

Gender and Transport in Haiti

Gender Diagnostic and Gender Action Plan: Executive Summary

1. Country Gender Profile

In the last decades, Haiti made considerable strides in the promotion of an inclusive and equal development. Partly to the main international and regional instruments that promote gender equality, Haiti developed also national legislation to protect women and men's rights. National institutions have been established to create policies and implement programs to address gender-based inequalities and support women's empowerment, such as the Ministry for the Status of Women and Women's Rights, the Gender Equality Office for the parliament and gender focal points in different ministries.

Despite the considerable efforts, weak institutional capacity in the application of these measures paired with socio-cultural norms that perpetuate discriminatory practices among girls and women still hinder the advancement of Haitian women. Ranking 163rd in the Gender Equality Index, Haiti positions itself significantly lower than other countries in the region, such as Cuba (62), Costa Rica (63) and Trinidad and Tobago (67).¹ Although poverty does not differ by gender, gender segregation is palpable both in education, health and labor outcomes. Women's literacy rate is lower compared to men and the female population has on average 2 years less of education.² With regards to maternal mortality, Haiti, with 380 deaths per 100,000 live births, stands 5 times higher of the regional average.³ Gender-based violence, which tends to increase in emergency situations such as natural disasters, is also predominant in many women's lives and 27 percent of Haitian women report having experienced physical violence and 13 percent sexual violence from the age of 15.⁴

Despite Haitian women representing 52 percent of the population and head 44 percent of the households, they are 20 percentage points more likely to be unemployed compared to men.⁵ In addition, three out of four women are employed in the informal market and in low wage jobs, such as in domestic works, in the agriculture sector and in the commercialization of agriculture products and manufactured goods. Historically, Haitian women have been engaged in the trade of local and regional products. These Haitian female traders are called Madan Sara (MS). Connecting the business activities between the countryside and the cities, MS ensure mainly the distribution of the national agricultural production. Besides agriculture products, they also trade manufactured goods – such as cosmetics, dresses and shoes. Nowadays, the scope of MS' action extends across regional borders and they often reach far away countries for their purchases and selling.

Gender occupational segregation is particularly evident in the transport, infrastructure and construction sectors, which often tend to be better remunerated and more competitive than other sectors. During the Haitian post-earthquake reconstruction, trainings and income-generating opportunities promoted by infrastructure projects tended to benefit more men than women.⁶ In addition, infrastructure investments have often disregarded women's specific needs and challenges with the subsequent result of broadening the already existing gaps between women and men, including the economic and employment ones. Shortage of

¹ UNDP, Human Development Report, 2016.

² WB, Systematic Country Diagnostic, 2015.

³ WHO, Haiti: National Health Expenditures, 2014.

⁴ UNFPA, Gender Based Violence Rapid Assessment Report, 2016.

⁵ WB, Systematic Country Diagnostic, 2015.

⁶ PDNA, Haiti Earthquake PDNA: Assessment of damage, losses, general and sectorial needs, 2010.

⁷ UNFPA, Gender Based Violence Rapid Assessment Report, 2016.

⁸ WB, Systematic Country Diagnostic, 2015.

⁹ PDNA, Haiti Earthquake PDNA: Assessment of damage, losses, general and sectorial needs, 2010.

proper consultations among female groups for projects' design resulted also in negative consequences for girls and women, including insecure and inappropriate means of transport and difficulties in accessing trainings and income generation opportunities.

In Haiti, differences in gender roles and norms influence women and men's modes of transport and travel patterns. Based on their productive, reproductive and community roles, men and women have different transport modes. While men often drive vans, cars and motorcycles, walking and shared transport means remain the prevalent travel forms for women. Women and children also head load as a freight transport method. In terms of mobility, women have more complex travel patterns than men, combining their household chores and care giving tasks with income-generating activities and community obligations. Men, on their side, usually travel for economic reasons, such as going to their work place. Existing gender differences in modes of transport and travel patterns have also a direct impact on women and girls' security. While walking in isolated areas or after dark and while waiting for the shared transport means, women and girls are often exposed to violence, including physical and sexual violence

2. Why investing in the gender and transport agenda?

Transport infrastructures aim at improving people's wellbeing by providing better access to services and goods, and promoting economic and social benefits. Although construction of transport infrastructures are intended to equally benefiting the entire population, the Haitian experience teaches that men and women benefit differently from these services. Beyond the differences that they experience as consumers of the provided services, men and women do not equally benefit from the working opportunities emerging during the development of a transport infrastructure. As a matter of fact, the Haitian transport sector is a male-dominated area where women are often underrepresented, both as consumers, suppliers, labor force and decision makers.

This situation represents a lost opportunity for the entire population, specifically for the female one, contributing at perpetuating gender discriminatory dynamics that hinder women's socio-economic advancement and their participation in decision-making processes. Gender occupational segregation negatively impacts the infrastructure sector as well, as half of the productive potential and human capital is under-utilized or unutilized. It has been widely recognized that investing in women's employment is essential for business development and that companies promoting this strategy enhance their productivity, improve their staff retention and gain a wider talent pool.⁷ Narrowing the gender gap in the labor market can boost also the economy of emerging markets up to 14 percent of the GDP.⁸

3. What has been done so far?

To date, the gender and transport agenda has been developed in Haiti and much more is still needed to cultivate the potential of this area. The IADB, the World Bank (WB) and USAID are the three main organizations that have been supporting gender interventions in transport operations in Haiti. These organizations have been focusing mainly on women's trainings and capacity building on non-traditional jobs, including masonry, heavy machine operation, road maintenance and carpentry. Specifically, since 2011 the IADB has developed two main programs in the Haitian transport sector, the

⁷ IFC Jobs Study, Assessing Private Sector Contributions To Job Creation And Poverty Reduction, 2013

⁸ Goldman Sachs, Women Hold Up Half the Sky, Global Economics Paper No: 164, 2008

*Women and Men Equality Program (EFH) and the Integration of Gender, HIV/AIDS and First Aid in Reconstruction Campsites Program (IGHFA).*⁹ Its approach focused mainly on i); facilitating women's inclusion in road construction labor market; and ii) addressing the social and gender-specific risks related to the development of transport infrastructure and labor influx (see box 1).

| Box 1: Gender-sensitiveness in IADB transport operations in Haiti | | | | | | |
|---|--|-----------------------------|-------------|---------------|-----|----|
| Categories | Areas of intervention | Interventions sub-areas | Donors | GOH recipient | YES | NO |
| Gender-Sensitive Interventions For Beneficiaries As Transport Service Users | Road infrastructure | Primary roads | IADB | MCFDF | X | |
| | | Secondary roads | | | | X |
| | | Tertiary roads | | | | X |
| | Maritime infrastructure | | | | | X |
| | Air infrastructure | | | | | X |
| | Railway infrastructure | | | | | X |
| | Intermediate Modes of Transport | | | | | X |
| | Non-motorized transport | | | | | X |
| | Pedestrian environment | | | | | X |
| | Public Transport | | | | | X |
| | Vehicle and facility design | | | | | X |
| | Transport Safety ¹⁰ | | IADB & CIDA | MCFDF | X | |
| | Transport Security | | | | | X |
| | Livelihood support | | | | | X |
| | Production enhancement | | | | | X |
| | Marketing enhancement | | | | | X |
| Gender-Sensitive Interventions For Beneficiaries As Transport Service Providers | Women's training on male traditional works | | IADB & CIDA | MCFDF | X | |
| | Internships opportunities | | | | | X |
| | Employment opportunities | | | | | X |
| | Safety at work | | IADB & CIDA | MCFDF | X | |
| | Security at work | | | | | X |
| | Awareness raising on gender segregation in the construction sector | Government | IADB & CIDA | MCFDF | X | |
| | | Private sector | IADB & CIDA | MCFDF | X | |
| | | CSOs | IADB & CIDA | MCFDF | X | |
| | | Communities | IADB & CIDA | MCFDF | X | |
| | | Interventions targeting men | | | | X |
| Social Safeguards | Displacement and resettlement | | | | | X |
| | Land rights | | | | | X |

⁹ The EFH was part of the HA-L1019, which aimed at improving the Haitian Southwest Departments roads. Through the: i) promotion of female trainings on the utilization of heavy machineries, the maintenance of roads and the development of micro entrepreneurial skills; and ii) the creation of transport microenterprises managed by mainly female projects' beneficiaries, EFH's main objective was to create equal working opportunities for both women and men in the transport sector. The IGHAF was part of the HA-L1079, a transport project aiming at improving the connectivity between different regions of the country by reducing transportation costs and time. Supporting: i) trainings on construction techniques among women; ii) HIV/AIDS and GBV awareness raising interventions among local community and construction workers; and iii) first aid trainings for construction workers; the IGHAF aimed at facilitating women's inclusion in road construction market and at reducing the spread of HIV/AIDS and GBV and the risks of accidents at work place.

¹⁰ *Transport safety* is defined as "...vulnerability to accidental injury (usually involving at least one vehicle as the instrument causing the injury). *Transport security* is defined as "vulnerability to intentional criminal or antisocial acts suffered by those engaged in trip making", WB *Cities on the move*, 2002.

| | | | | | | |
|--|--------------------------------------|-----------------------------|------|-------|---|---|
| | Livelihood support | | | | | X |
| | Social risks related to labor influx | STIs | IADB | MCFDF | X | |
| | | HIV transmission | IADB | MCFDF | X | |
| | | Gender-Based Violence (GBV) | IADB | MCFDF | X | |
| | | Transactional sex | | | | X |
| | | Commercial sex | | | | X |
| | | Adolescent pregnancy | | | | X |
| | | Child marriage | | | | X |
| | | Child Labor | | | | X |
| | | Human Trafficking | | | | X |
| | | Children abandonment | | | | X |
| | | Family disruption | | | | X |

Considering these opportunities and the critical gender gaps that still characterize the Haitian transport sector, this document provides a summary of some of the main gender and transport issues found in Haiti as well as a first draft of a Gender Action Plan (GAP) aimed at identifying potential areas of gender interventions in transport operations.

At this regards, several investigations have been carried out in 2016 and 2017¹¹ to identify and analyze the transport constraints faced by local women and inform the GAP. Based on the current status of analysis and identified priority areas of interventions, potentially the GAP will focus on supporting the business development of two specific female sub-groups, composed by Madan Sara (MS) and female mango producers and traders (MPT) in the Artibonite area.¹² Given this focus, in depth interviews have been conducted among gender, transport and agriculture specialists working in Haiti. The decision of focusing on MS is related to their critical role in the local labor market and to the peculiarity of their work, which requires a lot of travels among different regions. MS represent 80 percent of the Haitian informal labor market comprising the main source of income for most of the female population and their related families.¹³ Being the Haitian trade's network, MS travel a lot in the country having thus specific transport needs. With regard to the selection of women working in the mango value chain, this is also related to the critical role that women play in this sector, being the main representatives both in the mango production and local trade. Specifically to the transport sector, as outlined in a study developed by the WB to analyze the mango value chain, roads are essential for the sustainability and functioning of the mango market and their bad conditions constantly hinder access to mango plots and mangos commercialization.¹⁴ In addition, the IADB is planning future transport investment in the Artibonite, the main mango production area in Haiti. At this regard, a deeper investigation of the main transport constraints experienced by these local female population is instructive to guide the design of potential transport operations in this region.

4. What have we learned so far about the Haitian gender and transport agenda?

¹¹ Including hiring a gender consultant to support the transport team in the elaboration of this document through literature review, field visits, interviewing key actors working on transport and gender in Haiti and organizing focus groups with Haitian women (Madan Saras, and female mango producers).

¹² For further details on current status of analysis and priority areas, please refer to December 2016 Haiti Mission and Focus Groups Report.

¹³ PNUD, *Entrepreneures Dans L'économie Haitienne*, 2015.

¹⁴ WB, *Analyse des chaînes logistiques en Haïti Caractéristiques de la filière mangue*, 2014.

Based on the developed activities and in-depth analysis, some critical domains have been identified to guide the development of the Haitian gender and transport agenda. The domains have been divided into 3 main areas corresponding to: i) sectorial and structural factors; ii) women as transport service' users; and iii) women as transport service' providers.

SECTORIAL AND STRUCTURAL FACTORS

a. The gender agenda, a secondary issue in the transport sector

In order to understand the current background to promote the gender agenda, interviewees have been asked what are the most relevant challenges that they might face in engendering the transport sector. The main reported reason is that gender issues are not among the main priorities in the transport sector and thus are not included in most of the transport operations. If the gender agenda is perceived as a secondary aspect in the transport sector and its potentialities as promoter of a more inclusive and sustainable development are not realized, funds availability might also become a challenge since there is no interest to invest in this area.

b. Limited gender knowledge in the transport sector

The conducted investigations among transport specialists testify as well that the links between gender issues and the transport area are still unknown to most of the sector specialists. Despite this shortage of knowledge, all interviewed specialists demonstrated interest in engaging in this area as a gender lens could improve project's outcomes and benefit more its beneficiaries. Specialists underlined that a sector change is also required to integrate this approach into transport operations. If investments' perspective and operations' evaluation criteria remain focused on the technical and "material" aspects of the interventions and do not devote specific attention to their beneficiaries, it will be difficult to integrate a gender-perspective in transport operations.

c. Criticality of primary, secondary and tertiary roads' conditions

Discussions conducted among MS and MTP made clear that investments in the rehabilitation of primary, secondary and tertiary roads are fundamental to support their daily lives and business development. Primary roads' condition is very bad as they are dirt roads with deep holes often hindering vehicles' transit. This situation is exacerbated during the rainy season when roads become impracticable. Secondary roads are also unpaved and in bad conditions. In many case they are built inside the riverbed, which makes them unusable during the rainy season. In addition, damages to secondary and primary roads challenge products transportation, further exacerbating MS and MPT's mobility and business development. During the rainy season, tertiary roads are also over floated and plantations are isolated and cannot be reached even by foot. A similar challenge is experienced with bridges connecting different roads' sections. During the rainy season the rivers fill in passing over the roads leaving the road sections connected by the bridge disconnected.

Primary, secondary and tertiary roads play a vital role in the development of the MS' businesses. Production corridors are essential to guarantee the development of MS' work,

as they are the channels nurturing local business development. Connecting the plantations to the main roads, secondary and tertiary roads are fundamental for allowing the functioning from the production to the commercialization phases. On the other side, primary roads are the arterials that connect rural areas to main urban and peri-urban centers facilitating the trade flux.

Roads networks are also vital for the proper functioning of the mango value chain. As in many areas roads are inexistent, mangos have to be carried either by animals or producers who have to walk for long distances, influencing their transportation's time and quantity. Conditions of agriculture roads are hardly practicable during the rainy season resulting in transport difficulties from the pre-packaging centers to markets and exporting factories. In addition, during the rainy season producers have to cross overflowed rivers to reach their plots putting their lives under serious risks. Roads deterioration often causes damages to old trucks as well leading to significant deterioration of the cargo, as mango can remain many hours in the truck under unfavorable conditions and temperatures.

