *Gender analysis*

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<sup>24</sup> On September 7, 2018, an official from the IDB Public Information Center thanked Gender Action for pointing out that this project’s online profile lacked status information and confirmed that the project had been approved. Meanwhile, IDB Senior Transport Specialist Pablo Guerrero informed Gender Action that the project will only be approved on October 3, 2018. This left Gender Action confused but optimistic that this project has already been or will be approved by October 2018.

This project demonstrates weak gender sensitivity. The Project Profile Safeguard Screening form notes that the project “offers opportunities to promote gender equality and women’s empowerment.” However, the project never expands upon how women’s empowerment could occur. The Project Profile annex of completed and proposed sector work since the project launched in 2015 includes links to a summary of IDB gender interventions in the transport sector and a Gender Action Plan.<sup>25</sup> However, both documents will be kept confidential until cleared for disclosure.

Other than these two classified documents and the reference to gender in the Safeguard Screening form, the Project Profile contains no other mention of gender. Although the project focuses on improving agricultural productivity, it does not acknowledge unequal gender roles in farming. The affected area contains both subsistence farms and cash crops. Women overall in Haiti have less access to cash crops than men, aside from Madam Saras, or women vendors, who depend on transportation infrastructure to sell their goods (Gender Action, 2010). Therefore, men may be more able to utilize improved roads to increase their incomes. Project documents also fail to acknowledge systemic discrimination against LGBTI people which may prevent them from accruing project benefits. By ignoring these inequalities, the project may increase economic gender inequality.

The project does not indicate that it will collect gender-disaggregated data for sector studies or environmental and social impact assessments. Without gender-disaggregated data, gender disparities in transportation may be reinforced. The project also fails to include adequate analysis of the disproportionate safety and environmental risks the project poses to women. While the Project Profile document notes that the project involves “high safeguard risk” due to potential environmental harm and involuntary displacement, it fails to acknowledge that women are often disproportionately impacted by environmental degradation caused by road construction. Increased

***IDB HA-L1104: Transport and Departmental Connectivity  
Applying Gender Action’s Essential Gender Analysis  
Checklist:***

**Overall Gender Analysis:** Weak Gender Sensitivity

**Gender and Human Rights:** The project documents do not use the language of human rights. The project also entails land acquisition and involuntary resettlement which may harm people of all genders, particularly women and sexual minorities, by disrupting communities and livelihoods.

**Gender In/Equality:** The mainly rural-focused project does not acknowledge unequal gender roles in farming. The affected areas contain both subsistence farms and cash crops. Women overall in Haiti have less access to cash crops than men. Therefore, men may be more able to utilize improved roads to increase their incomes.

**Gender Data:** The project does not indicate that it will collect gender-disaggregated data for sector studies or environmental and social impact assessments. The project also fails to include gender-disaggregated data for potentially displaced people.

**Sexual and Gender-Based Violence:** The project document does not consider project impacts on SGBV although labor influxes into communities often cause increased rates of SGBV which disproportionately harms women, girls, and LGBTI people (World Bank 2016b).

**Gender Context:** The project document fails to mention relevant political, legal, geographic, economic, historical and/or social contexts which contribute to gender disparities in accessing transportation, construction and agriculture.

**Gender Access:** The project does not include mechanisms to ensure equal accrual of project benefits.

**Gender and Care Work:** The project does not consider the disproportionate domestic and care work undertaken by women and girls or potential project impacts on this burden. It also does not mention potential increases of domestic and care work as a result of construction pollution and health and safety risks.

**Gender Inputs:** No strategies to increase women’s or LGBTI people’s participation in the consultation processes are included in the project. The project does not mention historic discrimination against women in construction jobs nor does it attempt to combat this discrimination by explicitly requiring training and employment of women or LGBTI people.

**Gender Outputs:** Project outputs neither acknowledge nor accommodate gender specific needs. For example, they do not consider how modifications such as increased street lighting on renovated roads can lower women’s and LGBTI people’s vulnerability to SGBV including assaults.

**Gender Impact:** While this project may benefit people of all genders by increasing access to health and social services as well as employment opportunities, it also may also harm or exclude women and LGBTI people due to inadequate gender sensitivity. The project documents do not acknowledge that transportation projects often increase rates of SGBV and sexually transmitted infections.

<sup>25</sup> Gender Action spoke with Pablo Guerrero in March 14, 2018 who explained that this project’s Gender Action Plan and a summary of IDB’s gender interventions are not currently available to the public but will be released at a later date.

water and air pollution are particularly harmful to women's reproductive health. The project also fails to include gender-disaggregated data for potentially displaced people. The Resettlement Action Plan mentions that gender must be considered when identifying vulnerable groups but fails to include sexual orientation. It does not specify how the project will ensure the safety and wellbeing of women and sexual minorities, who bear the heaviest burden of displacement and resettlement (Bisht 2009).

The project does not consider how gender or sexual orientation discrimination may affect access to project benefits, such as improved roads. It also fails to mention that infrastructure projects often cause an influx of men construction workers into communities which increases LGBTI people's, women's and girls' vulnerability to SGBV (World Bank 2016b). The project does not include any prevention or mitigation strategies to address this issue. Additionally, no methods to increase women's participation in the consultation and construction processes are included. The project neither mentions historic discrimination against women in construction jobs nor attempts to combat this discrimination by explicitly requiring training and employment of women. Finally, it fails to introduce modifications such as increased street lighting on renovated roads which can lower women's and sexual minorities' vulnerability to SGBV and assault.

### *Recommendations*

The project must dramatically improve its gender sensitivity. To do so, it must:

- Include methods to ensure people of all genders' equal participation in the project and equal accrual of project benefits;
- Prevent potential environmental degradation and displacement and incorporate mechanisms to ensure that any such harms do not disproportionately impact women and LGBTI people;
- Collect gender-disaggregated baseline and monitoring data on care work, rates of SGBV, agriculture employment, project construction, and road access throughout the project cycle;
- Minimize vulnerability to SGBV and assault by installing lighting along roadsides, walking paths, and latrines.

### ***IDB HA-L1098: Support for Haiti's Transport Sector V / \$65,000,000 / Approved 2015***

#### *Project background*

According to the Grant Proposal, this project aims to increase Haiti's competitiveness, connectivity, and territorial accessibility by reducing transportation costs and providing safer transport services. The project will fund rehabilitation of a road segment on Route Nationale 1 between Camp Coq and Vaudreuil along with maintenance and improvement of other primary road networks. The improved Cap Coq to Vaudreuil stretch will facilitate traffic between Port-au-Prince, Western Haiti and Cap Haitien and Caracol. Caracol is the locus of a number of IDB projects including the Caracol Industrial Park.<sup>26</sup>

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<sup>26</sup> See the above IDB HA-T1196: Sustainable Mobility Plan and Pre-investment Project for Haiti's Northern Corridor description and analysis and the list of other relevant projects in Annex 2.

The project will give special attention to road safety during road rehabilitation projects by implementing wider road shoulders and guard rails, a safety baseline assessment program for all affected road segments, traffic calming initiatives such as sidewalks and speedbumps, and road safety campaigns in beneficiary communities. The Project Profile notes that road construction will cause involuntary resettlement but will limit resettlement to “necessary situations.”

### *Gender analysis*

This project documents demonstrate moderate gender sensitivity. The Grant Proposal and the Environmental and Social Management Report (ESMR) both recognize gender labor market segregation and the relegation of women to low-earning sectors. To address this issue, the project plans to recruit women and ensure their participation in the road rehabilitation workforce. As project construction will be outsourced to firms, the project will require contractors bidding for works to include opportunities for recruiting women in their proposals. The project requires at least 15 percent of total workers to be women which the Grant Proposal admits is a “conservative proportion that will be revised and hopefully surpassed” after the project begins. The Grant Proposal promises to train up to 50 women in infrastructure related works to increase their participation in construction employment. The project will also “take into account possible actions for supporting established women entrepreneurs” in affected areas but does not specify what these actions will include. While the Monitoring and Evaluation Plan ensures that the number of women trained in tasks related to infrastructure works and use of heavy machinery will be collected annually, none of the Project Monitoring Reports published from 2016 to 2018 include these data. The project does not make accommodations to ensure the inclusion of LGBTI people.

As the project will result in involuntary displacement, the Project Profile ensures women heads of households will be adequately consulted and compensated if affected by forced resettlement. The Resettlement Action Plan (RAP) provides data for the number of women and men attendees at consultation

***IDB HA-L1098: Support for Haiti's Transport Sector V  
Applying Gender Action's Essential Gender Analysis  
Checklist:***

**Overall Gender Analysis:** Moderate Gender Sensitivity

**Gender and Human Rights:** The project documents do not use the language of human rights although the project entails land acquisition and involuntary resettlement which may harm people of all genders, particularly women and sexual minorities, causing homelessness, and loss of access to basic needs including health and water, and livelihoods.

**Gender In/Equality:** The Grant Proposal and the ESMR recognize gender labor market segregation and the relegation of women to low-earning sectors. The project plans to recruit a small proportion of women to participate in the road rehabilitation workforce.

**Gender Data:** The project does not include baseline data disaggregated by gender. While the Monitoring and Evaluation Plan ensures that the number of women trained in tasks related to infrastructure works and in heavy machinery use will be collected annually, none of the Project Monitoring Reports published from 2016 to 2018 include these data.

**Sexual and Gender-Based Violence:** The ESMP contained within the ESIA calls for mechanisms to prevent increased instances of SGBV, HIV and STIs, and unwanted pregnancies in communities close to construction sites at the request of stakeholders. However, the ESMR contradictorily states “[the project] will benefit all people under the project and does not present any specific risks for women.” The ESMR also fails to acknowledge specific risks for LGBTI people posed by the project.

**Gender Context:** The project documents describe some gender dynamics in the affected region, such as in labor market segmentation, but do not address gender disparities in access to transportation, which is the project focus.

**Gender Access:** The project consulted with potentially displaced people. The proportion of women attendees at these consultation meetings ranged from 14 percent to 45 percent. The ESIA notes that project construction will impact seven health service locations which will negatively affect maternal health but does not explain how this issue will be addressed. It acknowledges that women and other vulnerable groups need special consideration when it comes to compensation and relocation without defining them.

**Gender and Care Work:** The ESMR notes that the project may cause deterioration of water quality and reduce water availability but does not acknowledge that this will increase women’s water collection workload and harm residents’ health.

**Gender Inputs:** While the ESMP incorporates a variety of gender concerns raised by consulted stakeholders, most of the other project documents do not.

**Gender Outputs:** The project aims to improve women’s economic situation by requiring contractor proposals to provide descriptions of how they will hire women. However, none of the PMRs indicate if this has occurred.

**Gender Impact:** By improving road networks, this project can increase women’s safety and access to economic opportunities and services and decrease care work burdens. However, potential risks the project poses to women and sexual minorities must be effectively mitigated to ensure equal accrual of benefits.

meetings with potentially displaced people. The proportion of women attendees range from 14 percent to 45 percent. The documents do not specify whether or not special provisions, such as childcare and convenient times and locations, were made to enable women to attend consultations. The documents do not indicate that potentially displaced LGBTI people were consulted. As this population faces widespread housing discrimination and violence, this oversight could have dire consequences for the safety and wellbeing of displaced sexual minorities.