WOMEN AS TRANSPORT SERVICES' USERS

a. MS and MPT's specific transport needs

Roads are certainly needed by all population but in some cases women are even more in need of them. Given their multiple roles in the society, women usually move around more times during a day compared to men, such as to go to health centers, markets, take kids to school, go to markets, collect water and firewood, in addition of using roads for business purposes. This travel pattern increases their vulnerability to security, safety and affordability issues. The focus groups (FGs) conducted among MS and MPT informed about their specific transport needs. Given MS' and mango traders' business peculiarity, which require them to travel along different countries' areas, they would need affordable, secure, on time and properly maintained transport means to appropriately develop their business, attend clients' demand and coordinate their private and professional lives. Instead scarcity, disorganizations and low quality of shared transport means are negatively influencing the development of MS and MPT's business. Although the high demand, trucks are not enough and many times MS and mango traders have to wait hours on the road for another truck to carry their products. Transport costs are also too high and lack of security and safety measures often poses women's life at risk.

b. MS and MPT's difficulties in covering transport costs

Transport's affordability is also a critical question to be taken into consideration, especially for those women who are engaged in business activities between rural and urban areas and has to travel frequently, such as MS. In addition, some structural issues further exacerbate transport costs. Due to road deteriorations and lack of transport means' organizations, often time MS have to pay double fares to get their merchandise to the markets. Deterioration of secondary and tertiary roads poses also a significant problem. As the condition of the roads does not allow shared vans to reach plantations, both MS and MPT are obliged to pay multiple transport means to reach them. In addition, after the hurricane Matthews' arrival and the consequent damages of the harvests, MS who work in the south regions are obliged to travel longer distances to find available products increasing their travel costs.

c. Female low personal security and high level of Gender-Based Violence (GBV)

When discussing about personal security related to travels, GBV has been pointed out among the main gender challenges faced by local women in the transport sector. This position has been supported also during the FGs with MS and MPT. Both groups highlighted the numerous security challenges they face while travelling, including armed and personal attacks that can exacerbate into physical violence and rape. Often times MS are attacked along the way to the markets. Attackers look for money and mobile phones but cases of rapes and violence might also happen. In addition, buses and vans are usually squeezed and women are often victims/survivor of physical harassments.

d. Shortage of travel safety

Travel safety plays also a critical challenge for both MS and MPT, especially when travelling with their merchandise. Trucks are overcharged and often MS travel on the trucks upon the merchandise risking falling down and injuring themselves. Cases of fatalities have also been reported due to the unsafe travel conditions. Measures to prevent roads users' injuries and fatalities are lacking and there are no interventions to safeguard vulnerable road users, such as pedestrians, cyclists and motorcyclists. Due to roads bad conditions, accidents happen quite often delaying the merchandise's deliver and exposing travellers to risks and lost of their products. In addition, markets are usually set up in inadequate and risky places mainly along the main roads.

e. Low transport quality

Low quality of transport poses relevant challenges as well, especially for girls and women, as they are frequent users of shared transport means. Trucks carrying MS, MPT and their merchandise break down often along the way, as they are damaged and very old. This poses MS and MPT in an unfavorable position as they lose time to reach the selling points and are exposed to undesired risks, such as accidents, armed attacks and spending the night over the street.

f. High informality in the female labor market

High levels of informality characterize the Haitian labor market. Shortage of access to formal jobs, unpaid works and difficulties in accessing credits are different representations and/or consequences of informality. A strong link exists between informality and poverty and with sixty percent of the population living below the poverty line, 95 percent of the country's business pertains to the informal market.¹⁵ Women, including most of MS and MPT, are at the forefront of it, moving 80 percent of the informal market with three out of four of them employed in it.¹⁶ Despite the fact that this primarily female business remains the main income source for most of the country's families, it is still mostly pertain to informal economic activities. MS and MPT do not benefit from workplace regulations and social protection schemes and they are locked in low productivity activities, with few

¹⁵ WB, Haiti Country Strategy, 2016-2019.

¹⁶ WB, Systematic Country Diagnostic, 2015.

opportunities for economic mobility. As reported by MS and MPT, its informality is currently causing many difficulties both in terms of business' sustainability, which directly affects women, and of financial benefits deriving from it, which affects the country's economy.

g. MS and MPT's limited access to credits

Focus groups and in-depth interviews informed that the most critical barrier faced by Haitian women is related to access to credit. This situation is mainly linked to the high interest rates proposed by microcredit financial institutions and to women's engagement in the informal labor market. Both MS and MPT reported that their business' informality is the main obstacle to access credits and thus among the main factors hindering their business development. Despite the existence of microcredit institutions and the promotion of pioneering programs piloted by few banks in the country to support access to credits for informal works, interest rates are extremely high and women cannot afford to access them. Shortage of access to credits influence also women's affordability to access transport means. In addition, multilateral development banks (MDBs), including the IADB and its Multilateral Investment Fund (MIF), tend to promote access to credit among formal enterprises, leaving thus behind the biggest part of the real Haitian labor market.

At this regard, the UNDP has developed an in depth study on Haitian female entrepreneurs, specifically focusing on the key role played by MS in assuring the national distribution of agriculture production and in maintaining an active business among different country areas.¹⁷ The detailed study proposes in its main recommendation the development of mechanisms to facilitate women's access to credit. The study's findings support thus further the line of action delineated as a result of the in-depth analysis conducted for the development of the GAP. Discussions currently undergoing with UNDP representatives are recommending synchronizing efforts and strengthening collaborations between the IADB and UNDP to move this agenda forward. As an implementing agency, the UNDP would have the institutional capacity and the "know how" to promote this area in the country sustained by the IADB's financial support.

h. Communities' social risks related to labor influx

The arrival of external workers for the construction and rehabilitation of infrastructures can have negative effects on the local population, especially on girls and women. Often girls and women engage in transactional relationships with construction workers exposing themselves to various risks, such as teenage pregnancy and gender-based violence and sexually transmitted infections, including HIV/AIDS. At this regards, transport projects should support as much as possible the hiring of the unskilled workers from the closer communities to the infrastructures development's areas. Projects should also adopt specific measures to prevent the afore-mentioned risks and address them in the unfortunate case they will occur. Codes of conduct and action plans on GBV can be incorporated in the bidding documents and in the contracts of contractors, employees and consultants contributing to the development of the project's infrastructure.

WOMEN AS TRANSPORT SERVICES' PROVIDERS

¹⁷ UNDP, 2015

a. Importance but insufficiency of trainings and capacity building interventions

Besides formal education, interviewees reported the necessity of developing a series of trainings, such as vocational and life skills trainings, that focus on building women's technical and soft skills to be used in a specific occupation or domain. The World Bank Haiti Adolescent Girl Initiative's (AGI) experience informs that socio-emotional and soft-skills development coupled with more technical skills are a key combination to prepare women to the work environment.¹⁸ Thanks to this specific support, girls and women's educational and working aspirations appeared to be strengthened, their self-esteem and agency improved and they are feeling more comfortable in their job performance. It is critical to notice that, although the importance of providing comprehensive trainings on specific areas, the EFH, IGHFA and AGI's experiences teach that trainings cannot suffice if they are not supported by measures that facilitate absorption of trained women in the labor market. One of the main challenges experienced by both the EFH and AGI programs is in fact the translation of the provided trainings in concrete internships or part-time jobs opportunities.

b. A weak labor market and the importance of the public private partnerships

The already developed programs, such as the EFH, IGHFA and AGI, provide important lessons on the inclusion of women in the transport sector as service providers. Although AGI's trainings prioritized areas of higher hiring potentiality, beneficiaries faced many challenges in finding jobs opportunities due to the Haitian stagnant labor market. The main bottleneck remains still the limited labor market's offer and thus the need to translate the trainings into viable employment opportunities (in the EFH only 9 percent of beneficiaries, i.e., 15 of them, found a job after one of the training completion). Public private partnerships (PPP) are thus outlined as a vital element for skill-building programs. This collaboration provides trainings' beneficiaries opportunities to apply the gained skills in the labor market through internships programs and, in the most fortunate cases, through short- or long-term employments.

c. Women's time poverty

Women's time availability is also a major obstacle in accessing working opportunities. In Haiti, more than half of women's time, including MS and MPT, is primarily dedicated to domestic work (53 percent), including care activities and household chores.¹⁹ Even if domestic work is essential to the functioning of society and economy for any members of a given society, Haitian women carry the heaviest burden of it, spending double of time in domestic activities compared to men (respectively 28 and 12 hours per week).²⁰ This is a question that has been raised also during the revision of the EFH Program, where female participants reported difficulties in joining trainings because of their multiple-roles in care and household works. Women's time poverty has in fact negative influence on their participation in economic activities: devoting most of their time to care and household chores, women's remaining time for income generating activities is limited.

¹⁸ The World Bank's Haiti Adolescent Girl Initiative (AGI) is an initiative aiming at piloting interventions that improve employability of vulnerable young women in non-traditional jobs, such as including masonry, heavy machine operation, carpentry, electricity, mechanics.

¹⁹ UNDP, 2015 Entrepreneures Dans L'Économie Haïtienne

²⁰ Ibidem

d. Promotion of positive gender norms and roles

Although gender-discriminant norms and stereotypes still prevail in specific segment of the Haitian labor market, such as the transport one, the EFH, IGHFA and AGI's experiences show some first positive outcomes at this regard. These programs teach that, once a girls or a woman is properly trained, gender is not a constraint while accessing the transport sector. Gender-based prejudices are still prevalent in the sector on a theoretical level, especially at the managerial levels, but when women access transport works well trained, they are welcome by their male peers given their capacities of properly developing the same tasks as their male colleagues. This is a testimony of a first step forward in addressing those gender stereotypes nourishing gender segregation in the labor market. The EFH and IGHFA's experiences inform also that promoting positive messages and raising citizens' awareness on the inclusion of women in this sector play a critical role in combating these gender-discriminatory positions.

5. Looking ahead: specific areas of interventions to promote the Haitian gender and transport agenda?

The transport sector is the main IADB's investment area in Haiti and its focus is mainly on primary roads construction and rehabilitation. IADB project's outcomes are mainly measured on constructed roads kilometers with few indicators directly linked to the beneficiary population. The fact that little attention is devoted to a more beneficiaries-oriented approach does not have to be read as an obstacle to start advancing more this agenda. Traditionally, the transport sector has been focusing mainly on the technical aspects of its interventions, and "soft approaches", such as the one usually proposed by gender-sensitive interventions, tend to be underestimated. A switch to a more inclusive and beneficiary-oriented approach would certainly improve projects outcomes and its benefits on the surrounding communities.

With this rational in mind, this last section aims at proposing potential areas of interventions to foster the IADB gender and transport agenda. Based on the previous experiences and the conducted investigations, five main strategic areas emerged to guide the IADB's gender agenda in its future transport investments. This includes:

- **Focus 1: Improve the transport sector's gender knowledge;**
- **Focus 2: Invest in productivity corridors;**
- **Focus 3: Focus on MS and MPT as transport services' users;**
- **Focus 4: Support MS and MPT's access to credits; and**
- **Focus 5: Promote women's personal security.**

1. Improve the transport sector's gender knowledge

Shortage of gender knowledge in the transport sector implies that the benefits deriving from the integration of a gender-perspective is unknown to the majority. To lay the foundation of a more sustainable and inclusive approach, it is critical that the main actors and stakeholders involved in the transport sectors are aware of these benefits. Although a gender specialist can support transport investments providing the needed expertise to integrate a gender-sensitive lens in transport operations, transport specialists' knowledge on gender issues would be of help to move the gender agenda forward. Transport specialists are in a privileged position to facilitate gender-sensitive policy dialogue among

clients, include gender interventions in project's budget and advocate for this agenda among investors.

Given the shortage of knowledge on gender issues among development banks' transport specialist, it is also presumable that government and private sector are falling behind on it. Based on this, raising awareness and building capacity on transport and gender issues among sector specialists, governmental partners and implementing agencies, including private sector, emerged as one of the main directive to promote further the gender agenda. This exercise would also stimulate collaborations among these key stakeholders, developing stronger partnerships to foster the application of the gender agenda. Box 2 proposes specific interventions to promote this approach.

2. Invest in productivity corridors

As emerged in the above FGs analysis, transport infrastructures are essential not only to assure connections between different parts of the country but also to boost trade and economic activities among different areas. Secondary and tertiary roads emerged as vital components of the trading networks that characterized the Haitian society and in particular women's occupation. As the main productivity corridors, they also play a vital role in securing access to rural agriculture zones in a country where the main mean of subsistence and income is the agriculture production.

IADB's future operations should thus start moving beyond the traditional approach of primary roads investments, focusing on secondary and tertiary roads as the missing piece to link transport operations to productivity issues. Investments in secondary and tertiary roads can improve the development of already existing trades flux and other economic activities, fostering the viability of those corridors that nourish productivity among the country and thus facilitating women's business development. Some potential interventions are highlighted in box 2.

3. Focus on MS and MPT as transport services' users

Devoting specific attention to transport services' users requires going beyond the classical transport approach that tends to focus on the pure infrastructure's technical aspects. To date, the gender-sensitive interventions developed by the IADB in the Haitian transport sector tended to focus more on women as transport services' providers, involving them in roads maintenance, use of heavy machineries and in the creation of transport microenterprises. The EFH, IGHFA and AGI's experiences informed that the stagnant Haitian labor market posed relevant challenges in providing internships and working opportunities to the programs' female participants. In addition, FGs informed about specific transport needs critical for the sustainability and correct functioning of MS and MPT's businesses. Finally, women tend to face more personal security issues when using shared transport means compared to men.

Based on this outcome and the potential focus of the GAP on MS and MPT, the investigation suggests starting focusing more on women as transport services' users rather than transport services' providers. This focus would allow improvement in their mobility patterns and would also ameliorate their business and daily life, saving time and transport costs, potentially increasing profits and assuring more safe and stable travel conditions. Box 2 describes some potential interventions that can be conducted under this focus.

4. Support MS and MPT's access to credits

Among the different business constraints reported by MS and MPT, access to credit emerged as the predominant one. In line with the proposed focuses on productivity corridors and women as transport services' users, a new business line could be developed to link the productivity focus to the access to credit mechanisms. Given the afore-mentioned women's affordability difficulties, subsidize mechanisms, such as voucher schemes, could be conceived to support MS and MPT in covering their transport expenses and reinvest the saved money in their business development.

Collaborations with other areas that already provide credit schemes, such as the IADB rural development unit, could be promoted to support MS and MPT's financial necessities.²¹ The voucher scheme, currently used to subsidized agriculture technologies, could be properly shaped to meet their transport and business' needs. Based on the ongoing dialogue with UNDP, synergies could be developed to further explore this area. A study conducted by UNDP to track MS and MPT's business routes might be a first step to better investigate specific women's needs and guide future potential areas of interventions. In addition, provision of financial literacy trainings could support the reported MC and MPT's difficulties in managing financial capital and reinvesting their profits. Specific training could also be developed to build their knowledge on loans. See box 2 for proposed interventions to support the access to credits focus.

5. Promote women's personal security

Women's security emerged as a major concern in the transport and gender agenda. At this regard, specific attention should be devoted to this topic while conceiving new transport operations. GBV should also be among the top priority to protect women from possible attacks, violence and abuses. Awareness raising on the potential risks faced by women while travelling should be conducted among local communities. Transport projects should secure sufficient funds to develop diagnostic to conceive ad hoc interventions to address the GBV concerns, including behavior change interventions directed towards the male population. Box 2 proposes specific activities to be developed to support women's security.

| Box 2: Gender Action Plan for the Haitian Transport Sector | | |
|--|---|---|
| Output | Activities | Gender-related objectives |
| <i>Focus 1: Improve the transport sector's gender knowledge</i> | | |
| Output 1: Transport specialists' trained on gender and transport | <ul style="list-style-type: none"> Conduct a training program on gender and transport and on the GAP implementation; Organize tours and workshops with other institutions and/or countries to exchange experiences; | <ul style="list-style-type: none"> To sensitize transport sector staff on the benefits of including a gender lens in transport operations; To develop transport specialists' knowledge on the possibilities and mechanisms to integrate |

²¹ The IADB rural development unit is currently implementing the HA-L1107/PPTA project. The PTTA focuses on the Northern Region and the Artibonite area. Its main objective is to move local farmers from subsistence farming to more intensive agriculture. Through the provision of targeted subsidies for agricultural technologies, it supports small farmers' access to sustainable agriculture inputs and technologies.

| | | |
|--|--|--|
| | <ul style="list-style-type: none"> Assign a gender specialist to each transport specialist/operation; Develop a project performance system that includes indicators measuring the implementation and progress of the GAP; Identify gender and transport champions. | <p>gender issues in transport operations'</p> <ul style="list-style-type: none"> To facilitate experiences' exchanges. |
| Output 2: MTPTC's raised awareness on the gender and links | <ul style="list-style-type: none"> Conduct a training program on gender and transport; Provide GAP implementation training; Assign a gender specialist in the MTPTC; Discuss with the MTPTC potential measures to incentive the private sector absorption of female work force; Organize workshops with other countries; Identify gender and transport champions. | <ul style="list-style-type: none"> To develop transport ministry's capacity on gender and transport issues; To foster inter-ministerial dialogue on gender issues; To assure that transport operations are gender-sensitive; To exchange lessons learned and experiences with other countries engaged in the gender and transport agenda; To include MTPTC in GAP implementation; To find allies at governmental levels to foster the gender and transport agenda. |
| Output 3: Private sector and CSOs' sensitized on the gender and transport agenda | <ul style="list-style-type: none"> Conduct a training program on gender and transport; Provide GAP implementation training; Organize working session on how to integrate gender in transport sector; Create a gender committee represented by private and non-profit sectors involved in transport operations; Set a target among construction firms to include female labor force in transport market and hire female camp sites managers; Identify gender and transport champions. | <ul style="list-style-type: none"> To raise stakeholders' awareness on the gender and transport agenda; To build synergies among different transport actors to support the gender cause; To maintain an active dialogue on gender and transport possibilities among main stakeholders; To find allies in the private sector and at community levels to foster the gender and transport agenda's sustainability; To include private sector and CSOs in GAP implementation; To facilitate the hiring of local women. |
| Output 4: Sex-disaggregated data gathered | <ul style="list-style-type: none"> Include in the IADB's projects sex-disaggregated indicators to monitor and evaluate how projects benefited female and male beneficiaries and how the projects' gender components developed; Provide technical and advisory assistance to the MTPTC to gather sex-disaggregated data; | <ul style="list-style-type: none"> To generate sex-disaggregated data; To monitor and evaluate projects' gender-related aspects. |

| <i>Focus 2: Invest in productivity corridors</i> | | |
|---|--|---|
| Output 1: Rehabilitated secondary and tertiary roads | <ul style="list-style-type: none"> • Conduct a study and community consultations to analyze MS and MPT's main productivity routes in the project's selected areas; • Based on the study, ensure that roads' selection prioritize MS and MPT's business routes and access to markets; • Ensure at least 50% of MS and MPT's participation during community consultations and meetings; • Include in the bidding documents provisions to support at least 30% of women's employment during construction phases; • Conduct GBV, STIs, HIV/AIDS and road security training to campsite workers and surrounding communities; • When land is acquired, make sure that affected females and males receive same compensations and are provided with proper support to restore livelihoods; • Establish shared vans stops along the roads; • Make sure that rehabilitated secondary and tertiary roads are big enough to allow vans transits to reach mango plantations; • Ensure that secondary and tertiary roads reach mango plantations, sorting sites and main MS' market places; | <ul style="list-style-type: none"> • To improve productivity corridors, especially those used by MS and MPT's; • To ameliorate connectivity among urban, peri-urban and rural areas; • To promote a more beneficiaries-oriented approach in the selection of the developed transport infrastructures; • To ensure that roads infrastructure design and construction are informed by gender analysis; • To foster MS and MPT's access to and benefits from transport infrastructures; • To facilitate MS and MPT's mobility and their travel organization; • To support MS and MPT's business through improved mobility; • To encourage MS and MPT's inclusion in the transport labor market; • To prevent/mitigate potential negative impacts resulting from new roads construction. |
| Output 2: Rehabilitated bridges | <ul style="list-style-type: none"> • Make sure that selected bridges are part of MS and MPT's business route and favor connection to mango plantations and market places; • Ensure bridges' design include measures to remove physical barriers to and constraints on women and children's access; • Add a clause in the bidding documents and contracts that sets a minimum target to hire local women for construction | <ul style="list-style-type: none"> • To ensure that bridges' selection is based also on gender criteria; • To enhance MS and MPT's safety while are crossing the bridge and/or head-lodging; • To support women's absorption in the transport labor market; • To facilitate MS and MPT's mobility. |

| | | |
|--|---|---|
| | <ul style="list-style-type: none"> works; Incorporate in the bridges design measures to enhance MS and MPT and other pedestrians' safety, such as sidewalks, pedestrian access with guardrails and steps down to reach the river. | |
| Focus 3: Focus on female as transport services' users | | |
| Output 1: Transport infrastructures' engendered | <ul style="list-style-type: none"> Hire a gender specialist; Gather baseline sex-disaggregated data as part of the project' baseline; Conduct gender analysis on MS and MPT's mobility needs in the project' preparatory studies (surveys, feasibility studies and assessments); Map MS and MPT's mobility patterns, especially related to their business development; Assure at least 50% of MS and MPT's participation during consultations phases; Promote a favorable environment to discuss MS and MPT's projects' expectations. | <ul style="list-style-type: none"> To support transport specialists in the conception of a gender-sensitive approach; To assure consideration of MS and MPT's necessities in the design of transport infrastructures; To identify MS and MPT's specific transport needs; To equally include women and men in projects' conception phases; To select areas of interventions to support MS and MPT's mobility. |
| Output 2: Implemented gender-sensitive sub-components | <ul style="list-style-type: none"> Focus on rehabilitating and or constructing those transport infrastructures that facilitate MS and MPT's access to mango plots, markets and other places related to their business; Subsidize MS and MPT's transport costs through voucher schemes mechanisms; Encourage specific tariffs for MS and MPT's daily multiple travels; Implement child care measures to support MS and MPT's mothers while travelling for business reasons; Propose the creation of buses, vans and trucks' drivers labor union; Propose transit rules to better organize trucks and vans movement; Standardize costs of products' transport. | <ul style="list-style-type: none"> To operationalize findings of the project's gender analysis; To implement gender-responsive physical design features in transport infrastructures; To take care of MS and MPT's mobility's needs; To support MS and MPT's affordability challenges; To address MS and MPT's time poverty challenge; To facilitate more efficient transport services among MS and MPT; To standardize transport services and organize their providers. |
| Focus 4: Support women's access to credits | | |

| | | |
|---|--|--|
| Output 1: Improved MS and MPT's access to credits | <ul style="list-style-type: none"> • Open discussions on the formalization processes of MS' business with government counterparts and key financial institutions, including multilateral investment banks, microcredit organizations and the national bank system; • In the meantime, support strategies for multilateral investment banks to open investments lines towards the informal area; • Create a trust fund as a first step to support women's access to credit; • Build partnerships with implementing agency to identify a credit access mechanisms and implement it locally (UNDP); • Advocate and promote schemes and strategies to facilitate women's access to credit; • Promote the creation of MS and MPT's cooperatives; • Provide MS and MPT's with trainings on mechanisms to access loans and saving mechanisms; • Provide MS and MPT's with trainings on financial literacy, business administration, access to and markets and mango production and merchandise trading. | <ul style="list-style-type: none"> • To assist MS and MPT in accessing credits; • To address women's affordability constraints; • To support the development of women's business; • To build capacity of MS and MPT on business administrations and access to credits; • To assist MS and MPT in reinvesting their money in their business development; • To strengthen MS and MPT's access to credit potentiality joining them under cooperatives; • To raise awareness among financial institutions on the importance of supporting MS and MPT's access to credit; • To strengthen partnerships among main financial institutions to invest in this agenda; • To look for strategies to formalize MS' business. |
| Focus 5: Promote women's personal security | | |
| Output 1: Enhanced women's personal security while travelling | <ul style="list-style-type: none"> • Pass legislative actions and promote effective law enforcement to reduce rates of GBV, including the adoption of the new law on the prevention and punishment of violence against women. • Conduct an analysis to map hot spots where attacks are more frequent; investigate attacks' modalities and type of violence; and identify attackers and survivors' typologies; • Support the creation of just women's shared vans; • Illuminate darker roads; | <ul style="list-style-type: none"> • To establish a safer place for women; • To promote more security among women while travelling; • To apply situational prevention measures to ameliorate women's personal security; • To integrate women's security issues in transport operations. |

| | | |
|---|---|--|
| | <ul style="list-style-type: none"> • Establish vans' stop close to communities and well-lighted places; • Conduct self-defense trainings for women who are used to travel; • Support the creation of MS and MPT's groups to travel together. | |
| Output 2: Raised awareness on women's personal security among communities and drivers | <ul style="list-style-type: none"> • Train drivers on attacks modalities and measures to avoid/face them; • Train communities' members on the risks and consequences of attacks while travelling; • Appoint a female reference person in each community to support survivors of violence, including to report attacks liaising with police forces. | <ul style="list-style-type: none"> • To sensitized population about the risks of GBV; • To foster people knowledge on security measures to be adopted while travelling; • To raise awareness of drivers' responsibility on passengers' security; • To increase services provision for survivors of violence. |

Gender and Transport in Haiti

Haiti Gender Assessment

INTRODUCTION

The IADB is currently developing a series of analytical pieces to inform a gender action plan (GAP) and guide gender-responsive approach in the Haitian transport sector. The Gender Assessment (GA) is part of this effort and it aims at briefly presenting key gender issues and gender-based constraints in Haiti exploring gender discrepancies in endowments, economic opportunities and agency. The GA's intent is to holistically analyze the gender dimension of the main development challenges faced in Haiti to provide a solid background for the GAP's development.

LEGAL AND INSTITUTIONAL FRAMEWORK FOR GENDER EQUALITY

In the last decades, Haiti made considerable strides in the promotion of an inclusive and equal development. Signatory to the main international and regional instruments that promote gender equality, such as the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the Inter-American Convention on the Prevention and Eradication of Violence against Women and the Cairo Program of Action on Population and Development and the Beijing Platform for Action, Haiti developed also national legislation and mechanisms to protect women and men's rights.

In Haiti, women and men are constitutionally granted equal rights and in 2012, an amendment to the 1950 Constitution moved the gender agenda even further establishing a 30 percent female participation quota in public services to foster women representation in public decision-taking positions. National institutions have been established to create policies and implement programs to address gender-based inequalities and support women's empowerment. The Ministry for the Status of Women and Women's Rights (MCFDF) has been established as the main institution promoting, coordinating and supervising the gender equality commitments. The Gender Equality Office for the parliament and gender focal points in different ministries have been created to mainstream gender equality principles and their operationalization in different governmental organisms. Core development policies include standalone gender goals, such as in the National Strategy for Growth and Poverty Reduction, the Development Strategy for Haiti 2030 and the 2014-2016 Triennial Program Of Investment.

Despite the considerable efforts, weak judicial system and institutional capacity in the application of these measures pared with socio-cultural norms that perpetuate discriminatory practices among girls and women still hinder the advancement of Haitian women. Laws criminalizing rape and domestic violence have been enacted only in 2005 and often times law enforcement lag behind leading to a vicious cycle where victims are blamed for abuses and rape facing further re-victimization.

POVERTY AND ECONOMIC GROWTH

Ranking 163rd in the Gender Inequality Index (GII), Haiti positions itself significantly lower than other countries in the region, such as Cuba (62), Costa Rica (63) and Trinidad and Tobago (67).¹ Considered as a low human development country, it ranks 163 out of 187 countries in the Human Development Index (2015), with a score of 0.493. With a GINI coefficient of 60.79, Haiti has also the highest income inequality in the region.

Women represent 52 percent of the population and head 44 percent of the households. Data related to the gender dimension of poverty are scarce but gender segregation is palpable both in education, health and labor outcomes.

ACCESS TO AND QUALITY OF ENDOWMENTS

With regard to the **education**, women have on average 2 years less of education than men and only 6.1 percent of women between 35 and 39 years old finished their tertiary education compared with 11.8 percent of men.² Adult women are also more likely to be illiterate and adult men are 10 percent points more likely to be literate than adult women.³ Besides formal education, there is a need of developing vocational and life skills trainings that focus on building women's technical and soft skills that can be used in a specific occupation or domain. Disaster-risk management skills and coping mechanisms related to natural disasters are also among main priorities in the non-formal learning area⁴.

With regards to the **health** situation, maternal mortality is among the main challenges faced by the female population. Haiti, with 380 deaths per 100,000 live births, stands 5 times higher of the regional average.⁵ Shortage of proper health institutions and lack of services to assist women during and after pregnancy, such as availability of health skilled staff to attend births, continue to put women and their children's life in danger.

ECONOMIC OPPORTUNITIES AND LABOUR MARKET

Despite Haitian women represent 52 percent of the population and head 44 percent of the households, they are 20 percentage points more likely to be unemployed compared to men.⁶ In addition, three out of four women are employed in the informal market and in low wage jobs, such as in domestic works, in the agriculture sector and in the commercialization of agriculture products and manufactured goods. Women engaged in the agriculture sector tend also to have lower education and incomes than men.⁷

¹ UNDP, Human Development Report, 2016.

² WB 2015, Systematic Country Diagnostic

³ Ibidem

⁴ See UNDP Haiti experience on this matter

⁵ WHO 2014, Haiti: National Health Expenditures

⁶ WB, Systematic Country Diagnostic, 2015

⁷ Barbara Coello Et Al, 2011, promotion de l'égalité des sexes dans les programmes de développement agricole et GESTION DE RESSOURCES NATURELLES DE LA BID EN HAÏTI.