The Environmental and Social Impact Assessment (ESIA) notes that project construction will impact seven health service locations which will negatively affect maternal health. It also acknowledges that women and other vulnerable groups need special consideration when it comes to compensation and relocation but does not specify what these considerations will include or which groups are considered vulnerable. Following the recommendation of stakeholders consulted for the project, the Environmental and Social Management Plan (ESMP) contained within the ESIA encourages but does not require project leaders to partner with Haiti's Ministry for Women in order to find a liaison for displaced women.<sup>27</sup>

The ESMP also notes a variety of other concerns raised by consulted stakeholders. They argued that project standards should comply with Haitian law which would require 30 percent of active staff be women rather than the 15 percent suggested in the Grant Proposal. They also called for mechanisms to prevent discrimination and SGBV against women in the workplace, increased HIV and sexually transmitted infection (STI) rates, and unwanted pregnancies in communities close to construction sites. In addition, the stakeholders called for more lighting along rehabilitated roads to reduce risk of SGBV for women and other vulnerable people. In its suggestions for the project, the ESMP incorporated these concerns.

However, many of the other project documents do not incorporate stakeholder concerns. The ESMR explicitly states "[the project] will benefit all people under the project and does not present any specific risks for women" despite other project documents which describe a variety of ways in which women could be harmed by the project, from increased vulnerability to SGBV to displacement. This inconsistency suggests poor communication between document authors which may prevent implementation of gender safeguards. The ESMR also fails to acknowledge specific risks for LGBTI people posed by the project.

The documents overlook the gendered impact of environmental harm caused by the project. While the ESMR notes that the project may cause deterioration of water quality and reduce water availability, it does not acknowledge how this will increase women's workload as they are disproportionately responsible for collecting water.

Finally, the project fails to include adequate methods for gender-disaggregated data collection. Without baseline data on relevant factors such as the number of women-headed households needing relocation and access to water and health services, the IDB cannot track and address project impacts on women.

### *Recommendations*

To ensure people of all genders benefit, the project must:

- Incorporate all suggestions raised by stakeholders in the ESMR in all project documents;

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<sup>27</sup> Unfortunately the Ministry of Women severely lacks budgetary resources.



- Minimize resettlement impacts and create accommodations to ensure the safety and wellbeing of displaced women and LGBTI people;
- Prevent disruption of health clinics by ensuring that displaced women, LGBTI and other vulnerable patients have uninterrupted access to adequate care;
- Acknowledge the gendered impacts of environmental harms, such as possible water contamination and toxicity, and incorporate mechanisms to prevent these harms that disproportionately affect women;
- Provide more gender-disaggregated information in PMRs, particularly data for the number of women working in construction components;
- Collect gender-disaggregated data for all project outcomes. While the project can no longer collect baseline data as implementation began in 2015, gender-disaggregated data for relevant factors such as the amount of displaced people, care work burdens and road use should be collected and monitored throughout the remainder of the project cycle.

***WB P133352: HT Center and Artibonite Regional Development / \$50,000,000 / Approved 2014***  
*Project background*

This project aims to support the development of the Centre Artibonite Loop (CAL) by enhancing all-weather connectivity and logistics for producers as well as and the region's resilience to climate change. Additionally, the project will increase the region's capacity to respond promptly and effectively to an "eligible emergency" as defined by the 2011 World Development Report on Conflict, Security and Development (World Bank 2011). The project will achieve these goals by improving major road networks between CAL and other regions, select rural road networks, and local road maintenance and planning capacity. The project will also train transport officials and staff in climate resilience methods and provide the GoH with resources to respond to eligible emergencies. The project received a high risk rating due to the large scope of the project, its multi-sectoral design, the potential environmental impacts, and the general technical capacity limitations in Haiti. The project will also cause involuntary resettlement.

The project is funded by a \$50 million International Development Association (IDA) grant and an \$8 million Strategic Climate Fund grant, a funding stream within the World Bank's Climate Investment Funds. According to the February 2018 Implementation Status and Results Report, the Bank has distributed only 9.8 percent of the IDA grant and 14 percent of Climate Fund grant since project approval in 2014. Remarkably, the report gave the project a "Moderately Satisfactory" rating for progress towards achievement of project development objectives and a "Moderately Unsatisfactory" rating for its overall implementation progress.

*Gender analysis*

This project demonstrates strong gender sensitivity and has the highest EGC score out of all projects analyzed in this report. Gender Action's 2009 report "Doubling the Damage" found that World Bank Climate Investment Funds were systematically disregarding gender issues and recommended that the Bank improve gender sensitivity in its climate investments (Gender Action 2009). The PAD provides relevant gender context, noting that women leaders are

underrepresented in municipal, regional and sectorial decision-making bodies and face multiple barriers in participating in development projects. The project will work to ensure women's needs and priorities are considered through consultations with women focus groups and women's associations. The project will also develop "instruments and vehicles" to ensure that women not only participate in the project consultation process but have "their voices heard." The PAD does not specify these "instruments and vehicles" but notes the project will include tools to overcome literacy challenges and assess "adequate locations" for consultations with men and women. However, the project does not include accommodations to ensure the inclusion of sexual minorities in consultations.

The PAD notes that women in affected areas could benefit from the project. As many Haitian women work in agriculture and petty trade, improved roads between markets will save them time. The PAD also cites studies that show high correlation between road access, low maternal mortality, and increased gender equity. Additionally, it explains that the project may reduce domestic labor burdens by building basic infrastructure "with a special focus on gender related issues," such as footbridges which could reduce walking distance to markets, sanitary facilities, and water.

The project documents include some mechanisms to ensure women receive these benefits and are included in the implementation process. The Environmental Assessment (EA) includes measures to hire women for construction projects. In their bids, all contractors must include plans to hire a workforce containing at least 30 percent women as well as mechanisms to protect women employees from onsite harassment. However, the EA does not require contractors to hire LGBTI employees or protect them from harassment. No project documents specify whether and how many women or sexual minorities will be employed in other aspects of the project. The PAD also notes that women make up only 30 percent of the 190,000 direct target beneficiaries but does not clarify whether this figure is due to demographics of impacted communities or to gender discrimination.

*WB P133352: HT Center and Artibonite Regional Development*

**Applying Gender Action's Essential Gender Analysis Checklist:**

**Overall Gender Analysis:** Strong Gender Sensitivity  
**Gender and Human Rights:** The project documents do not use the language of human rights despite land acquisition and involuntary resettlement which may harm people of all genders, particularly women and sexual minorities, by disrupting communities and livelihoods.  
**Gender In/Equality:** The PAD acknowledges gender inequality in both government bodies and development projects. It also notes women's and men's differential access to and use of transportation networks.  
**Gender Data:** The project will gender-disaggregate many project indicators, such as road access and direct project beneficiaries, and will also measure how the project "generates inclusion in gender." However, many other relevant project indicators, such as numbers of officials and technical staff trained in climate resilience measures, producers, retailers and traders with access to improved markets, and local officials trained in market management and use of territorial planning tools are not disaggregated by gender.  
**Sexual and Gender-Based Violence:** The Resettlement Action Plan (RAP) acknowledges potential increases in STI rates and violence due to both resettlement and influxes of men workers into communities but does not acknowledge that women, girls, and LGBTI people are most impacted.  
**Gender Context:** The PAD provides relevant gender context, noting that women leaders are underrepresented in municipal, regional and sectorial decision-making bodies and face multiple barriers in participating in development projects. The project does not include accommodations to ensure the inclusion of sexual minorities.  
**Gender Access:** The project will develop "instruments and vehicles" to ensure that women not only participate in the project consultation process but have "their voices heard." The PAD does not specify these "instruments and vehicles" but notes the project will include tools to overcome literacy challenges and assess "adequate locations" for consultations with men and women. The PAD does not specify the proportion of women attendees the project plans to include in the consultation meetings.  
**Gender and Care Work:** The PAD explains that the project may reduce domestic labor burdens by building basic infrastructure "with a special focus on gender related issues," such as footbridges which could reduce walking distance to markets, sanitary facilities, and water.  
**Gender Inputs:** The EA includes measures to hire women for construction projects. In their bids, all contractors must include plans to hire a workforce of at least 30 percent women as well as mechanisms to protect women employees from onsite harassment. The EA does not require contractors to hire LGBTI people or protect them from harassment.  
**Gender Outputs:** The PAD notes that women make up only 30 percent of the 190,000 direct target beneficiaries but does not clarify whether this figure is due to demographics of impacted communities or to gender discrimination.  
**Gender Impact:** While initial project documents such as the PAD and Environmental Assessment indicate strong gender sensitivity, the impact of the project on people of all genders will depend upon the World Bank and government's capacity to carry out these commitments and avoid resettlement.

Many project indicators, such as road access and direct project beneficiaries, will be disaggregated by gender. Monitoring and evaluation mechanisms will also measure how the project “generates inclusion in gender.” Project documents include specific measures to ensure women’s inclusion in consultation meetings but neither provide tools to ensure equal participation of people of all genders nor specify whether the project will collect gender-disaggregated data for consultation participants. Many other relevant project indicators, such as numbers of officials and technical staff trained in climate resilience measures, producers, retailers and traders with access to improved markets, and local officials trained in market management and use of territorial planning tools are not disaggregated by gender. Additionally, none of the Implementation and Status Results documents include any of the gender-disaggregated data mentioned in other documents except for the number of people trained for road maintenance, microenterprises and community-based-organizations. However, the Implementation and Status Results document published in February 2018 indicates that no men or women have been trained since 2014, probably due in part to the lack of disbursed funding.

The project will also require involuntary resettlement which may significantly harm people of all genders by disrupting livelihoods and communities. The Resettlement Action Plan (RAP) mentions that resettlement may disproportionately harm women and suggests consultation with women’s associations to identify gender-specific needs in the resettlement process. The RAP acknowledges potential increases in STI rates and violence due to both resettlement and influxes of workers into communities but fails to acknowledge that women, girls, and LGBTI people will be disproportionately impacted.

Finally, the PAD gives the project a Moderate rating for Environmental Risk but does not mention that environmental damages often disproportionately affect women. The Environmental Assessment does not include any strategies to mitigate gendered impacts of environmental harm.

### *Recommendations*

To ensure the equal accrual of project benefits to men, women and LGBTI people, the project must:

- Collect gender-disaggregated data for all indicators and ensure that these indicators are tracked in Implementation Status and Results documents;
- Incorporate mechanisms to ensure the inclusion and safety of LGBTI people in project components;
- Increase the target for women beneficiaries to at least 50 percent of total beneficiaries and ensure that this target is met;
- Avoid involuntary resettlement and ensure adherence to IFI policies that require equal or better compensation for forcibly resettled people of all genders;
- Include gender sensitive mechanisms for preventing environmental harm and potential increases in STI rates and violence due to project implementation, especially during resettlement and construction that entails influxes of men workers who frequently commit sexual and gender-based violence against women and sexual minorities.

### *Tourism and Haiti*

Tourism in Haiti has increased dramatically over the past decade. An estimated 516,000 international tourists visited Haiti in 2015 (World Bank 2017d). While the country lost nearly half its tourism capacity in the 2010 earthquake, the country now has over 4,000 hotel rooms which is nearly quadruple the amount available prior to the earthquake (ITA 2017). Airbnbs are now increasingly available in major metropolitan areas (ITA 2017). These changes are largely due to government support for tourism. Today, the sector accounts for 5 percent of Haiti's GDP (ITA 2017).

While tourism has increased overall in the past decade, political turmoil resulting from election fraud in October 2015 caused a 14.5 percent drop in international arrivals and 9.4 percent decline in cruise arrivals in 2016 (ITA 2017). Stephanie Villedrouin, Haiti's tourism minister, notes that changing the global perception of Haiti presents the largest challenge in growing the tourism industry (Wall and Clercici 2016). Improved transportation, government stability, trash removal from parks and streets, housing infrastructure, and other basic services are also needed to expand tourism. While measures such as these would improve conditions for all residents, recent government projects to expand tourism have harmed Haitians. The Ile-a-Vache Resort project, for example, has forcibly displaced hundreds of farming families to make room for a golf course, suggesting a trend toward increased tourism at the expense of poor Haitians (Wall and Clercici 2016).

Sex tourism is also a growing industry in Haiti. This industry is often highly exploitative as many Haitian men, women, and children who do sex work are subjected to trafficking. The US State Department ranked Haiti as a Tier 2 country in its 2017 Trafficking in Persons Report, meaning that the absolute number of sex trafficking victims is significantly increasing (US State Department 2017). While government efforts to curb sex trafficking have improved following the implementation of anti-trafficking laws in 2014, many government officials remain unaware of these legislative changes (US State Department 2017, BAI et al. 2016b). As of 2015, the GoH had made just two prosecutions under this law (BAI et al. 2016b).

### *Tourism and Gender*

Increased tourism could benefit rural and urban women, LGBTI people, as well as men involved in cultural activities as tourist destinations exist in both metropolitan and rural areas. Tourism could especially benefit women artists, historians, writers, and musicians by expanding their consumer base (Gender Action 2010a).

The World Bank argues that "tourism provides women with more opportunities for empowerment compared to other industries," by providing increased opportunities for women's participation in the workforce, women's entrepreneurship, and women's leadership (World Bank 2017d). However, these opportunities are often concentrated at the lower end of the pay scale. As in other sectors, women are underrepresented in management levels.

As Haiti's tourism industry grows, measures to include women and sexual minorities at all levels of project design and implementation must be incorporated. Tourism planning focused on Haiti's artistic and cultural heritage must also include specific measures to ensure women artisans receive the benefits of a broadened consumer base (Gender Action 2010a). Failing to address pre-existing factors which exacerbate gender inequality, such as economic exclusion and lack of basic services, may prevent women and sexual minorities from fully participating in growth created through tourism. Expanding tourism may also increase demand for sex work

which is often done under unfree conditions in Haiti (US State Department 2017). As sex trafficking disproportionately affects poor women, girls, and sexual minorities, tourism plans should incorporate gender-sensitive mechanisms to prevent increased rates of sex trafficking.

Adequate attention to current class and gender injustices in Haiti should inform all plans for tourism development. Without it, tourism development may only deepen existing inequalities, as evidenced by the Ile-a-Vache Resort project.

### ***Tourism and IFIs in Haiti***

Tourism in Haiti is not a major funding sector for IFIs, making up less than one percent of total funding allocations for both the World Bank and IDB. The World Bank committed just \$65 million to tourism in Haiti from 2013 to 2016 while the IDB committed only \$36 million.

However, these funding allocations are a dramatic increase from previous years. From 1973 to 2013, the IDB had committed less than \$3 million to tourism projects. The World Bank does not include a tourism sector for projects in Haiti and classifies its most recent tourism project under Social Protection and Industry, Trade and Services. It did not launch any tourism related projects from 1990 to 2013. Increases in both IDB and World Bank funding allocations for tourism projects, therefore, highlight a new IFI focus on tourism. While tourism may bring growth to Haiti, future IFI projects must ensure that all Haitians are included in this growth. They must avoid forced displacement by consulting and receiving residents' prior approval. According to IFIs' environmental and social policies, displaced residents must receive equal or better compensation.

### ***WB P144614: Cultural Heritage Preservation and Tourism Sector Support Project / \$45,000,000 / Approved 2014***

#### ***Project background***

This project aims to increase inclusive development around key cultural heritage sites in the North of Haiti through five key components. First, the project will support the conservation and management of cultural and natural sites in the National Historic Park and Cap-Haitien Historic City Center to increase potential tourist demand. Next, the project will fund investments to improve local urban infrastructure in neighborhoods adjacent to the historical sites being upgraded under the project. These investments may include street lighting and paving, upgrading of sidewalks, sanitation improvement, tree planting, and water network extension. In the third component, the project will support tourism planning, product development, enterprises, community engagement and institutional capacity building in the North of Haiti. The fourth component includes an emergency fund which will be triggered in the event of a natural disaster during project implementation as Haiti is at high risk for geotechnical, hydro-meteorological, and climate-change related crises. Finally, the project will finance goods, operating costs, and services needed to ensure effective project implementation and management.

The project will be implemented by the Technical Implementation Unit at the Ministry of Economy and Finance (MEF). According to the 2017 Implementation and Status Report, the World Bank has disbursed just \$5.85 million of the committed \$45 million.

#### ***Gender analysis***

This project demonstrated moderate gender sensitivity. Project documents note that 36 percent of women and 19 percent of men in the tourism sector are unemployed but do not provide data on other sector gender inequalities, such as the underrepresentation of women in management positions. The Project Appraisal Document (PAD) notes that women may particularly benefit from increased employment as tourism jobs often offer lower barriers to entry, more opportunities for entrepreneurial activities, and more flexible working hours. Project documents do not clarify how the project will ensure women benefit from increased tourism employment opportunities. However, the percentage of overall women and men beneficiaries will be collected throughout the project cycle. The PAD also notes that project funds for natural disaster relief will prioritize women-headed households.

A few other project indicators will be disaggregated by gender. The project aims to reach 35,000 beneficiaries, 40 percent of whom will be women by the end of the project. It also aims to fund 100 activities and enterprises in the affected region, 40 percent of which will be led by women. These data appear to be chosen arbitrarily and do not match the PAD statement that women will “especially benefit” from the project as tourism jobs offers lower barriers to entry and more flexible working hours. The document does not explain why the project does not require gender-equal benefits. No other project indicators, such as the number of people employed in the restoration component of the project, are disaggregated by gender.

The Resettlement Plan notes that it will pay particular attention to women and other marginalized communities during resettlement as these groups are often unprotected by national legislation for land compensation. The PAD states that any resettlement will comply with the Bank’s Operational Policy 4.12 which requires the inclusion of women in consultations for resettlement protocol design. However, the Plan includes no explanation of how the project will ensure equal treatment and protection of displaced women and other marginalized groups during implementation.

The Resettlement Plan briefly mentions that displacement caused by the project may increase rates of

*WB P144614: Cultural Heritage Preservation and Tourism Sector Support Project*

**Applying Gender Action’s Essential Gender Analysis Checklist:**

**Overall Gender Analysis:** Moderate Gender Sensitivity

**Gender and Human Rights:** The project documents do not use the language of human rights. It also entails forced resettlement. Project documents do not explain how the project will ensure equal treatment and protection of displaced women and other marginalized groups.

**Gender In/Equality:** The project acknowledges that women are twice as likely to be unemployed (36 percent) as men (19 percent) but does not analyze other tourism-related gender inequalities, such as the underrepresentation of women in management positions.

**Gender Data:** The number of project beneficiaries and project-funded activities and ventures and proportion of people in affected areas satisfied with project-funded infrastructure will be disaggregated by gender. However, no other project indicators, such as people employed in the restoration component, will be disaggregated by gender.

**Sexual and Gender-Based Violence:** The Resettlement Plan briefly mentions that displacement caused by the project may increase rates of SGBV but does not mention that women, girls, and sexual minorities are particularly vulnerable to these increases in violence nor provide any prevention measures. Project documents also fail to acknowledge that influxes of men construction workers and tourists into communities may cause increases in SGBV rates.

**Gender Context:** The Project Appraisal Document (PAD) notes that women may especially benefit from increased tourism employment as tourism jobs often offer lower barriers to entry, more opportunities for entrepreneurial activities, and more flexible working hours. However, it fails to acknowledge other relevant gender roles and inequalities which may affect accrue ment of project benefits.

**Gender Access:** The project does not include mechanisms to ensure equal accrue ment of project benefits.

**Gender and Care Work:** The project does not consider the disproportionate domestic and care work undertaken by women and girls or potential project impacts on this burden.

**Gender Inputs:** Project documents do not indicate any effort to ensure women’s employment in conservation and infrastructure improvement activities. While the PAD indicates that the project will create increased employment opportunities in the tourism sector for women, these seasonal jobs are unlikely to provide stable income.

**Gender Outputs:** The project aims to reach 35,000 beneficiaries, 40 percent of whom will be women by the end of the project. It also aims to fund 100 activities and enterprises in the affected region, 40 percent of which will be led by women. These data appear to be chosen arbitrarily and do not match with the PAD statement that women can more easily participate in tourism employment than men.

**Gender Impact:** The PAD notes that tourism will increase employment opportunities for women. However, without strong, explicit measures to support women and sexual minorities, they may both be disproportionately excluded from project benefits and harmed during project implementation.

SGBV but does not mention that women, girls, and LGBTI people are particularly vulnerable to such violence nor provide any prevention measures. Project documents also fail to acknowledge that project activities are likely to trigger more sex tourism which is often exploitative and disproportionately impacts women, girls, and sexual minorities.

Finally, women and sexual minorities are not adequately included in the project consultation process. The project will develop a Communal Consultation Table (CCT) comprised of stakeholders involved in tourism in the region as well as representatives from the Ministry of Culture, National Cultural Heritage Institute, the Ministry of Tourism, and the private sector Destination Management Organization. The CCT will define priorities and select local investments. However, it does not specify how stakeholders will be chosen to participate in the CCT nor include mechanisms to guarantee the gender equal participation of women and sexual minorities in the CCT.

### *Recommendations*

To ensure that the benefits of increased tourism accrue equally to women, men, girls, boys, and sexual minorities, the project must:

- Include women and sexual minorities in each step of project design and implementation;
- Include mechanisms to ensure that project-affected women and LGBTI people attend the CCT equally with men and that their contributions are incorporated in project design;
- Disaggregate all indicators by gender and increase the minimum of women beneficiaries and the amount of project-funded activities and enterprises headed by women to 50 percent;
- Include mechanisms to prevent any increase in sex tourism that exploits Haitians, particularly women, girls, and sexual minorities;
- Clarify Resettlement Plan mechanisms that will be used to ensure that women and other vulnerable populations are not disproportionately harmed by resettlement and include mechanisms to prevent increased rates of SGBV during this process.