A strong link exists between informality and poverty and with sixty percent of the population living below the poverty line, 95 percent of the country's business pertains to the informal market.⁸ Women are at the forefront of it moving 80 percent of the informal market and with three out of four of them employed in it.⁹ Historically, Haitian women have been engaged in the informal trade of local and regional products to grant the distribution of the national agricultural production between the countryside and the cities. This traditional role of Haitian women, evolved nowadays in a more structured business, which goes beyond the trade of local agriculture production extending to trading of manufactured goods.

Despite the fact that this primarily female business remains the main income source for most of the country's families, it is still mostly an informal economic activity. Informal employment might become indeed the only available opportunities and thus the last resort for people excluded from formal employment. This informality is currently causing many difficulties both in terms of business' sustainability, which directly affects women, and of financial benefits deriving from it, which affects the country's economy. Shortage of access to formal jobs, unpaid works and difficulties in accessing credits are different representations and/or consequences of informality. Women in the informal sector do not benefit from workplace regulations and social protection schemes, they are locked in low productivity activities, with few opportunities for economic mobility and more economic and social instability since these women are extremely vulnerable to any issues (natural disasters, economic downturns, political issues, etc.). Business' informality is the main obstacle to access credits and thus among the main factors hindering women's business development. Despite the existence of microcredit institutions and the promotion of pioneering programs piloted by a few banks in the country to support access to credits for informal works, interest rates are extremely high and women have difficulties accessing them or fall behind in repaying them when they subscribe to them.¹⁰ In addition, multilateral development banks (MDBs), including the IADB and its Multilateral Investment Fund (MIF), tend to promote access to credit among formal enterprises, leaving thus behind the biggest part of the real Haitian work market.

Women's time availability is also a major obstacle to their economic development. More than half of women's time is primarily dedicated to domestic work (53 percent), including care activities and household chores. Even if domestic work is essential to the functioning of society and economy for any members of a given society, women carry the heaviest burden of it, spending double of time in domestic activities compared to men (respectively 28 and 12 hours per week).¹¹ Women's time poverty has negative influence on their participation in economic activities. Devoting most of their time to care and household chores, women's remaining time

⁸ WB 2016-2019, Haiti Country Strategy

⁹ WB 2015

¹⁰ Refer to December 2016, Haiti Mission and Focus Groups Report for further details

¹¹ UNDP, 2015 Entrepreneures Dans L'Économie Haïtienne

for income generating activities is limited. In addition, time that can be used to engage in recreational activities and in resting becomes even less if the time spent managing domestic work has to be summed to any kind of income generating activities.

Gender occupational segregation is particularly evident in the transport, infrastructure and construction sectors, which often tend to be better remunerated and more competitive than other sectors. During the Haitian post-earthquake reconstruction, trainings and income-generating opportunities promoted by infrastructure projects tended to benefit more men than women.¹² In addition, infrastructure investments have often disregarded women's specific needs and challenges with the subsequent result of broadening the already existing gaps between women and men, including the economic and employment ones. Shortage of proper consultations among female groups for projects' design resulted also in negative consequences for girls and women, including insecure and inappropriate means of transport and difficulties in accessing trainings and income generation opportunities.

AGENCY AND GENDER ROLES

With regards to women's representation in **decision-making position in the public space**, female representation in higher political office is quite low, with women occupying 11.1 percent of national parliament seats and 20 percent of ministerial level positions (28.7 percent is the regional average of female parliament seats and 21.9 percent of female ministerial level positions).¹³ This is strongly related to the patriarchal and masculine social order that characterized the Haitian society.

As many other countries in different regions of the world, this data testify a society that is still lagging behind in properly recognizing the importance of women's role and position in the public and private spheres. Representation of women in public positions does not only influence the society's perception towards woman's critical public role but influence as well woman's perception in many other domains, including in the domestic and working spheres and in female versus male relation. It also fosters a more positive perception of women toward themselves. According to some studies, representation of women in public positions is correlated also with the implementation of social public policies that greater benefit women, children and vulnerable groups.¹⁴

Teenage pregnancy is also a great challenge in the Haitian society with 39.3 percentage of adolescents giving birth between 15 and 19 years old¹⁵ and 17

¹² PDNA, Haiti Earthquake PDNA: Assessment of damage, losses, general and sectorial needs, 2010.

¹³ WB 2016 Gender Data Portal

¹⁴ Chattopadhyay, Raghavendra and Esther Duflo (2004). Women as Policy Makers: Evidence from a Randomized Policy Experiment in India.

¹⁵ UNDP, Human Development Report, 2016

percent of women marrying during their adolescence compared with 2 percent of men.¹⁶ HIV/AIDS prevalence is also higher among women with 2.7 percent of women infected compared with 1.7 of men.¹⁷

Gender-based violence, which tends to increase in emergency situations such as natural disasters, is also predominant in many women's lives and 27 percent of Haitian women report having experienced physical violence and 13 percent sexual violence from the age of 15.¹⁸ GBV is also among the main gender priorities in the transport sector as women often face numerous personal security challenges while travelling, including armed and personal attacks that can exacerbate into physical violence and rape.

With regards to **land rights**, due to customary law that still favors men in detriment of women, women are not granted the same land ownership and usage rights as men and they rarely own land.

In Haiti, differences in gender roles and norms influence women and men's **modes of transport and travel patterns**. Based on their productive, reproductive and community roles, men and women have different transport modes. While men often drive vans, cars and motorcycles, walking and shared transport means remain the prevalent travel forms for women. Women and children also head load as a freight transport method. In terms of mobility, women have more complex travel patterns than men, combining their household chores and care giving tasks with income-generating activities and community obligations. Men, on their side, usually travel for economic reasons, such as going to their work place. Existing gender differences in modes of transport and travel patterns have also a direct impact on women and girls' security. While walking in isolated areas or after dark and while waiting for the shared transport means, women and girls are often exposed to violence, including physical and sexual violence.

RECOMMENDATIONS

GENDER TECHNICAL ASSISTANCE AT GOVERNMENTAL LEVEL

- Support mainstreaming of gender issues in public policies, projects and programs related to poverty alleviation, education, health and economic opportunities;
- Assist MCFDF, Gender Equality Office and gender focal points in the development of gender policies, action plans, indicators and their implementation and supervision;

¹⁶ WB 2015

¹⁷ IBIDEM

¹⁸ UNFPA, Gender Based Violence Rapid Assessment Report, 2016.

- Train personnel on gender issues to ensure that each sector includes a member with gender competencies;
- Incorporate gender analysis in assessment, monitoring and evaluation of governmental programs;
- Improve technical skills to develop sex-disaggregated indicators, especially those related to labor market and gender-based violence.

POVERTY

- Provide technical and financial support to design poverty alleviation strategies tailored to assist the most at-risk population such as female-headed households, adolescent mothers and out of schools youth;
- Elaborate social safety network's programs to assist single parents and provide tailored financial contributions to larger families;
- Strengthen administration of social safety funds to make sure the target population gets the required assistance.

EDUCATION

- Target girls' weak educational outcomes fostering knowledge dissemination on best practices in gender-responsive early grade participation;
- Support gender-responsive educational opportunities and skills-building for out-of-school girls and boys;
- Provide "second chance" learning programs improving quality and quantity of vocational training and work force development, including life skills components;
- Strengthen public and private collaboration linking educational system's second chance learning to available employment opportunities;
- Encourage students in pursuing un-gendered disciplines;
- Increase parental engagement in students' education.

HEALTH

- Review health policies and plans to incorporate gender-sensitive objectives, actions and indicators;
- Train and build healthcare professionals' capacity in maternal health care, HIV/AIDS and GBV;
- Establish GBV one stop centers for GBV survivors;
- Encourage sex education in school curriculum to educate children at an early age as well as educating adults to change social norms from the top level;
- Address norms and behaviors that led to the epidemic of girls' pregnancy and HIV/AIDS through the implementation of behavioral change programs.

LABOR MARKET AND ACCESS TO FINANCE

- Improve formal employment opportunities, especially among women and youth;
- Set up business advisory services to promote MS' business development and provide consulting and training on business expansion;
- Work closely with the education sectors in order to coordinate vocational trainings and work force development programs tailored on market's needs;
- Develop tailored programs, training and workshops to improve women's economic empowerment through business skills development and knowledge;
- Provide micro-credit programs to facilitate women's access to credit and support MS in their business development;
- Collaborate with local banks' need to diversify financial products and services in order to cater to the different needs of informal entrepreneurial women;
- Conduct a field study to investigate men and women's different financial needs, constraints and necessities, especially in the informal market.

GENDER-BASED VIOLENCE

- Incorporate gender issues, including GBV, in schools curriculum to introduce the topic at an early stage of a person's life.
- Set up community centers to educate youth and adults regarding treatment of partners and spouses in the domestic space;
- Encourage community and religious leaders in promoting zero-tolerance attitudes towards GBV;
- Tackle male behaviors leading to GBV to provide different ideals of masculinity and male identity.

PARTICIPATION IN DECISION-MAKING SPACE

- Encourage a political will from the top level to pave the way for women's participation in local, regional and national leadership roles.
- Increasing merit based quotas for women in enterprises and promoting women led enterprises.
- Recognize and reward successful businesswomen, including in the informal sector, to create a role model for future generations.

Gender and Transport in Haiti

Summary of the IADB Gender Interventions in the Transport Sector



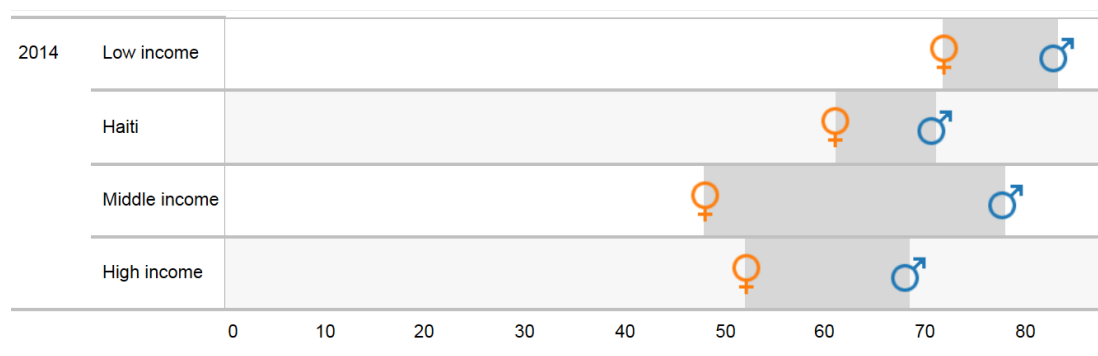
1. Objective of the Report

Since 2011 the Interamerican Development Bank (IADB) has been supporting a series of gender-targeted interventions to promote an inclusive and equitable development in the Haitian transport sector (see box 1). This report is intended to provide an overview of the initiatives that the IDB facilitated. At this regard, to date there are two main interventions developed on gender and transport in Haiti: i) the *Women and Men Equality Program* (EFH)¹; and ii) the *Integration of Gender, HIV/AIDS and First Aid in Reconstruction Campsites Program* (IGHFA). The report consists of a summary of the main gender interventions developed under the two programs aiming at guiding potential future initiatives in this area to advance the Haitian gender and transport agenda.

2. Brief country profile

Since 1950 the Haitian society has been trapped in a vicious cycle that prevented its social, political and economic development. Recurring recessions, socio-political crisis and natural disasters have imposed hard hits on Haiti's population and its government. Sixty percent of the population lives below the poverty line,² resources are unevenly distributed with 10 percent of the population owning 47.7 percent of the country's wealth³ and 95 percent of the business pertains to the informal market.⁴ More than half of the population consists of inactive youth and 57 percent of adults are illiterate, making Haiti the Caribbean country with the highest illiteracy rate among adults.⁵

Figure 1: Labor force participation rated by sex (% of population ages 15+)



Source: World Bank, Gender Data, 2014

With regards to the health system, Haiti health distribution is calculated to be 10 years behind compared to other Latin American countries.⁶ The unfavorable environment, that places Haiti among the most exposed countries to natural disasters in the world, nourishes a significant internal and external migration that leads to the expansion of the shantytowns phenomenon internally and to diaspora and remittances externally. Significant armed gangs and criminal networks are further element of destabilization and tension for the already complex socio-political situation. With regards to infrastructures, quality of transport and electricity services is low with only 40 percent of the rural communities having access to all-weather roads and 35 percent of the total population

¹ The acronym "EFH" stands for the French name of the Program: Egalité Femmes-Hommes

² WB, Haiti Country Strategy, 2016-2019

³ IDB, Haiti Country Strategy, 2011-2015

⁴ Haiti Presidential Commission on Competitiveness, 2010

⁵ Research Triangle Institute (RTI), Early Grade Reading Assessment (EGRA), 2009

⁶ WB, Systematic Country Diagnostic 2015. Reference group is comprised by: Belize, Dominican Republic, Ecuador, El Salvador, Jamaica, Paraguay, and Peru.

to electricity.⁷

| Box 1: Gender-sensitiveness in IADB transport operations in Haiti | | | | |
|---|--|-------------------------|-----|----|
| Categories | Areas of intervention | Interventions sub-areas | YES | NO |
| Gender-sensitive interventions for beneficiaries as transport service users | Road infrastructure | Primary roads | X | |
| | | Secondary roads | | X |
| | | Tertiary roads | | X |
| | Maritime infrastructure | | | X |
| | Air infrastructure | | X | |
| | Railway infrastructure | | | X |
| | Intermediate Modes of Transport | | | X |
| | Non-motorized transport | | | X |
| | Pedestrian environment | | | X |
| | Public Transport | | | X |
| | Vehicle and facility design | | | X |
| | Transport Safety ⁸ | | X | |
| | Transport Security | | | X |
| | Livelihood support | | | X |
| | Production enhancement | | | X |
| | Marketing enhancement | | | X |
| Gender-sensitive interventions for beneficiaries as transport service providers | Women's training on male traditional works | | X | |
| | Internships opportunities | | | X |
| | Employment opportunities | | | X |
| | Safety at work | | X | |
| | Security at work | | | X |
| | Awareness raising on gender segregation in the construction sector | Government | X | |
| | | Private sector | X | |
| | | CSOs | X | |
| | | Communities | X | |
| Social safeguards | Displacement and resettlement | | | X |
| | Land rights | | | X |
| | Livelihood support | | | X |
| | Social risks related to labor influx | STIs | X | |
| | | HIV transmission | X | |
| | | Gender-Based Violence | X | |

⁷ Ibidem

⁸ Transport safety is defined as "...vulnerability to accidental injury (usually involving at least one vehicle as the instrument causing the injury). Transport security is defined as "vulnerability to intentional criminal or antisocial acts suffered by those engaged in trip making", WB *Cities on the move*, 2002.

| | | | | |
|--|--|----------------------|--|---|
| | | (GBV) | | |
| | | Transactional sex | | X |
| | | Commercial sex | | X |
| | | Adolescent pregnancy | | X |
| | | Child marriage | | X |
| | | Child Labor | | X |
| | | Human Trafficking | | X |
| | | Children abandonment | | X |
| | | Family disruption | | X |

1. Overview of the country gender profile

With regards to the promotion and advancement of an inclusive and equitable development, weak institutional capacity in the application of measures promoting gender equality and socio-cultural traditions that perpetuate discriminatory practices among girls and women, still hinder the advancement of Haitian women and the reduction of gender equality. Although poverty does not differ by gender, gender segregation is palpable both in education, health and labor outcomes. Women's literacy rate is lower compared to men and the female population has on average 2 years less of education.⁹ With regards to maternal mortality, Haiti, with 380 deaths per 100,000 live births, stands 5 times higher of the regional average.¹⁰ Despite Haitian women represent 52 percent of the population and head 44 percent of the households, they are 20 percent points more likely to be unemployed compared to men¹¹ and three out of four women are employed in the informal market and in low wage jobs, such as in domestic works, in the agriculture sector and in the commercialization of agriculture products and manufactured goods. Gender occupational segregation are particularly true in the transport, infrastructure and construction sectors which tend to be better remunerated and, more competitive.