### *Health in Haiti*

Haiti ranks among the worst in the world for health indicators (USAID Haiti 2017b). Successive disasters over the past decade have contributed to the country's inadequate care and poor health outcomes. The 2010 earthquake demolished over 50 health centers, part of Haiti's main teaching hospital, and the Ministry of Health, drastically weakening Haiti's already poor health infrastructure (USAID Haiti 2017b). The cholera outbreak which began just months after the disaster placed additional strain on the health sector (see Box 2). In 2016, Hurricane Matthew exacerbated these issues, disrupting access to improved water and sanitation services for millions of Haitians which led to the increased spread of communicable diseases (USAID Haiti 2017b).

Much of this collapsed infrastructure has yet to be rebuilt. Haiti continues to lack health care and storage facilities and adequate electricity, water and sanitation coverage for existing facilities. Today, about 40 percent of the population lacks access to essential health and nutrition services causing stunted growth for 22 percent of children under 5 years (USAID Haiti 2017b). Only 45 percent of children under 2 years are fully vaccinated compared to 80 percent in countries in a similar economic bracket.

Despite the need for improved health services and facilities, the GoH spends just 6 percent of its budget on health, below average for low-income countries (USAID Haiti 2017b). However, the World Bank notes that compared to other low-income countries, “Haiti spends more on health care relative to what the system produces” (World Bank 2017a). The Bank explains that while low staff productivity and low service readiness in health facilities are two key factors behind this inefficiency, successive disasters have forced the GoH to focus on curative rather than preventative care which reduces long-term spending efficacy.

### ***Health and Gender***

Haitian women suffer disproportionately from lack of adequate health care. The country’s poor preventative care is particularly harmful for pregnant women. Just 62 percent of pregnant women receive physical examinations that meet minimum global health standards while 30 percent of health providers fail to ask patients about pregnancy risk factors (World Bank 2017a). Only 20 percent of medical visits by pregnant women include preventative care measures. Due to the inaccessibility of adequate care, maternal mortality in Haiti is three times higher than the regional average (World Bank 2017a).

Women in Haiti are also diagnosed with and die from cervical cancer at much higher rates compared to women in the rest of the world (Russell 2017). A number of factors contribute to this epidemic. Foremost are poverty and lack of health services. Even when the cancer is caught early on, many women must travel to the Dominican Republic or other countries to receive radiation, a trip far too expensive for many Haitian women (Russell 2017). As women are burdened with a disproportionate share of care work, they often put health of family members before their own and delay medical visits even when in pain, causing late diagnoses. Women may also hide diagnoses from husbands out of fear that their husbands will leave them. Innovating Health International, a non-profit that treats chronic diseases in Haiti, found that 80 percent of its patients were left by their partners due to their diagnoses (Russell 2017). Together, these barriers prevent women from receiving adequate cancer treatment.

Sexual minorities also face barriers in accessing health care. Kouraj, Haiti’s leading LGBTI Rights organization, reported that LGBTI people are often denied medical care (IRBC 2013). When seeking treatment for SGBV, gay men are often told by medical professionals that “their behavior caused the assault,” and deny them treatment (IRBC 2013). Such discrimination can prevent LGBTI people from living healthy lives.

### ***Health and IFIs in Haiti***

The GoH relies heavily on international funding to provide health care. While external financing surged in the wake of the 2010 earthquake, it sharply declined in the years following. This volatility most harmed the health sector as government expenditures failed to make up for decreased assistance (World Bank 2017a). The World Bank claims that Haiti’s high proportion of external aid for health has crowded out domestic financing in the past decade (World Bank 2017a). While public funding represented 36 percent of total health expenditures in 2004, it fell to 21 percent by 2015. Similarly, the health sector comprised on average 14 percent of the government’s budget between 2000 and 2005 but just 6 percent of the budget by 2014.



While NGOs provide a large portion of Haiti's health care, IFIs support the GoH's limited expenditures. Lack of coordination by international NGOs and official donors generates insufficient health service coherence.

From 2013-2018, the IDB committed \$990,000 in funding for health-related projects. The World Bank committed \$70 million in funding during this period.

***WB P163313: Additional Financing for the Improving Maternal and Child Health Through Integrated Social Services Project / \$25,000,000 / Approved 2017 Project Background***

In response to Haiti's high level need following Hurricane Matthew, this project provides its \$90 million parent project (P123706: Improving Maternal and Child Health Through Integrated Social Services Project) with an additional \$25 million in funding. The parent project aims to support maternal and child health through Results-Based Financing of health facilities and improving the quality/supply of services within selected health service providers. It also funds interventions to fight cholera and capacity building for the Ministry of Health's health service delivery. So far, it has achieved 11 out of 13 intermediate indicator targets, receiving a Project Development Objective score of "moderately satisfactory."

Project P163313 will expand the geographic coverage and emergency response objectives of the parent project. It will help restore the quality and supply of health services in facilities damaged by the hurricane and scale-up cholera prevention and response activities to help address the increased risk of outbreak following the storm. To achieve these goals, the project will re-establish the vaccine cold chain (a system of transporting vaccines at recommended temperatures from the point of manufacture to the point of use), finance mobile health clinics, deliver life-saving health services for 1.5 million people in areas with limited health infrastructure, and restore the infrastructure for basic immunizations for 300,000 children in affected areas. The project will set aside \$200,000, just 0.8 percent of total project funding, to compensate displaced persons. However, the Project Paper notes that resettlement is unlikely as all project

***WB P163313: Additional Financing for the Improving Maternal and Child Health Through Integrated Social Services Project***

**Applying Gender Action's Essential Gender Analysis Checklist:**

**Gender Analysis:** Moderate Gender Sensitivity

**Gender and Human Rights:** This project does not approach gender issues from a human rights perspective. It also entails involuntary resettlement which may harm people of all genders, particularly women and LGBTI people.

**Gender In/Equality:** Project documents provide relevant gender context for reproductive health in Haiti. The ESMF notes that lack of adequate reproductive health care often leads to unwanted pregnancies. This can prevent women and girls from attending school and even force them to pursue unsafe abortions, as the practice remains illegal in Haiti under all circumstances.

**Gender Data:** The project will gather data on the number of institutional deliveries, the number of births at rehabilitated health facilities, and the number of women using contraceptives throughout the project cycle. However, the project does not gender-disaggregate other project indicators, such as the number of children who receive immunizations or vitamin supplements.

**Sexual and Gender-Based Violence:** The Project Paper acknowledges that construction projects may increase women's and girls' vulnerability to SGBV due to influxes of labor. To prevent SGBV, all contractors hired by the project for rehabilitation of health facilities will follow a code of conduct to "sensitize construction workers on Gender-Based Violence." It does not acknowledge that sexual minorities' vulnerability to SGBV may also increase.

**Gender Context:** The RPF acknowledges relevant gender context, noting that women face barriers in accessing decent jobs and owning land. It designates women as a vulnerable group during resettlement proceedings, along with elderly, disabled, undocumented, indigenous, and illiterate people. It does not acknowledge barriers faced by LGBTI people.

**Gender Access:** The project included women's associations in two consultation meetings and incorporated their feedback in the ESMF and the RPF. The associations asked for women's and girl's inclusion in all levels of intervention, particularly in any health education campaigns undertaken by the project. However, project documents do not adequately reflect these requests. No documents specify if the World Bank consulted LGBTI stakeholders.

**Gender and Care Work:** The ESMF acknowledges that women's and girls' disproportionate share of care work can prevent them from attending school. By improving children's health through vitamin supplements and immunizations, the project may also decrease women's care workload.

**Gender Inputs:** The project does not include key mechanisms to include women in all levels of project implementation, such as gender equal hiring in rehabilitation projects and training for women health workers.

**Gender Outputs:** The project does not specify the percentage of women or LGBTI beneficiaries but targets pregnant women and includes various measures of maternal health in its project indicators.

**Gender Impact:** The project could improve maternal reproductive health which would benefit women who have babies. However, since the project scope extends beyond reproductive capacity, women deserve to be included in all activities, as do LGBTI people.

rehabilitations will be undertaken in already existing facilities.

### *Gender Analysis*

This project demonstrates moderate gender sensitivity. As it aims to increase access to health care and other social services for pregnant women, project documents provide relevant gender context for reproductive health in Haiti. The Environmental and Social Management Framework (ESMF) notes that Haiti has a higher birth rate than other countries in the region, due in part to the high percentage of women without family planning services. Lack of adequate reproductive health care often leads to unwanted pregnancies. The ESMF explains that this can prevent women and girls from attending school and often force them to pursue unsafe abortions, as the practice remains illegal in Haiti under all circumstances. To track project impacts on reproductive health, the project will gather data on the number of institutional deliveries, births at rehabilitated health facilities, and women using contraceptives throughout the project cycle.

The Resettlement Policy Framework (RPF) also acknowledges relevant gender context, noting that women face barriers in accessing decent jobs and owning land. It designates women as a vulnerable group, along with elderly, disabled, undocumented, indigenous, and illiterate people. LGBTI people, however, are not included in this category. The RPF explains that due to their vulnerable status, these groups will receive special attention if displaced to ensure they are adequately compensated.<sup>28</sup>

The Project Paper acknowledges that construction projects may increase women's and girls' vulnerability to SGBV due to influxes of men laborers.<sup>29</sup> To prevent SGBV, all contractors hired by the project for rehabilitation of health facilities will follow a code of conduct to "sensitize construction workers on Gender-Based Violence." A Social Specialist from the Project Implementation Unit will monitor the enforcement of this code of conduct in coordination with the Ministry of Public Health and Population.

The project also included three women's associations in consultation meetings. According to the ESMF, the associations asked for women's and girl's inclusion in all levels of implementation, particularly in project health education campaigns. However, the project does not detail mechanisms to reach this outcome, such as gender equal hiring quotas of workers rehabilitating health facilities and receiving training. The project also fails to gender-disaggregate key indicators, such as the number of children who receive immunizations or vitamin supplements, which may conceal disparities. Overall, project documents mostly disregard needs of non-pregnant women and girls.

Finally, no project documents mention sexual minorities. As a marginalized group, they often face barriers in accessing healthcare and are particularly vulnerable to SGBV and discrimination when displaced (IGLHRC 2011). This oversight could prevent LGBTI people from accruing project benefits and even harm them if displaced.

### *Recommendations*

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<sup>28</sup> When one of the authors visited areas hit by Hurricane Matthew in early 2017, it appeared that the vast majority of people in hurricane-hit areas were displaced.

<sup>29</sup> This acknowledgement comes from World Bank anti-SGBV guidelines created as a result of CSO exposure of SGBV against women and girls in other Bank projects (World Bank 2017e).

As noted by the ESMR, the project could improve maternal reproductive health for women. But to ensure people of all genders benefit, the project must:

- Incorporate recommendations from women’s associations, including women in all levels of implementation and project health campaigns;
- Create quotas to ensure that women make up at least 50 percent of rehabilitation workforces, health provider trainings, and immunization and other health service program beneficiaries;
- Disaggregate all project indicators, including those measuring children’s participation, by gender;
- Expand its definition of vulnerable groups to include LGBTI people, ensuring their safety and compensation if displaced;
- Develop mechanisms to include LGBTI people in jobs and other benefits created by the project and prevent LGBTI discrimination in project health facilities.