2. Why Gender and Transport?

Photo 1: Women and men working on road maintenance



Photo credit: World Bank

Transport infrastructures aim at improving people's wellbeing by providing better access to services and promoting economic and social benefits. Although construction of transport infrastructures are intended to equally benefiting the entire population, experiences all over the world are constantly teaching that men and women differently benefit from these services. Beyond the differences that they experience as consumers of the provided services, men and women do not equally benefit from the working opportunities emerging

⁹ Ibidem

¹⁰ WHO "Haiti: National Health Expenditures", 2014

¹¹ WB SCD 2015

during the development of a transport infrastructure. As a matter of fact, statistics across the globe demonstrate that the transport sector is a male-dominated area where women are often invisible, both as consumers, suppliers and decision makers.¹² The low representation of women in the transport sector is rooted into two main factors: i) gender stereotypes, which define what women and men can and cannot do, including the idea that women are do not have the physical strength necessary to engage in the construction works; and ii) challenges faced by women in accommodating their mutual roles as mothers, caregivers and housekeepers with the time and place of the work. This situation represents a lost opportunity for the female population, contributing at perpetuating those gender discriminatory dynamics that hinder women's socio-economic advancement and their participation in decision-making processes. Gender occupational segregation negatively impacts the infrastructure sector as well, as half of the productive potential and human capital is under-utilized or unutilized. It has been widely recognized that investing in women's employment is essential for business development and that companies promoting this strategy enhance their productivity, improve their staff retention and gain a wider talent pool.¹³ Narrowing the gender gap can boost also the economy of emerging markets up to 14 percent of the GDP.¹⁴ The International Monetary Fund (IMF) estimates that integrating as many women as men in the labor force can increase the economic growth by 5 percent in the United States, 9 percent in Japan, and 34 percent in Egypt.¹⁵

3. The Women and Men Equality Program

Considering the critical gender gaps and gender-based discriminations that still prevail in the country and characterizes the Haitian transport sector, the IDB Transport Division (TSP), in partnership with the Canadian International Development Agency (CIDA), initiated the Women and Men Equality Program (EFH). Aiming at its implementation, the Program has been integrated in two IDB projects: the Rehabilitation of Roads Infrastructure for Integration of the Territory (HA-L1019) and Program for Rehabilitation of Basic Economic Infrastructure Projects (HA-0093). The

Box 2: The HA-L1019 RRITP and The HA-0093

For decades, the IDB has been supporting the Haitian government in the improvement and modernization of its transport sector and economic performance, including the rehabilitation of its economic infrastructures for the development of the financial market. As part of these efforts, in 2007 the IDB and the Canadian International Development Agency (CIDA), financed the *Rehabilitation of Roads Infrastructure for Integration of the Territory* (RRITP) and the *Program for Rehabilitation of Basic Economic Infrastructure*.

The HA-L1019 aims at improving the Haitian Southwest Departments roads by rehabilitating part of the principal, secondary and rural road networks, including its bridges, and paving the urban areas of the surrounding populated centers. The HA-0093 intended to rehabilitate basic economic infrastructures in areas with economic potential supporting their functioning, maintenance and sustainability and creating a flexible mechanism to fund their rehabilitation. The HA-L1019 project sits under the Ministry of Public Works, Transport and Communication (MPWTC) and is managed by the MPWTC's Central Execution Unit (CEU) and the Technical Execution Unit (TEU) of the Ministry of Economy and Finance. The HA-0093 project was executed by the Ministry of Economy and Finance.

¹² ILO, Promoting the employment of women in the transport sector, 2013

¹³ IFC Jobs Study, Assessing Private Sector Contributions To Job Creation And Poverty Reduction, 2013

¹⁴ Goldman Sachs, Women Hold Up Half the Sky, Global Economics Paper No: 164, 2008

¹⁵ IMF, Women, Work, and the Economy: Macroeconomic Gains from Gender Equity, 2013

first one envisaged at ameliorating and rehabilitating the road networks in the country and, the second one, at focusing on the country economic recovery through the development of a transparent and flexible mechanism for the rehabilitation of public goods and services system (see Box 2).

The EFH roots its foundation in the promotion of equal and inclusive working opportunities for both women and men in the transport sectors. Its general objective is thus to:

Facilitate and foster the inclusion of women in the male-dominated jobs of the transport sector

To achieve this general objective, the EFH has three specific objectives:

1. Improving the quality and conditions of Haitian women providing them with the technical skills and theoretical knowledge to be able to perform in the transport sector;
2. Promoting the creation and development of female-headed microenterprises focused on infrastructures to provide women with new sources of incomes and support their agency in a male-dominated sector; and
3. Raising awareness among citizens and actors working in the transport sector on the importance and benefits of providing equal working opportunities for men and women.

The Program pursues its main purpose thorough two main measures:

1. Prioritizing the selection of women among Program's beneficiaries; and
2. Conveying and promoting messages on women equality and empowerment in the transport sector to tackle those gender discriminatory norms that hinder their advancement.

4. The Gender Action Plan

The conceptual basis of the EFH is embedded in a Gender Action Plan (GAP) developed to guide and inform the implementation of the Program. The GAP identifies the Program's main objectives, activities, beneficiaries, area of implementation, and actors involved in its coordination and implementation. In addition it informs about the budget and indicators to monitor and track the Program development.

a. Proposed activities

The GAP translates the EFH's theoretical principals into concrete activities, which started at the end of 2012 and finished at the end of 2013. Main EFH activities consists of:

1. **Trainings** focused on the **utilization of heavy machineries**, the **maintenance of roads** and the **development of micro entrepreneurial skills**;
2. **Creation** and development of **transport microenterprises** managed by projects' beneficiaries; and
3. Communication and awareness raising **campaigns to sensitize population** on the benefits and importance of integrating women in the transport sector.

b. Beneficiaries

Main beneficiaries of the program are women living in the areas of implementation of the RRITP and RBEIP projects. Despite the Program's focuses on the female population, youth and people living under economic constraints and/or with low educational background have been also

included among the Program's beneficiaries. Specific criteria for the beneficiaries' selection are: i) be 15-25 years old; ii) belong to a vulnerable household; iii) if women – be single head of the household; and iv) belong to an household based in a rural area exposed to drought or be a youth with problem in accessing the labor market due to qualifications' shortage. In addition, among the preconditions to access the Program, beneficiaries have to pertain to a civil society organization (CSO) based in the RRITP and RBEIP projects areas. This criteria has been integrated as part of the projects' social development approach and specifically to promote CSOs role in communities' development.

c. Areas of implementation

As a component of the RRITP and RBEIP projects, the areas of implementation of the EFH are those of the regions of Grande-Anse and Sud. In addition the EFH decided to add among the implementation areas the North region, specifically in the territory of La Borgne (see map 1).

Map 1: Haiti Roads Map and areas of EFH's implementation by region



Source: World Bank, Systematic Country Diagnostic, 2015

d. Main institutions and actors involved in the EFH

The Program supervision is under the IDB and CIDA and its implementation sits at the Central Executing Unit (CEU) of the Ministry of Public Works, Transport and Communication (MPWTC). Local organizations are in charge of conducting the program activities and thus many partnerships have been established for the implementation of the Program. The Training Centre Maurice Bonnefil (CMB) and the Institution Sacred Heart of Cap-Haitien (ISC) have been selected for the development of the training on heavy machineries in the South and North areas, respectively. Collaboration has been established between the CEU and the Road Maintenance Fund (RMF), a government agency under the MPWTC, as well for the trainings on roads maintenance. In addition, consultants have been hired to support specific Program's components, including a Gender Specialist who has been appointed inside the CEU to coordinate and supervise the EFH implementation.

e. EFH Budget

- US\$1,014,407 has been assigned for the execution of the EFH Program, of which:

- US\$ 276,692 for trainings of 159 beneficiaries in the operation of heavy machineries;
- US\$ 75,642 for training of 250 beneficiaries in roads maintenance;
- US \$ 39,818 for training of 54 beneficiaries on micro entrepreneurial skills;
- US\$ 379,987 for accommodation costs;
- US\$ 190,705 for transport costs;
- US\$ 45,375 for the sensitization and communication campaigns; and
- US\$ 6,188 for additional implementation costs.

5. Activity 1: Trainings on the operation of heavy machineries

As part of the EFH purpose to promote working opportunities in the infrastructure sector to both women and men, the first activity focused on providing participants with the theoretical knowledge and the technical skills necessary for the correct and safe operation of heavy machineries. Five main modules have been developed under the training focusing on the use of those machineries

Photo 2: Haitian women managing heavy machine



Photo credit: IDB

that are more common in the development of transport infrastructures. This included modules on how to use i) a steamroller, ii) a bulldozer, iii) an excavator, iv) a loading machine and v) a backhoe. To provide financial support to beneficiaries and address logistical problems related to the distance between the training centers and their home, the Program decided to finance accommodation and transports costs during the trainings' development. Although training's main objective and its structure were the same among any of the selected region, trained beneficiaries, time framework, collaborating organizations and budget allocated varied between the North and South areas. Despite these differences, the calculated cost for the completion of the training per participant was of US\$ 5,329, including transport and accommodation expenses, and the total cost for trainings delivery US\$ 276,692.

Although the GAP set the objective of training 165 people, at the end of Activity 1, 159 beneficiaries have been trained on heavy machineries and received a certification of successful completion and a license allowing them to drive and manage the afore-mentioned machineries. Among the 159 participants who successfully completed the training, 106 were women, comprising thus 66 percent of Activity 1's beneficiaries (see Box 3).

| Box 3: People trained in the Operation of Heavy Machineries | | | | | |
|--|-----------------|--------------|------------|--------------|----------------------------|
| Region - City | Location | Women | Men | Total | Percentage of Women |
| Le Borgne | North | 20 | 24 | 44 | 45.4% |
| Camp-Perrin | South | 59 | 16 | 75 | 78.6% |
| Grande-Anse | South | 27 | 13 | 40 | 67.5% |
| TOTAL | | 106 | 53 | 159 | 66.6% |

Trainings in the South region

- Trained beneficiaries: 115 people of whom 86 were women thus comprising 75 percent of the trained beneficiaries;
- Areas of implementation: Two training centers have been developed in two different localities, one in Grande-Anse and the other in Campe-Perrin;
- Time framework: Three months between April 2012 and June 2012;
- Implementing organizations: Training Centre Maurice Bonnefil (CMB);
- Total cost: US\$ 189,192.

Trainings in the North region

- Trained beneficiaries: 44 people of whom 20 were women thus comprising the 45 percent of the trained beneficiaries;
- Areas of implementation: City of La Borgne;
- Training duration: Tree months between August 2013 and November 2013;
- Implementing organizations: Institution Sacred Heart;
- Total cost: US\$ 87,500.

Focusing on the technical preparation of the participants, Activity 1 didn't include in its work plan any measures to support the integration of the certified participants in the labor market. At this regard, given the still existing gender discriminations related to the participation of women in the infrastructure sector, some women experience challenges in finding working opportunities. As a corrective measure, the CEU started developing some partnerships with national agencies and a private constructing enterprise to provide internship and or/ working opportunities to certificated participants. This strategy demonstrated the criticality of including specific measures after the training to facilitate the absorption of trained people in the specific field of work. As a matter of fact, after the partnerships 43 certified participants, of whom 37 women, started an internship and 15 found a working position (10 were women). Despite these improvements, the gap between those people who have the knowledge to develop the work and those who gained an internship (27 percent) or a work (9.5 percent) is still too wide and in future interventions additional measures should be implemented to close this gap.

6. Activity 2: Trainings on Road Maintenance Techniques

| Box 4: People trained in Road Maintenance Techniques | | | | | |
|---|-----------------|--------------|------------|--------------|-------------------------|
| Region | Location | Women | Men | Total | Women Percentage |
| Le Borgne | North | 32 | 18 | 50 | 64% |
| Camp-Perrin | South | 132 | 38 | 170 | 77.6% |
| Grande-Anse | South | 12 | 18 | 30 | 40% |
| Total | | 176 | 74 | 250 | 70.4% |

Among the main GAP objectives there is the one of providing 250 beneficiaries with trainings on roads maintenance (see box 4). The road maintenance sub-sector is a fertile segment of the labor market that can provide important working opportunities for the local population. Potential workers need specific technical skills to access this field. It is at this regard that the EFH decides to promote trainings in this area in order to support working opportunities for local women and the most in need population. The specific methodology used in Haiti to maintain road networks provides in addition a favorable context for the development of Activity 2. In Haiti, like in other countries in the region, road maintenance is in fact managed by microenterprises created and lead

by the local population. At this regard, Activity 2 aims at supporting this preexisting maintenance structure focusing on the provision of knowledge and skills on how to maintain roads.

- Trained beneficiaries: 200 participants in the South (144 w.) and 50 in the North (32 w.);
- Areas of implementation: Grande-Anse, Camp-Perrin and the city of La Borgne;
- Training duration: 11 days per each area between December 2012 and February 2013;
- Implementing organizations: Road Maintenance Fund (RMF);
- Cost per participant: US\$ 302;
- Total cost: US\$ 75,642.

7. Activity 3: Trainings on microenterprise development

As part of a comprehensive strategy to facilitate business opportunities among women in the transport sector, the GAP established a third activity in continuation of the trainings in heavy machineries and road maintenance. Given the Haitian favorable context in using microenterprises to maintain and manage the network of its roads, activity 3 consists of trainings on the development of microenterprises specialized in road maintenance. This activity aims at providing the theoretical and practical know how on the establishment and development of a road maintenance microenterprise. In addition, it aims at guiding the participants in the selection of the most appropriate business forms and of the services to be provided.

| Box 5: Persons trained in microenterprise development | | | | | |
|---|-------------------|-----------|-----------|-----------|------------------|
| Region | Previous training | Women | Men | Total | Women Percentage |
| Camp-Perrin | Road Maintenance | 26 | 4 | 30 | 86.6% |
| | Heavy Machineries | 13 | 1 | 14 | 92.8% |
| Grande-Anse | Road Maintenance | 5 | 5 | 10 | 50% |
| TOTAL | | 44 | 10 | 54 | 81.5% |

The comprehensive approach to promote the development of business services in road maintenance is composed by two main components, i.e., the microenterprise training under Activity 3 and the technical assistance to establish the microenterprise under Activity 4. Activity 3 is thus strictly linked to Activity 4, which aims at providing beneficiaries of the microenterprise training with the technical assistance to create, register and administrate their own microenterprise. Before starting the trainings' development, an awareness workshop has been conducted among the training's participants to initiate them to the world of entrepreneurship and open up a dialogue on the spirit necessary to be an entrepreneur. Topics discussed during the awareness included: the creation of an enterprise as a source of wealth, the relation between employee and contractors and how to realize your full potential, described below.