### ***Energy in Haiti***

Haiti lacks adequate electricity coverage and consistency. The national power utility Electricité d’Haiti (EDH) provides just 13 hours of electricity per day throughout the country (ITA 2017). Port-au-Prince, the largest city in Haiti, receives less than 20 hours of electricity per day. EDH does not collect enough annual revenue to finance its operations and relies on an annual government subsidy of \$200 million to stay afloat (ITA 2017).

As just 25 percent of Haitians have access to electricity, the majority of Haitians continue to rely on climate unfriendly biomass systems as their main energy source. Most households without electricity rely on charcoal to prepare food (USAID Haiti 2017a). Haiti consumes an estimated 4 million metric tons of wood products annually to meet cooking fuel needs (USAID Haiti 2017a).

Haiti also remains highly reliant on foreign energy. About 85 percent of electricity used in Haiti comes from imported fossil fuels (ITA 2017). While fuel in Haiti was historically subsidized, the Haitian government began to phase out these subsidies in July 2018 as part of an agreement with the IMF (Reuters 2018). However, this move caused immediate spikes in fuel prices of up to 51 percent (Reuters 2018). Widespread protests and calls for President Moïse’s resignation following the spikes forced the government to temporarily suspend the cuts after just 24 hours (Reuters 2018). Prime Minister Lafontant resigned in mid-July due to the controversy (Reuters 2018). The IMF later announced that it expected Haiti to create a new budget reform plan that includes the gradual phasing out of fuel subsidies (Reuters 2018).

### ***Energy and Gender***

Women disproportionately suffer from poor electricity coverage and consistency in Haiti. As women are primarily responsible for domestic and care work, they spend more time in homes than men. In households that must rely on biomass fuel, women disproportionately collect wood for charcoal and spend time cooking which exposes them to smoke. This increases their vulnerability to harmful health conditions. A recent study in Pakistan found that biomass users were at a higher risk of pulmonary tuberculosis (Rabbani 2017). Women and girls gathering wood and other materials needed for energy contributes to ‘time poverty,’ or lack of time for rest and leisure (UNDP 2013). When burdened with collecting biomass fuel, women also lose

time for participating in paid work and other beneficial activities, such as education (UNDP 2013). The physical labor of collecting fuel materials is particularly dangerous for pregnant women as it increases risk of prenatal mortality and post-delivery complications (UNDP 2013). Even for women who have access to electricity, Haiti's frequent blackouts increase time spent on domestic and care work, creating both time poverty and opportunity costs.

Finally, women and other marginalized groups may be disproportionately impacted by increased fuel prices. As women and sexual minorities earn less than straight men on average, the price increases may further limit their access to transportation, affordable fuel, and other basic needs.

### ***Energy and IFIs in Haiti***

Historically, the World Bank, IDB, and other IFIs have pushed for energy privatization in Haiti (Hall et al. 2013). This remains true today; the IDB's most recent energy project aims to support the scale-up of private solar street vendors while the World Bank's will attempt to create a more business-friendly environment in the energy sector and provide financing for off-grid investments (analysis below). Since 2013, the World Bank has committed \$16 million to the energy sector while the IDB has committed \$53 million.

### ***WB P154351: Haiti Modern Energy Services For All / \$15,650,000 / Approved 2017***

#### ***Project Background***

Project P154351 aims to accelerate private-sector-driven, renewable energy-based off-grid electrification in rural and peri-urban areas of Haiti. "Off-grid electrification" includes electrification of households, businesses and institutions with decentralized energy sources, such as solar lanterns, lighting kits, and micro-grids.

The project will strengthen the regulatory and policy framework governing off-grid electrification to create a more business-friendly environment. It will also provide financing and market development support to commercially viable off-grid investments. Finally, it will establish an Off-Grid Electricity Fund which will provide loans, grants, and technical assistance to businesses that provide off-grid electricity services. Overall, the project aims to reduce the country's dependency on imported fossil fuels while also improving productivity, alleviating poverty, and reducing gender inequality.

#### ***Gender Analysis***

This project documents demonstrate moderate gender sensitivity. The Project Appraisal Document (PAD) includes an annex titled "Gender Dimension of Energy Access in Haiti" which provides a detailed overview of gender inequalities in Haiti. The section describes educational, economic, and health inequalities between women and men as well as the disproportionate rate of SGBV experienced by women. It explains that energy interventions can affect women and men differently but have the potential to promote gender equality by reducing SGBV, giving women greater access to information, increasing productivity of time allocated to domestic and care work, expanding income generating activities, and improving health outcomes.

However, the project acknowledges that these benefits do not accrue automatically but must be complemented with targeted interventions such as helping women-headed households receive electricity connections, making sure women are informed about the benefits of

electricity access, creating opportunities for women to become integrated in the energy supply chain, and providing additional support for women to use electricity for productive uses.

The project will undertake some of the interventions described by the PAD annex. It will lead consumer awareness campaigns that target women-headed households, distribute satisfaction surveys to monitor the inclusion of women and poorer consumers, and train emerging renewable energy businesses for women entrepreneurs. It will also support a variety of affordable energy options including low-priced solar lanterns with phone chargers and pay-as-you-go energy services to reach poorer women. Finally, while the project will only provide electricity, it will “promote the provision of energy efficient appliances” to reduce time women spend on domestic and care work.

The PAD notes that the project’s gender-differentiated benefits will be tracked throughout implementation. Key project indicators such as the number of people provided with new or improved electricity service and the number of jobs and enterprises created will be disaggregated by gender.

However, no project documents mention LGBTI people nor the particular barriers they face in accruing project benefits. As sexual minorities experience deep and widespread discrimination in Haiti, they may be excluded from the jobs created through the project or denied service at project-supported businesses.

Finally, the project plans to create the conditions for gradual phasing out of public support for the energy sector in favor of private investments. Historically, the privatization of public goods and services has excluded poor Haitians, who are disproportionately women and sexual minorities. While IFIs frame privatization as a way to foster local entrepreneurship and increase sector efficiency, this project does not exclusively target local providers and allows for international contractors which might benefit large, foreign companies at the expense of smaller, local ones. Privatization of Haiti’s energy grid will likely drive up prices in the long run which may harm vulnerable populations contrary to the project promise to reduce poverty. Therefore, the project may fail to reach, and even harm, poor women, men, and LGBTI people even if it complies with all gender-sensitive components outlined in the PAD.

***WB P154351: Haiti Modern Energy Services For All***  
**Applying Gender Action’s Essential Gender Analysis Checklist:**

**Gender Analysis:** Moderate Gender Sensitivity

**Gender and Human Rights:** This project does not approach gender issues from a human rights perspective.

**Gender In/Equality:** The PAD provides a detailed overview of gender inequalities in Haiti, including educational, economic, and health inequalities between women and men.

**Gender Data:** Key project indicators such as the number of people provided with new or improved electricity service and the number of jobs and enterprises created will be disaggregated by gender. No indicators track inclusion of LGBTI people.

**Sexual and Gender-Based Violence:** The PAD notes that women face high levels of SGBV which could be reduced by increased electrification. However, it acknowledges that these benefits do not accrue automatically but through complementary measures, such as helping women-headed households receive electricity connections and making sure women are well educated about the benefits of electricity access, which the project will implement. Project documents do not acknowledge the disproportionate rates of SGBV faced by sexual minorities.

**Gender Context:** The project documents analyze relevant gender context and gender differentiated benefits of energy access.

**Gender Access:** While documents do not indicate to what extent women were included in consultations, which took place in 2015, the Integrated Safeguards Data Sheet notes that consultations gave special attention to understanding gender-differentiated impacts of off-grid energy options. The document also includes women as a target group for the project.

**Gender and Care Work:** The project notes that increased access to electric tools and services can reduce women’s disproportionate share of domestic and care work. While the project will only provide electricity, it will “promote the provision of energy efficient appliances” to reduce time women spend on domestic and care work.

**Gender Inputs:** The project will create opportunities for women by targeting women entrepreneurs in trainings for renewable energy businesses. The project does not include provisions for the inclusion of sexual minorities.

**Gender Outputs:** The project includes a women beneficiary goal of at least 50 percent. However, the privatization of public goods and services has historically excluded poor Haitians, who are disproportionately women and sexual minorities.

**Gender Impact:** Privatization of Haiti’s energy grid will likely drive up prices in the long run which may harm vulnerable populations. Furthermore, the project fails to prioritize local providers and allows for international contractors. Therefore, the project might fail to reach, and even harm, poor women, men and LGBTI people even if it complies with all gender-sensitive components outlined in the PAD.

### *Recommendations*

To achieve stated project goals to reduce poverty and gender inequality, the project must:

- Support the public energy sector and local providers to increase efficiency and improve service delivery since the private sector tends to exclude energy access for poor Haitian men, women, and sexual minorities;
- Ensure short and long-term provision of affordable energy options for households, especially women and LGBTI-headed households, rather than solely developing commercial enterprises;
- Implement mechanisms detailed in project documents to ensure the inclusion of women in project planning and implementation while expanding them to include LGBTI people;
- Disaggregate project targets by gender and set gender-sensitive hiring quotas.

## **Conclusions and Recommendations**

The conclusions and recommendations below summarize patterns that emerged throughout our Project Analyses. We hope our suggestions will push IFIs to better include and benefit people of all genders and sexual orientations in Haiti and globally.

### **No Mention of Sexual Minorities**

Conclusion: Not one project that this report analyzed even mentions LGBTI people. Even projects that adequately include women throughout planning and implementation disregard sexual minorities entirely. While some RAPs include protections for ‘vulnerable groups,’ such as the elderly and disabled, LGBTI people are never listed among these groups. LGBTI people face widespread discrimination and violence in Haiti. By failing to include sexual minorities in their projects, IFIs are likely to reinforce existing inequalities.

Recommendation: Expand IFIs’ gender policies, strategies, and other guidelines to include LGBTI people. Ensure that all IFI investments identify and address LGBTI issues at each level of the project cycle from project identification and design to monitoring and evaluation. Prioritize the safety and empowerment of LGBTI people in all investments.

### **Sexual and Gender-Based Violence (SGBV) Ignored**

Conclusion: Just 4 of the 15 (26 percent) projects adequately address SGBV while 7 projects (47 percent) do not mention SGBV whatsoever. Overall, the majority of projects analyzed do not consider how project implementation will impact SGBV nor create mechanisms to prevent increased violence.

Recommendation: Incorporate strategies to prevent SGBV, particularly when the project will cause influxes of men construction workers into communities. Track rates of SGBV and STIs throughout project implementation.

### **No Human Rights Framework**

Conclusion: None of the projects analyzed address gender from a human rights perspective. Many of the projects promote women’s economic empowerment but not critically important,

complementary gender equal rights, such as the right to live free from violence and discrimination, the right to be educated, and the right to own property. WB P163313 “Additional Financing for the Improving Maternal and Child Health Through Integrated Social Services Project,” for example, promotes women’s empowerment through improved maternal health conditions but its other components on cholera treatment and vaccines ignore gender inequalities.

Recommendation: Promote gender equal rights in all projects complementarily with economic empowerment.

### **Lack of Gender-Disaggregated Data**

Conclusion: Despite the IFIs’ decades-old commitment to collect gender-disaggregated data for project indicators, the majority of projects analyzed do not do so. Without these data, IFIs risk excluding women and sexual minorities and exacerbating current gender gaps.

Recommendation: Collect baseline gender-disaggregated data for all project indicators during project design and throughout the project cycle to monitor progress. As Haiti lacks gender-disaggregated data, IFI projects could help fill this gap and identify gender inequalities.

### **Lack of Gender-Disaggregated Beneficiary Targets**

Conclusion: Only one (6 percent) project analyzed, WB P154351 “Haiti Modern Energy Services For All,” includes a women beneficiary target of at least 50 percent. Seven (46 percent) of the projects analyzed do not specify the gender makeup of target beneficiaries whatsoever. By failing to gender-disaggregate target beneficiaries, IFIs by default endorse unequal gender accrual of project benefits. Five (33 percent) projects analyzed do include gender-disaggregated targets but set their short-term women beneficiary targets below 50 percent, forgoing the possibility of achieving gender equality. No projects include beneficiary targets for sexual minorities.

Recommendation: Set gender-disaggregated beneficiary targets to benefit at least 50 percent women. Additionally, set targets for LGBTI beneficiaries.

### **Unequal Gender Access to Consultation, Training, and Employment**

Conclusion: No projects analyzed adequately include women and LGBTI people in the project cycle. Seven (46 percent) of the projects analyzed lack adequate mechanisms to ensure the inclusion of women in consultations. None of the projects required gender-equal participation in consultations or created mechanisms to ensure the inclusion of LGBTI people. Similarly, none of the projects analyzed adequately include women and sexual minorities in project implementation, such as in employment or training opportunities. These oversights will diminish women’s and LGBTI people’s control over project design and access to project benefits.

Recommendation: Create strong mechanisms to include women and LGBTI people throughout the project cycle to ensure that people of all genders and sexual orientations are able to access project benefits.

### **Disregard for Care Work**

Conclusion: Eleven (73 percent) projects analyzed ignored women’s and girls’ disproportionate share of unpaid domestic and care work. This work takes time away from education and income

generating activities, diminishes or eliminates leisure time, and heightens exposure to water borne diseases, charcoal toxins, and stress. In cases such as HA-G1031 “Climate Proofing of Agriculture in the Center-Artibonite Loop Area,” IFI investments can even exacerbate this burden by increasing time needed for domestic work. By failing to identify and address the gender implications of care work, IFI investments can reinforce and even exacerbate gender inequality. Recommendation: Incorporate mechanisms to reduce women’s and girls’ disproportionate share of care work. Ensure that women are included in all project identification, planning and implementation, with particular focus on care work activities.

### **Privatization and Resettlement**

Conclusion: Five (33 percent) of the projects analyzed may cause involuntary resettlement while 3 (20 percent) of the projects will privatize and increase the cost of basic goods, including education, electricity, and water. Historically, resettlement and privatization have disproportionately harmed women and sexual minorities. Resettlement typically increases women’s and LGBTI people’s vulnerability to SGBV, loss of livelihood, and disempowerment (Bisht 2009). Involuntary resettlement can also increase risk of adverse maternal and newborn outcomes for pregnant women (Malebranche et al. 2017). Privatization often increases the price of previously cheap or free goods and services, as described by project analyses in this report (see IDB HA-M1054 “Improve Education Equality in Haiti,” WB P154351 “Haiti Modern Energy Services for All,” and WB P148970 “HT Sustainable Rural and Small Towns Water and Sanitation Project”). While price increases harm poor Haitians of all genders, women and sexual minorities suffer disproportionately because they earn lower income and lack socio-economic bargaining power. Therefore, involuntary resettlement and privatization exacerbate existing gender inequalities.

Recommendation: Avoid involuntary resettlement and privatization of cheap or free goods and services which exacerbate gender and class inequalities. Ensure that basic goods and services are accessible to people of all genders and socio-economic backgrounds.



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## Annex 1: IFI Sector Definitions

Gender Action Sector <sup>30</sup>	IDB Sectors	WB Sectors and Themes
Agriculture and Rural Development	Includes: Agriculture and Rural Development	Includes the following sectors: Other Agriculture, Fishing and Forestry, Agricultural Extension, Research, and Other Support Activities, Agricultural markets, commercialization and agribusiness, Livestock, Fisheries, Includes the following themes: Nutrition and food security, Global food crisis response
Education	Includes: Education	Includes the following sectors: Early Childhood Education, Tertiary Education, Public Administration – Education, Primary Education Includes the following themes: Education for all
Energy	Includes: Energy	Includes the following sectors: Energy Transmission and Distribution, Public Administration - Energy and Extractives, Other Energy and Extractives, Renewable Energy Solar, Non-Renewable Energy Generation, Power, Renewable energy Includes the following themes: Climate change
Sexual and Gender-based violence	Includes: None <sup>31</sup>	Includes the following sectors: None Includes the following themes: Gender
Health	Includes: Health	Includes the following sectors: Health, Public Administration – Health, Health Facilities and Construction Includes the following themes: Child health; Health system performance; Other communicable diseases; HIV/AIDS; Injuries and non-communicable diseases; Population and reproductive health
Urban Development and Housing	Includes: Urban Development and Housing	Includes the following sectors: Housing Construction Includes the following themes: Other urban development, Participation and civic engagement, Municipal governance and institution building, Urban services and housing for the poor
Finance, Trade and Industry	Includes: Private firms and SME Development; Trade; Financial markets; Industry	Includes the following sectors: Banking Institution, Micro- and SME finance, Other Non-bank Financial Institutions, Public Administration - Financial Sector, Trade Includes the following themes: Debt management and fiscal sustainability, Other financial and private sector development, Regulation and competition policy, Trade facilitation and market access, Macroeconomic management, Micro, Small and Medium Enterprise support, State-owned enterprise restructuring and privatization, Economic statistics, modeling and forecasting, Legal institutions for a market economy, Municipal finance, Other economic management

<sup>30</sup> Sectors used throughout this report.

<sup>31</sup> The IDB does not have a 'gender' sector or theme, as the World Bank does. Rather, gender-related activities are incorporated into projects in other sectors.

Natural Disaster Management	Includes: Environment and natural disasters	Includes the following sectors: None Includes the following themes: Natural disaster management
Poverty/Vulnerability Analysis and Reduction	Includes: None <sup>32</sup>	Includes the following sectors: Public administration- Other social services, Public Administration - Social Protection, Includes the following themes: Other social protection and risk management, Income Support for Old Age, Disability & Survivorship, Poverty strategy, analysis and monitoring
Public Sector Governance	Includes: Reform/modernization of the state	Includes the following sectors: Central Government (Central Agencies), Other Public Administration, Insurance and Pension, Sub-National Government Includes the following themes: Law reform, Land administration and management, Decentralization, Tax policy and administration, Other public sector governance, Public expenditure, financial management and procurement
Tourism	Includes: Sustainable Tourism	Includes the following sectors: Tourism Includes the following themes: None
Transportation	Includes: Transportation	Includes the following sectors: Roads and highways, Rural and Inter-Urban Roads, Rural and Inter-Urban Roads, Roads and highways, Other Transportation, Urban Transport, Public Administration – Transportation, Ports/Waterways, Aviation Includes the following themes: None
Water and Sanitation	Includes: Water and Sanitation	Includes the following sectors: Irrigation and Drainage, Sanitation, Public Administration - Water, Sanitation and Waste Management, Water Supply, Other Water Supply, Sanitation and Waste Management Includes the following themes: Water resource management
Other	Includes: Water and Sanitation	Includes: Water and Sanitation

<sup>32</sup>The IDB does not have a sector or themes, as the WB does, that is dedicated to poverty/vulnerability analysis and reduction. Rather, poverty and vulnerability analysis, if addressed, is incorporated into projects under other sectors.

**Annex 2: List of WB and IDB Projects in Haiti (103 Total, August 2013 – December 2016)**

<b>World Bank Project (19 total Summer 2013-December 2017)</b>	<b>Approval Date</b>	<b>Committed Amount (US\$)</b>	<b>WB Sector (%)</b>	<b>WB Themes</b>
P132756 AF GPE to Haiti Education for All Project - Phase II	29-Jun-2013	\$0.00	Primary Education (100)	Education for all, Nutrition and food security, Rural services and infrastructure
P133352 HT Center and Artibonite Regional Development	19-May-2014	\$50,000,000.00	Rural and Inter-Urban Roads and Highways (64), General public administration sector (11), Agro-industry, marketing, and trade (9), Agricultural extension and research (9), Sub-national government administration (7)	Rural services and infrastructure Climate change, Rural markets, City-wide Infrastructure and Service Delivery, Urban planning and housing policy
P144614 Cultural Heritage Preservation and Tourism Sector Support Project	19-May-2014	\$45,000,000.00	Other social services (66), General public administration sector (17), Other domestic and international trade (6), General water, sanitation and flood protection sector (6), Public administration- Industry and trade (5)	Cultural Heritage, Other urban development, Natural disaster management, Municipal governance and institution building
P149116 Haiti - Urban Community Driven Development Project - AF	20-Jun-2014	\$7,500,000.00	General water, sanitation and flood protection sector (40), Other social services (25), General public administration sector (15), General education sector (10), Urban Transport (10)	Participation and civic engagement, Urban services and housing for the poor, City-wide Infrastructure and Service Delivery
P147608 AF for Haiti Education for All Project Phase II	25-Jun-2014	\$14,750,000.00	Primary education (100)	Education for all, Nutrition and food security, Rural services and infrastructure
P147166 HRF Grant for Strengthening Governance in Education and Water Sectors	30-Jun-2014	\$17,580,000.00	General education sector (50), General public administration sector (17), Water Supply (17), Sanitation (16)	Education for all, Water Resource Management, Public expenditure, financial management and procurement