The training on microenterprise development is composed by 3 main modules focusing on: i) The creation of an enterprise; ii) The enterprise business plan; and iii) The management of a small medium-sized enterprise (SME). The modules have been conducted both in the north and south regions, with the exception of the third module on SME management, which has been developed only in the south (see box 5). Beneficiaries of both the heavy machineries and road maintenance trainings participated in this training and a total of 54 people have been trained of whom 44 were women (see box 6). Only the 63.5 percent of the GAP objective has been reached (85 people were the goal set by the GAP). The whole training consisted of 7 training sessions developed during 24

days from 21 June to August 30, 2013. Its total cost amounts to US\$ 39,818 (US\$ 737 per person). The training produced an encouraging result giving birth to 7 collectives enterprises, 6 focusing on road maintenance and one on providing recruiting and placement services for the operation of heavy machineries.

Module 1: Creation of an enterprise

The first training's module is comprised by three main units, including: i) The 5 main steps to start an enterprise; ii) The enterprise's functions; and iii) Main financing forms. Through this module, participants learn how a company operates, its roles in promoting growth and economic development and the administrative procedures required to start a company.

Module 2: The enterprise business plan

The module on the enterprise's business plan teaches participants the mechanisms for the development of a business plan and the business plan's role in achieving the company's objectives.

| Box 6: Persons trained in the three Modules under the Microenterprise Development Training | | | | |
|---|--------------|------------|--------------|-------------------------|
| Trainings Module | Women | Men | Total | Women percentage |
| Module 1: Creation of an enterprise | 40 | 9 | 49 | 82% |
| Module 2: The enterprise business plan | 37 | 9 | 46 | 80% |
| Module 3: Management of a SME | 36 | 8 | 44 | 82% |

It is made up of two main units that are conducted in 15 hours during 3 days. At the end of this Module, participants are expected to be able to: i) develop a business plan for their entrepreneurial initiative; ii) master the company's management procedures and ensure their strict compliance; and iii) play their full role in defining economic strategies for the development of their business.

The module has been conducted among 7 main groups of participants and from these groups' structure started the hypothesis of launching at least 7 collectives enterprises, 6 focusing on road maintenance and one on providing recruiting and placement services for the operation of heavy machineries.

Module 3: Management of a small medium-sized enterprise (SME)

The third module on SME management aims at providing participants with the financial management tools to ensure the sustainability of their business. The module instructs participants in using administrative and financial management tools meeting the requirements of transparency and good governance. The module is developed through four units, which are: i) basic concepts of business management; ii) the concepts of production costs; iii) the plan and accounting procedures; and iv) the financial management tools. Classes are taught for 16 hours in 4 days.

8. Activity 4: Technical support in the creation and development of microenterprises

As a continuation of the training on how to develop a microenterprise, training's beneficiaries received ad hoc technical and advisory support to set up their own transport related microenterprise. This EFH's component is envisioned as a concrete strategy to translate the acquired technical and theoretical knowledge into an actual business. Its aim is to motivate and

incite the Program's beneficiaries in engaging in the transport entrepreneurship sector. A consultant specialized on microenterprise guided participants through the necessary processes to create their own microenterprises, starting with the drafting of the enterprise's constitutive act until its registration in the chamber of commerce.

After the termination of the Training on microenterprise development (Activity 3), 57 participants of Activity 3 divided into 7 main groups, composed each by 3-12 people, where each group corresponded to an enterprise. Among the 57 participants 25 were women 22 men and the sex of the remaining 5 is unknown due to shortage of documentation. The participants freely created the 7 groups joining the one that resonate with them the most. From the creation of the 7 groups, 7 main services provision enterprises have been established, 6 specialized in road maintenance and one in recruiting and placement services for the operation of heavy machineries.

| Box 7: Status of microenterprises' creation and development | | | | | | | |
|--|-----------------------------|---------------|---------------|-------------|------------|------------|------------------|
| Completed administrative and legal procedures | Microenterprise name | | | | | | |
| | <i>ACEMAR</i> | <i>ADDEPH</i> | <i>SOMARO</i> | <i>UCDA</i> | <i>BOA</i> | <i>BEX</i> | <i>SONOGEMAR</i> |
| Drafted Constituting Act | X | X | X | X | X | X | |
| Drafted Statute | X | X | X | X | X | X | |
| BNC issued Deposit certificate | X | X | X | | | | |
| MCI registered Commercial Brand | X | X | X | | | | |
| Completed Registration | | X | | | | | |
| DGI Registered Legal Document | | | X | | | | |
| Developed Opening balance | | | X | | | | |
| Opened accounts | | | X | | | | |

To establish the microenterprises, participants went through a series of steps that are described in Box 7. Each enterprises development and current status differs among each other. As per December 2013, 3 of the 7 enterprises had: i) registered at the Minister of Trade and Industry (MCI); ii) established their social capital; iii) obtained a fiscal ID number; iv) opened a bank account at the National Bank of Credit (BNC); v) launched some of their activities; and vi) publicized the enterprise in local newspapers. The remaining 4 microenterprise are still falling behind due to shortage of financial resources to contribute to the enterprise's social capital. Sonogemar enterprise did not continue the enterprise development due to group's internal problems.

At the end of the technical assistance, an evaluation has been conducted among some of the young entrepreneurs and it emerged that youth faced three main challenges in setting up and developing their enterprise:

- a. Due to the their economic constraints, many youth didn't manage to contribute to the economical capital of the enterprises hindering thus the establishment of the enterprises' capital;
- b. Challenges faced with the regional branches of the BNC;
- c. Difficulties with the Directorate General of Taxes (DGI) in the South who claimed a lump sum to all members of the Board to issue their income declaration certificate, which was required to provide them with the fiscal registration number of the new enterprise.

9. Activity 5: Awareness Campaign

The EFH third main goal is to raise awareness among Haitian citizens on the importance and shared benefits of providing equal working opportunities among men and women in the transport sector. The Program recognizes that among the Haitian society there are still some prevailing norms, gender stereotypes and roles that hinder the access of women to this segment of the labor market. EFH's Activity five aims thus at tackling those socio-cultural norms that foster labor gender segregation in the transport area promoting positive messages and raising citizens awareness on the inclusion of women in this sector. The awareness process is developed thorough a Communication Campaign that addresses both the communities surrounding the Program development's areas and the contractors that are interested in receiving the provision of services from the microenterprises established thorough the Program.

The Campaign utilizes different instruments to reach the defined audience. Among these:

- Audio-visual material – such as street posters, videos and brochures, promoting positive messages on the work of women in the transport areas;
- An exhibition on women's non-traditional jobs in the infrastructure sectors developed among the areas of intervention of the Program;
- A presentation session for contractors, MTPTC and governmental agencies in the infrastructure sector on the positive aspects and possible benefits deriving from the inclusion of a gender perspective in transport projects.

Photo 4: Communication Campaigns' Board in Haiti



Photo credit: UCE

A communication campaign Consultant has been hired under the program to develop the communication material. Sensitization material has been developed both in French and Creole to allow as many people as possible to understand and share the Campaign messaging. Although activities were planned to happen in parallel with the provided trainings, the Campaign was conducted between June and October 2013 due to delays in the development of the audiovisual material. The total cost for the three afore-mentioned interventions was of US\$ 45,375.

10. EFH's Main Outcomes

As part of the Program's monitoring and evaluation processes, this section informs about the main outcomes reached thorough and by the EFH (see box 8).

- **GAP planned objective almost fully reached:** 95 percent of the GAP planned objective has been reached training and certifying 475 participants, with a gap of only 25 persons among the 500 expected beneficiaries;
- **Women Focus achieved:** The Program's objective of focusing specifically on the female population has been pursued and a significant share of the beneficiaries were women, totally comprising 75 percent of the participants who benefited from the Program;
- **Success in activity completion:** All of the five proposed activities have been delivered;
- **Creation of microenterprises:** As a follow up measures to the received trainings, 7 main microenterprise in the provision of services in the transport sector have been created by 54 of the program beneficiaries;
- **Promotion of women's agency:** The Program not only: i) provided women with new technical skills, ii) improved their theoretical knowledge, iii) supported the development of income-generating activities, and iv) facilitated their inclusion in the transport labor market. In addition, the Program promoted women's empowerment and foster their agency raising their awareness on their rights, potentialities and decision-making power and thus promoting their self-awareness and increasing their self-esteem (see figure 2).¹⁶
- **Promotion of working opportunities:** Although the Program's expected to support the inclusion of a more significant number of participants in the transport working market, 9 percent of EFH beneficiaries, i.e., 15 of them, found a job after one of the training completion. In addition, after 2 years from the delivery of Activity 4 and thanks to the UCE and MTPTC's support, 12 women who participated in the Program found a job in an agency providing service Maintenance in urban machinery.
- **Flexibility and problem solving:** The Program and the people that contributed to its development demonstrated flexibility and problem solving attitudes. Unintended and unexpected challenges have been successfully addresses – such as in the decision of covering participant's accommodation and transport expenses to address their experienced time and place challenges; and in the CEU initiative in developing partnerships with national agencies and a private constructing enterprise to provide internship and or/ working opportunities to certificated participants;
- **Activities contextualization in the local labor market:** Based on the preexisting strategy adopted by the MTPTC of using local microenterprises for the construction, rehabilitation and maintenance of local roads, the program demonstrated to follow and continue the MTPTC approach, supporting local labor force inclusion in the road maintenance market.

Box 8: Main Outcomes of the EFH Program's

| Outcome | Women # | Men # | % Trained women |
|---|---------|-------|-----------------|
| • 159 participants trained and certified on heavy machineries | 106 | 53 | 66.6 |
| • 250 participants trained and certified on road maintenance | 194 | 56 | 77.6 |
| • 54 participants trained and certified in entrepreneurship | 44 | 10 | 81.4 |
| • 7 established micro enterprises in the transport sector | NA | NA | NA |

¹⁶ This qualitative data has been gathered during an evaluation conducted 2 years after the Program completion among 12 women who participated in the EFH.

11. Challenges faced during the EFH's development

Although the significant positive outcomes reached by the Program, the development of the activities informed about some Program's weakness and constraints. Below there is a list of the main challenged faced during Program's implementation:

- **Shortage of working opportunities:** given the Program main objective of facilitating women's inclusion in the transport sector, one of the most significant challenges experienced by participants, especially female participants, is finding internships and working opportunities;
- **Lack of measures to include participants in the labor market:** as previously mentioned, Activity 1 and 2 demonstrated that the Program needed follow up measures to support participants in accessing the working market after acquiring the trainings' technical skills and theoretical knowledge.
- **Delivering delays:** The program experienced delays in the deliverable of some activities that would have benefited from their simultaneous development – such as for the awareness campaign;
- **Participants' drop off:** Some of the supposed participants either did not participate in the planned activities or drop them off during their implementation. There are many factors that might have contributed to this situation, among these participants' expectation that might have been disappointed. This is the case of Activity 4, where many participants expected the program to remunerate them with a lump sum of money for training's participation.
- **Women's time availability:** Another element of disruption was women's time availability: women were experiencing difficulties in participating in the Program while complying with their multiple roles – such being a mother, taking care of family's members and managing the households;
- **Missing measures to reply to participants' economic constraints:** Participants of the Activity 4 experienced economic constraints that prevented them from contributing to the microenterprise social capital. This negatively affected the expected development of four new microenterprises.

Figure 2: Internal and external enablers of agency



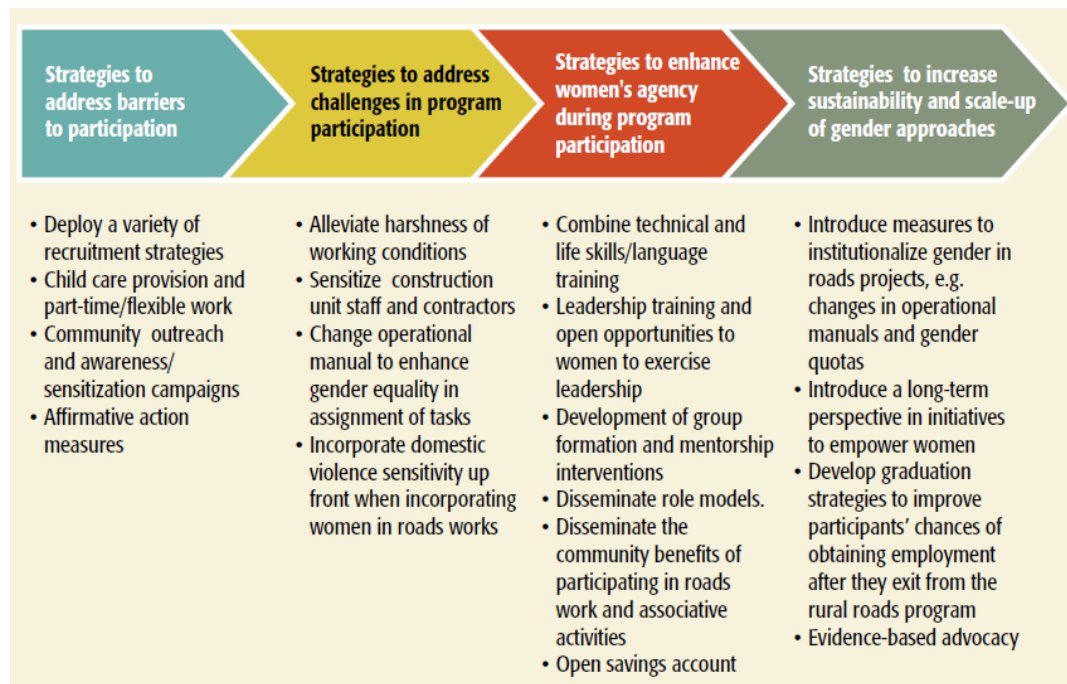
Source: WB, Road to Agency

12. EFH's potential areas of improvement

This section is intended to provide some concrete measures to address the afore-mentioned challenges faced by the Program and its participants. The section's main aim is to delineate an improved way forward to guide potential future interventions that will support the integration of women in the transport sector (see figure 3).