P148970 HT Sustainable Rural and Small Towns Water and Sanitation Project	26-May-2015	\$50,000,000.00	Public administration- Water, sanitation and flood protection (36), Water supply (32), Sanitation (31), Health (1)	Rural services and infrastructure, Rural policies and institutions, Natural disaster management, Other communicable diseases
P148259 HT Strengthening Hydro-Met Services	26-Jun-2015	\$5,000,000.00	Public administration- Water, sanitation and flood protection (72), General agriculture, fishing and forestry sector (14), General water, sanitation and flood protection sector (14)	Natural disaster management, e-Government
P155191 Providing an Education of Quality in Haiti (PEQH)	10-Novemeber-2016	\$30,000,000.00	Primary education (83), Public administration- Education (17)	Human Development and Gender
P156049 Second Additional Financing Infra & Instit Emergency Recovery	10-Novemeber-2016	\$2,800,000.00	Central Government (Central Agencies) (100)	Finance, Public Sector Management, Urban and Rural Development
P157531 Statistical Capacity Building Project	24-Mar-2017	\$25,000,000.00	Central Government (Central Agencies) (100)	Public Sector Management, Human Development and Gender
P161160 Haiti Statistical Capacity Building in Education Grant	2-June-2017	\$500,000.00	Public Administration - Education (74), Primary Education (26)	Human Development and Gender
P163199, Disaster Risk Management and Reconstruction Additional Financing	8-June-2017	\$20,000,000.00	Other Public Administration (13), ICT Services (3), Rural and Inter-Urban Roads (84)	Urban and Rural Development, Environmental and Natural Resource Management
P163313 Additional Financing for the Improving Maternal and Child Health Through Integrated Social Services Project	14-June-2017	\$25,000,000.00	Public Administration - Health (8), Health (54), Health Facilities and Construction (38)	Human Development and Gender
P163194 Sustainable Rural and Small-Town Water Supply and Sanitation Additional Financing	14-June-2017	\$20,000,000.00	Water Supply (87), Public Administration - Water, Sanitation and Waste Management (13)	Urban and Rural Development, Environmental and Natural Resource Management

P163081 Relaunching Agriculture: Strengthening Agriculture Public Services II Project - Additional financing	14-June-2017	\$35,000,000.00	Agricultural Extension, Research, and Other Support Activities (47), Irrigation and Drainage (32), Public Administration - Agriculture, Fishing, & Forestry (8), Livestock (11), Agricultural markets, commercialization and agri-business (2)	Finance, Urban and Rural Development, Environment and Natural Resource Management
P155201 Municipal Development and Urban Resilience Project	20-June-2017	\$55,400,000.00	Sub-National Government (71), Other Water Supply, Sanitation and Waste Management (29)	Public Sector Management, Urban and Rural Development, Environment and Natural Resource Management
P156719 Haiti: Renewable Energy for All	25-October-2017	\$19,620,000.00	Public Administration - Energy and Extractives (33), Energy Transmission and Distribution (34), Renewable Energy Solar (33)	Human Development and Gender, Environment and Natural Resource Management
P154351 Haiti Modern Energy Services for All	25-October-2017	\$15,650,000.00	Public Administration - Energy and Extractives (24), Energy Transmission and Distribution (38), Renewable Energy Solar (38)	Human Development and Gender, Environment and Natural Resource Management

IDB Project (84 total Summer 2013-December 2017)	Approval Date	Committed Amount (US\$)	IDB Sector
HA-M1048: Carte Advantage Santé-Expansion of Basic Healthcare Services to Low-income Population	6-Sep-13	\$827,807	Health
HA-T1177: Technical and Environmental Studies National Road Rehabilitation 1	6-Sep-13	\$1,500,000	Transport
HA-T1191: Exchange between HA and CR, GU and NI on Industrial Parks	2-Oct-13	\$13,000	Industry
HA-M1049: Creating Alliances in Cocoa for Improved Access and Organization in Haiti	23-Oct-13	\$2,902,700	Agriculture and Rural Development
HA-L1079: Support for Haiti's Transportation Sector III	20-Nov-13	\$50,000,000	Transport

HA-L1087: Water Management Program in the Artibonite Basin	27-Nov-13	\$25,000,000	Agriculture and Rural Development
HA-X1032: Support to the Implementation of Education Plan and Reform in Haiti	9-Dec-13	\$3,499,200	Education
HA-G1034: Support to the Implementation of the Education Plan and Reform in Haiti	9-Dec-13	\$3,700,000	Education
HA-T1190: Procurement Capacity Building Program	11-Dec-13	\$195,000	Other
HA-T1196: Sustainable Mobility Plan & Reinvestment projects for Haiti's Northern Corridor	12-Dec-13	\$350,000	Urban Development and Housing
HA-T1195: Sustainable Mobility Plan & Preinvestment projects for Haiti's Northern Corridor	12-Dec-13	\$120,000	Urban Development and Housing
HA-L1081: Productive Infrastructure Program II	16-Dec-13	\$40,500,000	Urban Development and Housing
HA-T1200: Action Plan for C and D Countries	7-Jan-14	\$566,601	
HA-X1035: CBHF to Clinton Foundation for Universite d'État d'Haiti	10-Feb-14	\$1,866,112	
HA-T1194: Support to Preparation of Operation HA-L1090-HA-G1032	21-Apr-14	\$400,000	Water and Sanitation
HA-T1199: Leadership Program at Municipal and Community Level in Northern Haiti - Phase I	6-May-14	\$210,000	
HA-L1088: Institutional Strengthening and Reform of the Transport Sector I	28-May-14	\$12,000,000	Transport

HA-G1033: Institutional Strengthening and Reform of the Transport Sector I	28-May-14	\$7,000,000	Transport
HA-G1032: Institutional Strengthening and Reform of the Water and Sanitation Sector I	28-May-14	\$14,000,000	Water and Sanitation
HA-L1090: Institutional Strengthening and Reform of the Water & Sanitation Sector	28-May-14	\$15,000,000	Water and Sanitation
HA-L1089: Support for Transport Sector in Haiti IV	12-Jun-14	\$50,000,000	Transport
HA-X1034: Support to the Implementation of the Education Plan and Reform in Haiti	2-Jul-14	\$637,674	Education
HA-T1197: Support to the Institutional Reform of the Agricultural Sector III	3-Jul-14	\$600,000	Agriculture and Rural Development
HA-T1180: Mitigating the Environmental Impacts of the PIC in the Caracol Bay	19-Aug-14	\$180,000	Environment and Natural Disasters
HA-T1203: Best Practices of Chilean Public Investment System for Haiti	31-Oct-14	\$20,000	Regional Integration
HA-T1202: Enhancement of the E-Government Unit Services	19-Nov-14	\$500,000	Reform / Modernization of the State
HA-L1080: Support to the Education Plan and Reform in Haiti - IV	26-Nov-14	\$24,000,000	Education
HA-T1198: Road Infrastructure Rehabilitation and Urban Transportation Improvement	4-Dec-14	\$500,000	Transport
HA-T1205: Exchange of Experiences between Haiti and Belize on Coastal Tourism Issues	10-Dec-14	\$20,000	Sustainable Tourism

HA-X1036: Productive Infrastructure Program III	11-Dec-14 (canceled, was \$15,000,000)		Urban Development and Housing
HA-L1091: Productive Infrastructure Program III	11-Dec-14	\$55,000,000	Urban Development and Housing
HA-L1100: Rehabilitation of the Peligre Transmission Line	17-Dec-14	\$7,700,000	Energy
HA-G1030: Rehabilitation of Peligre Transmission Line	17-Dec-14	\$16,000,000	Energy
HA-M1051: Expansion of Savings Opportunities for Remittance Recipients in Haiti	18-Dec-14	\$552,800	Financial Markets
HA-T1210: Action Plan for C and D Countries	7-Jan-15	\$558,046	
HA-X1037: Creating Alliances in Cocoa for Improved Access and Organization in Haiti	15-Jan-15	\$1,111,110	Agriculture and Rural Development
HA-G1222: Action Plan for C and D Countries	22-Jan-15	\$910,000	
HA-M1052: Scaling the Delivery of Clean Energy in Haiti through Diaspora Engagement and Ag	21-Apr-15	\$899,029	Energy
HA-M1050: Scaling Up the Smallholder Alliance for Sorghum in Haiti (SMASH)	29-Apr-15	\$2,020,807	Agriculture and Rural Development
HA-M1057: PROADAPT - Scaling Up the Smallholder Alliance for Sorghum in Haiti	29-Apr-15	\$452,796	Environment and Natural Disasters
HA-T1207: Water Availability in the Southern Coast	19-May-15	\$500,000	Water and Sanitation



HA-L1099: Institutional Strengthening and Reform of the Transport Sector II	20-May-15	\$27,000,000	Transport
HA-T1204: Support for Institutional Strengthening in the Transport Sector	3-Jun-15	\$400,000	Transport
HA-T1209: Strengthening of the PIC's Environmental, Health and Safety Capacity	18-Jun-15	\$400,000	Environment and Natural Disasters
HA-L1096: Artisanal Fisheries Development Program	24-Jun-15	\$15,000,000	Agriculture and Rural Development
HA-T1212: Support Preparation of Water & Sanitation Investment Program in Cap Haitian	31-Jul-15	\$1,400,000	Water and Sanitation
HA-T1214: Support the preparation of third investment program in drinking water and sanitation	25-Sep-15	\$1,150,000	Water and Sanitation
HA-M1054: Improve education quality in Haiti	14-Oct-15	\$1,501,565	Education
HA-L1098: Support for Haiti's Transport Sector V	28-Oct-15	\$65,000,000	Transport
HA-T1213: Improving Export and Import processes and developing an e-customs model	23-Nov-15	\$350,000	Trade
HA-T1216: Improvement of Solid Waste Management in the Northern Region of Haiti	9-Dec-15	\$300,000	Water and Sanitation
HA-L1113: MOKAFE, A Cup of Hope Coffee Project	10-Dec-15	\$700,000	Agriculture and Rural Development
HA-L1101: Productive Infrastructure Program IV	14-Dec-15	\$41,000,000	Urban Development and Housing

HA-L1097: Natural Disaster Mitigation Program II	14-Dec-15	\$42,750,000	Agriculture and Rural Development
HA-G1031: Climate Proofing of Agriculture in the Center-Artibonite Loop Area	14-Dec-15	\$4,500,000	Environment and Natural Disasters
HA-S1013: MOKAFE, A Cup of Hope Coffee Project	31-Jan-16	\$920,000	Agriculture and Rural Development
HA-M1055: Establishment of a CFE within the Fédération Le Levier network in Haiti	3-Feb-16	\$1,000,000	Private Firms and SME Development
HA-L1108: Establishment of a CFE within the Fédération Le Levier network in Haiti	3-Feb-16	\$500,000	Private Firms and SME Development
HA-G1035: Productive Infrastructure Program III	3-Mar-16	\$15,350,000	Urban Development and Housing
HA-T1224: Exchange of Experiences between Belize and Haiti on the Fishery	13-Jun-16	\$20,000	Agriculture and Rural Development
HA-T1223: Private Schooling and School Choice in Haiti	20-Sept-16	\$150,000	Education
HA-L1126: Support for the Fifth Population and Housing Census	25-Oct-17	\$8,000,000	Reform / Modernization of the State
HA-L1102: Support to the Education Reform	Preparation	\$28,000,000	Education
HA-L1103: Port-au-Prince Water and Sanitation Project III	5-Oct-17	\$57,000,000	Water and Sanitation
HA-T1206 Improvement of Sediment Management of the Peligre Reservoir	16-July-2016	\$900,000	Agriculture and Rural Development