- **Promote community-driven approach** to previously define the Program's methodology and goals with the potential participants and assure that their needs, expectations and desired outcome guide the Program's design;
- **Discuss participants' expectations** related to the trainings before starting any activity to clarify and if possible address them;
- **Facilitate clear messages** on what will be and what will not be provided under the Program to avoid future misunderstanding that can lead to participants' disappointment;
- **Identify gender and transport champions** to find allies at governmental, private sector and community levels to foster the gender and transport agenda and its future sustainability;
- **Develop previous partnership with local private sector** to support the integration of participants in the transport area, especially for women given the male-dominated sector;

Figure 3: Strategies to foster women's participation and agency in rural roads work and productive activities



Source: WB, Road to Agency

- **Organize informative sessions** between sector operators in the region to present them the newly formed enterprise, create synergies and support their business' development;
- **Maintain and promote constructive dialogue with infrastructure contractors** to instruct them about the positive aspects of integrating female labor force in their business;
- **Discuss with the MTPTC potential measures** to incentive the private sector in absorbing the female work force;
- **Facilitate mentoring support** to guide women in their integration in this new area;

- **Offer child care support to participating mothers** to facilitate their Program's participation;
- **Provide targeted subsidies to youth** to address the economic challenges faced in contributing to the enterprise' social capital. A loan mechanism might also be proposed to allow youth to pay back the borrowed sum once the enterprise will provide some incomes;
- **Establish a fund for microenterprise registration** to support the newly formed entrepreneurs in paying the DGI's registration act;
- **Donate equipment** to allow the newly created enterprises being operational. According to the budget provisions drafted as part of the final evaluation, the budget could vary between 15,000.00 to 20,000.00 US\$ per company.
- **Promote support during the first provided services** to guide the new entrepreneurs in delivering quality during their first commission.

13. The Integration of Gender, HIV/AIDS & First Aid in Reconstruction Campsites Program

As part of the gender-sensitive approach promoted by the IADB in its operations, the HA-L1079 project decided to support the development of specific gender interventions to facilitate women's inclusion in road construction market.¹⁷ In addition, in line with the IADB policy to mitigate social risks related to infrastructure development, the HA-L1079 project devoted specific attention to the potential negative impacts on local communities related to labor influx. It is widely recognized that the arrival of external male workers for construction, rehabilitation, or maintenance of infrastructures can have negative impacts on local population, especially on women and girls. Women and girls are likely to engage in relationships with campsite workers exposing themselves to different risks. Potential negative consequences of such transitional relations include contracting sexual transmitted infections, including HIV/AIDS, adolescent pregnancy, child prostitution and sexual and gender-based violence. Family disruption and children's abandonment might also happen.

Map 2: IGHAF areas of implementation



¹⁷ The Haiti Support For Haiti's Transportation Sector III Project (HA-L1079) is a transport project aiming at improving the connectivity between different regions of the country by reducing transportation costs and time. Its specific objectives are: (i) rehabilitation and improvement of Ennery-Plaisance/RN1 road section; (ii) maintenance of the rehabilitated section during two (2) years; (iii) improvement of road safety conditions along the road reducing the risk of accidents involving both vehicle and pedestrians; (iv) institutional strengthening of the transport sector; and (v) pavement of urban sections in selected municipalities using labor intensive methods

Cognizant of these risks and prone to support the Haitian gender and transport agenda, in 2014 the HA-L1079 project supported the development of the *Integration of Gender, HIV/AIDS & First Aid in Reconstruction Campsites Program* (IGHAF). A local organization, called Konesans Fanmi Se Lespwa Timoun has been in charge of the program's implementation. The program has been developed for a total of two years between September 2014 - September 2016 but due to several delays in its implementation, KF requested an extension of its contract to the UCE.

The IGHAF has been developed in the project implementation's surrounding areas, i.e., the Ennery-Plaisance (RN-1) road section with a particular focus on the Communes of Gonaïves and Ennery (see map 2). The decision of focusing in these two main zones is justified by the increase of the HIV rate from 1.9 percent in 2006 to 3 percent in 2012¹⁸ and by the high rate of gender-based violence in these communities, which accounts to 40.9 percent of physical and domestic violence,¹⁹ among the highest rate in the country. In addition, the *Carte de Pauvreté d'Haïti* classifies Gonaïves and Ennery in the category of "extremely low" in terms of access to primary health services.²⁰

The IGHAF **main objectives** are to support the Haitian Government in its commitment to:

- a. Promote an equitable and inclusive development through the support of the gender agenda;
- b. Reduce the spread of HIV/AIDS and gender-based violence (GBV); and
- c. Reduce the risk of accidents at work.

To reach these objectives, the IGHAF developed four main components:

- a. Trainings on construction techniques among women;
- b. Awareness raising interventions among local community on HIV/AIDS and GBV;
- c. HIV/AIDS and GBV prevention trainings for construction workers; and
- d. First Aid trainings for construction workers.

14. Component 1: Trainings on Construction Techniques: Masonry, Scraping and Carpentry

In line with project HA-L1079 objective of promoting a gender inclusive agenda and to support the socio-economic integration of women in male-dominated jobs of the construction sector, KF put in place a training program among local women in masonry, scraping and carpentry. The program provided beneficiaries with the technical knowledge related to the three main jobs and has been developed in Gonaïves, Ennery and Plaisance.

| Box 9: Trainings on traditional male works | | | | | |
|---|-----------|------------|-----------|------------|-----------|
| Community | C-BOs | # Women | # Men | Total | % Women |
| Gonaïves | 10 | 23 | 3 | 27 | 85 |
| Ennery | 15 | 31 | 4 | 36 | 86 |
| Plaisance | 23 | 64 | 7 | 73 | 87 |
| TOTAL | 48 | 118 | 14 | 132 | 89 |

¹⁸ Enquête Mortalité, Morbidité et Utilisation des Services EMMUS-V, Ministère de la Santé Publique et de la Population, 2012

¹⁹ Konesans Fanmi, PROJET Intégration du Genre, VIH/Sida et Premiers Soins sur les chantiers de reconstruction d'Haïti: https://www.mtptc.gouv.ht/media/upload/doc/publications/KF_MTPTC_Deppliant.pdf

²⁰ Carte de Pauvreté d'Haïti, Ministère de la Planification et de la Coopération Externe, 2004

Two were the main criteria utilized by KF to select program's beneficiaries: i) be educated; and ii) be recommended by one of the community-based organizations that collaborate with KF. Up until 2016, 132 people participated in the training program. Among the 132 participants, 118 were women and the remaining 14 men (see box 9). 66.66 percent of participants were between 26 and 50 years of age and 31.06 percent of them had already worked in a construction site (see box 10 for participants' characteristics). Regarding their trainings preferences, 70.45 percent chose masonry, 22.72 percent scraping, 6.06 percent both. With regards to the timing, each training lasted 4 weeks.

Box 10: Profile Of Beneficiaries Participating In The Trainings On Traditional Male Professions

| Age | # | Education | % | Occupation | % | Civil Statute | % | Children | # |
|----------|----|-----------|-------|-----------------|-------|---------------|-------|----------|-------|
| 18-25 | 35 | Primary | 35.79 | Commerce | 42.74 | Single | 34.84 | No one | 34.09 |
| 26-50 | 88 | Secondary | 56.18 | Agriculture | 16.66 | Married | 34.09 | 1-2 | 25 |
| > 51 | 3 | Tertiary | 5.3 | Sewing teaching | 15.15 | Widowed | 5.3 | 3-5 | 26.51 |
| No reply | 6 | No reply | 3 | 2 activities | 3.78 | Placage | 21.96 | 6 and > | 9.84 |
| | | | | No reply | 1.51 | No reply | 3.72 | No reply | 4.54 |
| | | | | No activities | 17.42 | | | | |

15. Component 2: Communities' awareness raising interventions on HIV/AIDS and GBV

The main objective of component 2 is to sensitize the population surrounding the project implementation's area on HIV/AIDS and GBV. At this end, component 2 trained representatives of female community-based organizations (CBOs) on GBV and HIV. The trained representatives, under

Box 11: CBOs and their members trained on HIV and GBV

| Municipality | Localités | # CBOs | # Men | # Women | Total | % Women |
|--------------|---------------|-----------|-----------|-----------|------------|-----------|
| Plaisance | Dépeignes | 2 | 8 | 20 | 28 | 71 |
| | Nan Michel | 3 | | | | |
| | Centre-Ville | 5 | | | | |
| | Champagne | 5 | | | | |
| | Bassin | 5 | | | | |
| | Lecler | 1 | | | | |
| Gonaives | Gattereau | 8 | 8 | 22 | 30 | 73 |
| | Pont Tamarin | 1 | | | | |
| | Bassin | 1 | | | | |
| | Bois-Marchand | 3 | | | | |
| Ennery | Passe-Reine | 6 | 10 | 34 | 44 | 77 |
| | Haut-Chemin | 1 | | | | |
| | Centre-Ville | 5 | | | | |
| | Mapou Rolin | 1 | | | | |
| | Savane Carre | 1 | | | | |
| | Garoti | 1 | | | | |
| | Gattereau | 8 | | | | |
| | Pont Tamarin | 1 | | | | |
| | Bassin | 1 | | | | |
| Total | | 49 | 26 | 76 | 102 | 74 |

the supervision of KF, were then responsible to create communities units with the aim of organizing extensive education and awareness raising sessions on the prevention of HIV/AIDS and GBV in the various localities of Gonaïves, Ennery and Plaisancehave.

49 different organizations based in Gonaïves, Ennery and Plaisance participated in the training program and 102 people pertaining to these organizations have been trained on HIV and GBV prevention (see box 11). Among the 102, 76 were women constituting thus the 74 percent of the trained people. Among the female group, 17 percent had a previous experience in the medical sector (nursing assistant, nurse, medical laboratory technician).

| Box 12: Interventions developed among local population | | | | | | |
|---|----------------------------|-------------|------------------------|------------|--|------------------------------|
| Municipality | # Sensitized people | | # Tested people | | # People infected & treated | # Distributed condoms |
| | H | F | H | F | | |
| Gonaïves | 191 | 183 | 106 | 94 | 2 | 15 596 |
| Ennery | 435 | 651 | 200 | 332 | 9 | 36 556 |
| Plaisance | 805 | 1294 | 574 | 356 | 5 | 43 787 |
| Total | 1431 | 2128 | 880 | 782 | 16 | 95 939 |

In order to sensitize the populations of Gonaïves, Ennery and Plaisancehave on HIV/AIDS and GBV several group sessions were held in various localities. Through these group activities, 3,559 people were sensitized, including 1,431 men and 2,128 women. 1,662 people benefited from tests services, including 880 men and 782 women (see box 12). Aiming at sensitizing as many people as possible on HIV/AIDS, an additional intervention has been utilized and four extensive tours conducted by the trained women through mobile units. A total of 4.300 people has been sensitized and 20.432 condoms distributed through mobile units among communities in Gonaïves, Ennery and Plaisancehave.

16. Component 3: HIV and GBV prevention trainings for construction workers

Component 3 aims at educating all construction site workers a on the prevention of HIV/AIDS and GBV in order to limit the spread of HIV and GBV and prevent the public work sector to become a vector for these issues. Interventions under component 3 included:

- Trainings to workers on construction sites on prevention practices and available services;
- Screening tests for HIV and syphilis on construction sites.

| Box 13: Interventions developed among campsites workers | | | | |
|--|----------------|--------------|--------------|----------------|
| Interventions | # Women | # Men | Total | % Women |
| Campsites workers trainings on HIV & GBV | 21 | 116 | 137 | 15 |
| Campsites workers screening on HIV & syphilis | 16 | 98 | 114 | 14 |
| Sensitization on HIV & GBV in campsites | / | 100 | 100 | / |
| Workers trainings on first aid | 44 | 98 | 142 | 31 |

With regards to component 3 outcomes, 137 campsite workers were sensitized trained on HIV and GBV, 114 screened on HIV and syphilis (among the people tested, one was infected with HIV and one with Syphilis), 100 workers in the surrounding of the campsites have been also sensitized on HIV-GBV and 3456 condoms were distributed, including usage demonstration (see box 13). Among the 137 trained workers, 21 were women.

17. Component 4: First Aid trainings for construction workers

Public works projects are often house to numerous work accidents that should be prevented and addressed to ensure proper safety and health services strategies. This component takes into account difficulties in accessing health services, emergency evacuation plans and work related accidents. The aim of component 4 was to build and strengthen first aid capacity of workers and local health institutions in order to deal with construction work related accidents. The intervention included the below main activities:

- Trainings on first aid to workers by first-aid professionals;
- Procurement and supply of basic medical and pharmaceutical equipment

In total 142 workers have been trained in first aid, of whom 98 were men and 44 women.

18. Challenges faced during IGHAFF's development

This section aims at highlighting the main constraints encountered during the implementation of the IGHAFF:

- **Gender-segregation in the construction market:** Despite KF gender advocacy and sensitization meetings, contractors responsible for the construction of the road and the UCE did not take any gender equality measures to support the employment of women that were trained;
- **Gender-based stigmas:** Camp sites managers are usually men and often prefer to hire local women for works related to campsites' maintenance – such as cleanings, cooking etc. instead of offering them a possibility of having a more profitable work in the other construction jobs.
- **Selection criteria hindering access to women with lower education levels:** Women with lower education level often face harder constraints due to difficulties in finding employment opportunities. In addition, this sub-population has more children than educated women. These two elements put them in precarious financial conditions as they would need to work to support their families but don't have the necessary skills to enter the labor market. The selection criteria utilized by IGHAFF to identify beneficiaries for the construction techniques trainings included "be educated" and this might have penalized uneducated women who are more in need of work.
- **Risks of losing the acquired knowledge:** Given the difficulties in finding a work in male-dominated jobs of the construction field, women are less likely to apply the notions that have been transmitted to them, risking thus to forget the acquired technical knowledge.
- **Female resistance in undertake HIV testing:** Women who are beneficiaries of the project have more children than the national average, and, although they attended HIV/AIDS and GBV community education sessions, they are less willing to be screened.
- **Delays hindering project's implementation:** Several delays during the conception and implementation phases and shortage on needed material for project's implementation have hindered the original two years project's work plan. Faced obstacles included: the procurement

process lasted longer than expected; local markets were out-of-stock on HIV test kits and condoms; and delay experienced in disbursement and in the production of training plans. As a result, some operational objectives could not be achieved after the two-year project life and KF asked for an extension to the UCE, who accepted it.

- **Reduced funds for continuing interventions implementation:** The lack of long-term project funding has resulted in a slowdown in the delivery of services, affecting the credibility of the organization and project implementation.
- **Shortage of communication measures:** Communication materials produced as part of the project to increase awareness and visibility on GBV and HIV have not been widely disseminated due to funds constraints.