HA-L1107: Technology Transfer to Small Farmers II	1-Nov-17	\$40,000,000	Agriculture and Rural Development
HA-L1105 Institutional Strengthening and Reform of the Water and Sanitation Sector II	Preparation	\$27,000,000	Water and Sanitation
HA-T1221: Enhancing Women's Economic Opportunities and Safety in Haiti	03-August-2016	\$380,000	Social Investment - Gender Equality & Women's Empowerment
HA-L1104: Transport and Departmental Connectivity	Preparation	\$50,000,000	Transport
HA-L1106: Solid Waste Project in Cap Haitien	Preparation	\$35,000,000	Water and Sanitation
HA-L1093 Institutional Strengthening and Reform of the Agriculture Sector III	Preparation	\$15,000,000	Agriculture and Rural Development
HA-M1058 Sustainable and Ecological Sanitation Services for Impoverished Urban Populations in Haiti	30-September-2016	\$450,000.00	Agriculture and Rural Development
HA-T1219: Irrigation infrastructure information system	7-October-2016	\$550,000.00	Agriculture and Rural Development
HA-T1215: Leadership Program at Municipal and Community Level in Northern Haiti – Phase II	7-October-2016	\$550,000.00	Other
HA-T1228: Support to the Execution of Transport Projects in Haiti	13-December-2016	\$500,000.00	Transport
HA-T1234 Revitalization of The Cacao and Coffee Sectors in The Grand'Anse Post Hurricane Matthew	12-September-2017	\$2,284,370.00	Agriculture and Rural Development
HA-T1237 Creation of a Mixed Economy Society for the Management of Public Services in Northern Haiti	13-October-2017	\$450,000.00	Water and Sanitation

HA-L1126 Institutional Strengthening of the Haitian Statistical and Informatics Institute (HSI) and Support for the Fifth Population and Housing Census	25-October-2017	\$8,000,000.00	Reform / Modernization of the State
HA-L1103 Port-au-Prince Water and Sanitation Project III	25-October-2017	\$65,000,000.00	Water and Sanitation
HA-T1235 Support for the Creation of an Innovation and Entrepreneurship Ecosystem in Northern Haiti	26-October-2017	\$180,000.00	Private Firms and SME Development
HA-L1107 Agricultural and Agroforestry Technological Innovation Program - PITAG	1-November-2017	\$75,859,305.00	Agriculture and Rural Development
HA-G1038 Agricultural and Agroforestry Technological Innovation Program - PITAG	1-November-2017	\$10,000,000.00	Agriculture and Rural Development
HA-T1238 Land Tenure and Land Use in Rural Areas	7-November-2017	\$150,000.00	Agriculture and Rural Development
HA-T1239 Comprehensive Analysis of the Management of the Water Resources Supply for the Metropolitan Region of Port-au-Prince	21-November-2017	\$700,000.00	Water and Sanitation

### Annex 3: Scorecard: Gender Sensitivity of Selected WB and IDB Projects

Summary Gender Analysis of Select IDB and WB Investments Summer 2013-December 31, 2017										
Gender Action										
<u>OVERALL SCORE:</u> green = strong gender sensitivity yellow = moderate gender sensitivity red = weak gender sensitivity purple = likely harmful gender impacts	Gender and Human Rights	Gender In/Equality	Gender Data	Sexual and Gender-Based Violence	Gender Context	Gender Access	Gender and Care Work	Gender Inputs	Gender Outputs	Gender Impact
<b>AGRICULTURE AND RURAL DEVELOPMENT</b>										
HA-S1013, HA-L113: MOKAFE, A Cup of Hope Coffee Project (IDB)	0	-1	0	0	0	0	0	0	-1	0
<b>NATURAL DISASTER MANAGEMENT</b>										
HA-G1031 : Climate Proofing of Agriculture in the Center-Artibonite Loop Are (IDB)	0	0	1	0	0	1	-1	1	0	1
<b>WATER AND SANITATION</b>										
HA-T1212 : Support Preparation of Water & Sanitation Investment Program in Cap Haitien (IDB)	0	0	0	0	0	0	0	0	0	1
P148970 : HT Sustainable Rural and Small Towns Water and Sanitation Project (WB)	0	2	2	2	2	2	1	1	1	-1
P163194: Sustainable Rural and Small Town Water Supply and Sanitation Additional Financing (WB)	0	1	1	1	2	1	0	0	1	1
<b>EDUCATION</b>										
HA-M1054 : Improve Education Quality in Haiti (IDB)	0	2	1	0	1	-1	0	1	1	1
HA-G1034 : Support to the Implementation of the Education Plan and Reform in Haiti (IDB)	0	0	1	0	0	1	0	0	0	0
<b>URBAN DEVELOPMENT AND HOUSING</b>										
HA-T1196 : Sustainable Mobility Plan & Preinvestment projects for Haiti's Northern Corridor (IDB)	0	0	0	0	0	0	0	0	0	0
HA-L1126 : Support for the Fifth Population and Housing Census (IDB)	0	0	0	0	0	0	0	0	0	0

<p><u>OVERALL SCORE:</u>  green = strong gender sensitivity  yellow = moderate gender sensitivity  red = weak gender sensitivity  purple = likely harmful gender impacts</p>	Gender and Human Rights	Gender In/Equality	Gender Data	Sexual and Gender-Based Violence	Gender Context	Gender Access	Gender and Care Work	Gender Inputs	Gender Outputs	Gender Impact
<b>TRANSPORTATION</b>										
HA-L1104 : Transport and Departmental Connectivity (IDB)	0	0	0	0	0	0	0	0	0	0
HA-L1098 : Support for Haiti's Transport Sector V (IDB)	0	2	0	1	0	1	0	1	2	1
P133352 : HT Center and Artibonite Regional Development (WB)	0	2	1	2	2	2	2	1	2	1
<b>TOURISM</b>										
P144614 : Cultural Heritage Preservation and Tourism Sector Support Project (WB)	0	0	2	1	0	1	0	1	2	1
<b>HEALTH</b>										
P163313 Additional Financing for the Improving Maternal and Child Health Through Integrated Social Services (WB)	0	2	1	2	2	0	2	0	1	1
<b>ENERGY</b>										
P154351: Haiti Modern Energy Services For All (WB)	0	2	2	2	2	1	2	1	-1	-1
<p>Note: The ten gender indicators comprise the Essential Gender Checklist (see Annex 4) in Gender Action's Gender Toolkit for International Finance-Watchers (Gender Action 2013c). The EGC rankings provide the basis to deduce patterns and outliers for this report's analysis.</p>										

## Annex 4: Gender Action’s Essential Gender Analysis Checklist



### Gender Action’s Essential Gender Analysis Checklist

Updated July 2018

This qualitative checklist reveals the extent to which gender-related issues are addressed from a rights-based approach\*:

1. Approaches gender issues from a human rights perspective ( <b>gender and human rights</b> );
2. Acknowledges and seeks to redress inequalities between people of all genders; explicitly promotes equality between people of all genders ( <b>gender in/equality</b> );
3. Provides and analyzes gender-disaggregated data as part of the background/justification for the project’s existence and design; includes gender-disaggregated indicators for project monitoring purposes (including data on gender participation in planning, implementation and monitoring and evaluation ( <b>gender data</b> );
4. Evaluates situations where sexual and gender-based violence (SGBV) may be more likely to occur and proposes methods to prevent SGBV in affected households, communities and among project workers ( <b>sexual and gender-based violence</b> );
5. Analyzes gender relations, dynamics and inequalities within relevant political, legal, geographic, economic, historical and/or social contexts to be considered throughout the project cycle ( <b>gender in context</b> );
6. Examines how gender inequalities uniquely affect people of all genders’ abilities to participate in the project cycle and benefit from project outputs and outcomes, including whether user fees and other harmful conditions promoted through the project may differentially affect access to services for people of all genders ( <b>gender access</b> );
7. identifies and seeks to value women’s’ and girls’ disproportionate share of unpaid time devoted to traditionally feminine care work, including cooking, cleaning, child care, and water and fuel collection ( <b>gender and care work</b> );
8. Promotes the equal opportunity for those who are directly or indirectly affected by the project to participate throughout the project cycle—from planning to implementation to monitoring and evaluation—including women, LGBTI people, and other vulnerable groups, as appropriate; collect data on participation by gender ( <b>gender inputs</b> );
9. Plans project outputs and outcomes that accommodate and respond to the differential needs of people of all genders ( <b>gender outputs</b> ); and
10. Considers the differential longer-term impacts of projects and/or IFI-endorsed policies on people of all genders ( <b>gender impact</b> ).

*\*This checklist is part of Gender Action’s Gender Toolkit for International Finance-Watchers at [http://www.genderaction.org/publications/IFI-Watcher\\_Toolkit.pdf](http://www.genderaction.org/publications/IFI-Watcher_Toolkit.pdf)*

## Annex 5: Project Documents Analyzed

Project Name	Documents Analyzed
IDB HA-S1013, HA-L113: MOKAFE, A Cup of Hope Coffee Project	Social Entrepreneurship Program: Project Synthesis (2015)
IDB HA-G1031: Climate Proofing of Agriculture in the Center-Artibonite Loop Area	Project Profile (2014), Social Management Report (2015)
IDB HA-T1212: Support Preparation of Water & Sanitation Investment Program in Cap Haitien	Technical Cooperation Document (2015)
WB P163194: Sustainable Rural and Small Town Water Supply and Sanitation Additional Financing	Project Paper (2017), Integrated Safegaurds Data Sheet (2017)
WB P148970: HT Sustainable Rural and Small Towns Water and Sanitation Project	Resettlement Action Plan (2015), Integrated Safeguard Data Sheet (2015), Project Appraisal Document (2015)
IDB HA-M1054: Improve Education Equality in Haiti	Donors Memorandum (2016), Multilateral Investment Fund Abstract (2015, 2016)
IDB HA-G1034: Support to the Implementation of the Education Plan and Reform in Haiti	Project Profile (2011), Grant Proposal (2011)
IDB HA-T1196: Sustainable Mobility Plan & Pre-investment projects for Haiti's Northern Corridor	Technical Cooperation Document (2013)
IDB HA-L1126: Support for the Fifth Population and Housing Census	Project Profile (2016), Grant Proposal (2017)
IDB HA-L1104: Transport and Departmental Connectivity	Project Profile (2015)
IDB HA-L1098: Support for Haiti's Transport Sector V	Grant Proposal (2015), Safeguard Policy Filter Report (2015), Environmental and Social Management Report (2015), Remedial Environmental and Social Action Plan (2015), Resettlement Action Plan (2015), Environmental and Social Impact Assessment (2015), Monitoring and Evaluation Plan (2015), Technical Annex (2015), Project Profile (2015)
WB P133352: HT Center and Artibonite Regional Development	Project Appraisal Document (2014), Resettlement Action Plan (2014), Implementation Status and Results Report (2016)
WB P144614: Cultural Heritage Preservation and Tourism Sector Support Project	Project Appraisal Document (2014)
WB P163313: Additional Financing for the Improving Maternal and Child Health Through Integrated Social Services Project	Project Paper (2017), Project Information and Integrated Safegaurds Sheet (2017), Environmental Assessment (2017), Resettlement Plan (2017)
WB P153351: Haiti Modern Energy Services for All	Project Information Document (2016), Integrated Safegaurds Data Sheet (2016), Resettlement Plan (2016), Environmental Assessment (2016), Project Appraisal Document (2017)





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