19. IGHAf's Main Outcomes

Based on the IGHAf completion analysis, the IGHAf main outcomes include (see box 14):

- **Women CBOs empowered:** community mobilization capacity of women working in the COBs has been strengthened. This has allowed them to strengthen their leadership in their community, increase their visibility and develop working relationships with members of different organizations.
- **Strengthen women's leaderships:** the program has encouraged the development of women's leadership by enabling them to lead the Community Animation Cells (CACs).
- **Fortified women networking:** The program contributed also to reinforce women's networking through their respective organizations as the different leaders of organizations combine their efforts for the realization of the educational sessions.
- **Raised local awareness on GBV, HIV and gender equality:** thanks to the extensive trainings, sensitization session and encouraged debates, the program raised local awareness on women's rights, GBV, responsible parenting, HIV and GBV.

| Box 14: Beneficiaries of the IGHAf interventions disaggregated by sex | | | | |
|---|--------|-------|---------|---------|
| Interventions | #Women | #Men | Total # | Women % |
| 1. Trainings on traditional male works | 118 | 14 | 132 | 74 |
| 2. CBOs trainings on HIV/AIDS & GBV | 76 | 26 | 85 | 80 |
| 3. Communities trainings on HIV/AIDS & GBV | 2,128 | 1,431 | 3,559 | 60 |
| 4. Communities HIV & syphilis screening tests | 782 | 880 | 1,662 | 47 |
| 3. Workers GBV-HIV sensitization | 21 | 116 | 137 | 15 |
| 4. Workers HIV & syphilis screening tests | 16 | 98 | 114 | 14 |
| 5. Workers first aid trainings | 44 | 98 | 142 | 31 |

- **Encouraged screening among local population:** thanks to the extensive work conducted by women's organizations, which ensured the mobilization of people from their communities, residents were able to benefit from the screening services. In addition, a greater number of people are now open about being screened or tested and are interested in knowing their HIV status.
- **Support provided to local health institutions:** through its comprehensive approach on HIV/AIDS and syphilis, the project has facilitated the local health institutions of Gonaïves, Ennery and Plaisance by getting the trust of the population. Local health institutions also benefited from KF's logistical resources.

| Box 15: IGHAF's reached outcomes | | | |
|-----------------------------------|-----------|-----------|---------------|
| Planned intervention | Planned # | Reached # | % Realization |
| Firms managers HIV- GBV meetings | 10 | 8 | 80 |
| Workers trainings on first aid | 150 | 102 | 68 |
| Workers trainings on STIs and HIV | 300 | 135 | 45 |
| HIV and syphilis testing | 2400 | 1.257 | 52.3 |
| Distribution of condoms | 126.000 | 9.1849 | 73 |
| Community sessions on HIV-GBV | 5000 | 3.000 | 60 |
| Women trainings on HIV-GBV | 200 | 150 | 75 |
| Educators trainings on HIV-GBV | 200 | 102 | 51 |
| Women trainings on construction | 150 | 132 | 88 |
| Mobile unit HIV Awareness Tours | 7 | 3 | 42.85 |
| Provision of first aid kit | 10 | 6 | 60 |
| First aid station | 1 | 1 | 100 |

- **Campsites workers enthusiastic of the provided interventions:** While they were delighted with the accomplishment of these activities, they saw themselves as responsible leaders leading actions in their communities thanks to the HIV-GBV focus and to the first aid course.
- **Construction firms benefited with more trained workers:** Firms also benefited from the program by having more prepared workers on the soft-skills related to the construction implementation, such as first aid, HIV and GBV.
- **Improved perception of workers among local communities:** Often, local people think that construction workers give little importance to the social aspects of their work. Thanks to the trainings and discussions among workers on the social aspects related to the construction development, the population's perception towards workers ameliorated.
- **MPWTC acquired experience for future interventions:** the IGHAF has been among the pioneering experience of the MPWTC in the gender and construction agenda. The program, with its lessons learned and recommendations, leaves thus an instructive heritage for MPWTC potential future interventions in this field. In addition, all utilized materials, such as training materials, communication materials, studies and surveys constitute an asset for the future projects.

Although the great contribution that the program provided to moving the gender and transport agenda forward and to sensitize local population and construction workers on HIV and GBV, the IGHAF is still lagging behind to fully reach its planned targets. Details on planned and reached targets' interventions are delineated in box 15.

20. IGHAF's potential areas of improvement

Given the experience constraints and the main outcomes reached by the IGHAF, some specific areas of improvement are detailed below with the intent of ameliorating future similar interventions. Since some of the proposed suggestions related to the EFH program's construction trainings can be applied to the IGHAF program's construction trainings as well, the section will mainly propose suggestions in other areas of the program's implementation.

- **Add a clause in the bidding documents and contracts that sets a minimum target to hire local trained women:** Thanks to these types of policies, women that have been trained will be able to put in practice their new skills and gain practical experience that should allow them to obtain a job in the transport sector.

- **Facilitate construction trainings of women with lower educational background:** At this regard, revise the selection criteria of the IGHAf to promote the trainings of those women who are more in need.
- **Internship/short-term employment program in the construction field:** As a measure to address the potential risk that women could lose their acquired knowledge in construction techniques, an internship/short term employment program could be agreed among government agencies (i.e. executing agencies), universities, technical institutes and constructions firms present in the country. This type of professional contracts might be easier to be found and provide a temporary solution while women find more long-term positions.
- **Roster with construction female labor force:** To facilitate the hiring of local women, a roster of the trained female labor force could be developed. The roster could include specific skills of each woman and might become a great tool for constructions firms looking for local labor force.
- **Provide women with leadership trainings and set a target for female camp sites managers:** Women responsible for COBs and who have been trained in construction techniques and on community mobilization on HIV and GBV, have a higher level of education and are preferably positioned to be team leaders on campsites. This requires additional leadership training and the inclusion of a percentage of female team leaders. In addition, these women can be of great help to monitor GBV and child labor inside the campsites.
- **Train team leaders on the benefits of integrating prepared women in construction works:** Campsites managers still associate women with housekeeping tasks, demonstrates that gender segregation in the construction field is embedded in stigma and preconceptions of what is a male and a female work. This highlights that training of women in this area has to be supported with awareness strategies towards team leaders on the benefits of hiring women.
- **Integrate code of conducts on GBV in bidding documents and contractors' contracts.** In order to prevent and address the potential social risks related to labor influx, codes of conduct on GBV could be integrated in the bidding documents and in the contracts of all employees, contractors, and consultants contributing to the implementation of the project.
- **Integrate code of conducts on child protection in bidding documents and contractors' contracts.** 34.4 percent of Haitian children between 5 and 14 years old are working. Children in Haiti are thus engaged in child labor, including in domestic work, agriculture and construction. As a preventive strategy code of conducts on child labor should be included in all employees, contractors and consultants' contracts.
- **Inclusion of action plans on GBV and child protection in bidding documents and contractors' contracts.** A compliance team (CT) can be also established to coordinate and monitor the application of the codes of conduct. In order to operationalize the principles enshrined in the codes of conduct, the CT will develop an action plan on child labor and an action plan on gender-based violence. Potential members of the CT can be the UCE social development specialist, the resident engineer, the campsite's health and safety manager and a local organization serving as representative for the local communities. The action plans will provide these actors with ad hoc instruments to prevent and address these social risks among their workers.
- **Continue the testing in remote rural areas:** Since those living in the most remote rural areas are the ones most interested in screening services and more cases of infected persons have been identified in these localities, these services need to be continued within these communities.

- **Support holistic HIV approach:** To address women's resistance in testing, work on the stigma related to HIV, on comprehensive knowledge on the infection and on improved access to screening sites.²¹
- **Increase funds in MTPWC communication budget:** To address the shortage of funds for the project's communication agency, develop a mechanism to use communication funds under the MPWTC.

²¹ "Comprehensive knowledge" of HIV is a composite measure and indicates that an individual knows that: i) both consistent condom use and limiting sexual intercourse to one uninfected partner can prevent HIV; ii) a healthy-looking person can have HIV; and iii) rejects the most common local misconceptions about the transmission of HIV, such as that HIV can be transmitted through mosquitoes and that a person can become infected with HIV by sharing food with a person who has AIDS.

Haiti Transport GAP

FGs with Madan Sara and Women Working in the Mango Value Chain

1. Mission objective

The IDB Transport Division (TSP) is currently preparing a gender action plan (GAP) to devote attention to the gender dimension in its transport operations. As part of this effort, from December 12 to December 16, 2016 Camilla Gandini (independent consultant) and Andrea Monje (SCL/GDI), Gender Specialists, conducted a gender and transport-scoping mission in Port au Prince (PauP) and Gros Morne, Haiti. The objective of the mission was to identify the main transport challenges and consequent needs experienced by local women in developing their business to then guide the development of future IDB transport investments.

2. Focus Groups methodology and composition

Historically, Haitian women have been engaged in the trade of local and regional products creating all over the country an integral trading network. These Haitian female traders are called Madan Sara (MS). Connecting the business activities between the countryside and the cities, MS ensure mainly the distribution of the national agricultural production. Besides agriculture products, they also trade manufactured goods – such as cosmetics, dresses and shoes. Nowadays, the scope of MS' action extends across regional borders and they often reach far away countries for their purchases. MS can thus be divided into two main sub-groups: the National MS (MN), also called Madan Sara Camion (MC),¹ who handle the national trade market, and International MS (MI), also named Madan Sara Avion (MA),² who engage in international trade. Women prevail in this business but a small percentage of men, known as Monsieur Sara, have also started to get involved in it.

To identify and analyze the transport constraints faced by local women, three focus groups (FGs) have been conducted among MS and women working in the mango value chain. Specifically, two main subgroups have been identified among MS and two among women working in the mango sector for the development of the FGs i.e., MC, MA, mango producers (MP) and mango traders (MT). One FG has been developed among MC, one among MA and a joint one between MP and MT.

Each FG was composed of 10-13 participants, including women and men. Women's participation was higher compared to men's due to the gender labor segregation that characterizes these two areas (see sections 3-4-5 for more details). A questionnaire consisting of 12 open-ended questions was developed and used to guide the FGs conversation (see Annex I and II) and a local assistant hired to provide simultaneous translation from French to Creole (and vice versa), to coordinate the logistics of each FG and to record each FG on a report. Participation in the discussion

¹ "Madan Sara Camion" is the French wording meaning "Madan Sara Truck". They are named in this way because they usually use trucks to move around to sell their merchandise.

² Madan Sara Avion" is the French wording meaning "Madan Sara Plane". They are named in this way to differentiate them from the MC: MC work at national level instead MA travel aboard to buy their merchandise. Their name derive thus from their business characterization of flying abroad.

was very dynamic with each participant joining the discussion and sharing her/his experience.

The decision of focusing on MS is related to their critical role in the local labor market and to the peculiarity of their work, which requires a lot of travels among different regions. MS represent 80 percent of the Haitian informal labor market comprising the main source of income for most of the female population and their families.³ MS travel, by car, a lot in the country having thus specific transport needs. With regards to the selection of women working in the mango value chain, this is also related to the critical role that women play in this sector, being the main representatives both in the mango's production and local trade. In addition, the DB is considering planning a transport investment in Artibonite, the main mango production area in Haiti. At this regard, a deeper investigation of the main transport constraints experienced by the local female population might be instructive to guide the design of potential transport operations in this region and ensure the inclusion of gender in these operations.

3. FG with Madan Sara Avion

FG composition

- The FG with MA was organized with the support of the *Association des Commerçantes du Secteur Informel* (ACSI), a local organization member of the Haitian Federation of Small and Medium Enterprises that aims at defending the interests of Haitian small traders. The meeting has been held on December 13 2016.
- 10 women and one man comprised the FG. Although originally from different parts of the country, all participants were currently living in PauP.
- MA are recognized as the Haitian female traders who travel abroad to buy merchandise and resell it in the national and sometimes regional markets, such as Cuba and Dominican Republic. Usually MA are concentrated in PauP but there are also some in Cap-Haïtien and in Jacmel.
- The figure of the International MS finds its roots in the '60s, when middle class women started travelling to Cuba, Puerto Rico and Curacao to buy shoes, clothing and textile to resell them in their shops in PauP Port au Prince. With the evolution and opening of the global markets, MA started exploring intercontinental trade reaching soon the cheaper Asian markets, including the Chinese, Indian and Vietnamese ones.

Business characteristics

- MA are mainly importing manufactured merchandise - such as clothing, underwear, shoes, hair accessories, cosmetics, household items and electrical appliances.
- Their business is part of the formal market. They thus own the selling license and can formally access banks' loans.

³ PNUD, *Entrepreneures Dans L'économie Haïtienne*, 2015.

- There are two main markets where MA's purchase their merchandise: a regional market, which includes mainly Panama, Dominican Republic, Curaçao and the U.S. (specifically Miami and New York) and an international market, represented mainly by China, India and Vietnam.
- Their business chain can be summarily divided in four main processes: i) the selection and acquisition of the merchandise abroad; ii) the shipment and arrival of the selected merchandise in Haiti; iii) the merchandise's sorting in the market; and iv) the clients' purchase of the merchandise.
- With regards to the purchase phase, usually MA travel twice per year to select and buy the merchandise. They are requested to anticipate 20 percent of the cost when ordering the items and once the merchandise is delivered, in Haiti, they must pay the remaining 80 percent.
- Merchandise is usually shipped to Haiti by ships and stored in containers.
- Once the containers arrive in PauP port, the items are carried to the markets, where MA have their selling points, and keep their merchandise in the markets' storage room.
- MA usually hire local assistants to organize and store the arrived merchandise and have additional people helping them selling their products in the market. On a general note, a MA has around 12 persons working for her at any given time and during the merchandise delivery they can hire up to 30 additional persons.
- The merchandise is sold at the main markets in PauP, usually the Hyppolite market, or in specialized markets – such as Tabarre for clothing and cosmetics, Croix-des-Bouquets for clothing and agricultural products and Salomon specialized in agricultural products and hardware.
- Clients may vary from big clients, who arrive at the markets with their truck to carry the purchased merchandise, to individual one that buys few items, these individual buyers can include MC.
- At this regard, there is no established business collaboration between MA and MC being that each one develops their work separately.

Transport: patterns and challenges

- The merchandise is shipped through ships and stored in containers and, once arrived at the port, is carried to the markets directly by private companies. MA pay for the transport (usually around 1,500 gourdes) but no support for the logistic is required from their side.
- In addition, as clients come directly to the market to buy the merchandise, MA are not involved in the transportation of their clients' merchandise. Depending from the purchase's size, clients hire trucks or use public means, motorbikes or taxis to transport their items.
- There was a time when MA were organizing the trucks shipment for their client but, after experiencing attacks along the route, they decided to leave the transport organization to the clients. Attacks to trucks specifically increased in the South Department and in the Grand-Anse Department after the arrival of the hurricane Matthew.

- **Few transport needs:** During the FG it emerged that transport constraints related to MA business are few due to the peculiarity of the merchandise transportation's organization, which is usually handled by the sellers and the clients.
- **Markets Parking:** MA shared some challenges related to the shortage of parking in the markets. Once the merchandise arrives at the markets, the containers occupy a lot of space and there are not enough parking spots for all of them. This creates problems with the car parking spaces and security in the roads, which are used to set down the containers.

Business challenges

- **Access to credit** emerged as the most critical constraint that all MA are currently facing. Owning formal enterprises, MA are entitled to request loans to commercial banks and microfinance institutions (MFIs) but interest rates and loans' readiness and processing duration pose critical challenges to them.
- **Banks High interest Rate:** MA are constantly in need of credits to re-invest in their business but loans are offered at exorbitant rates compared to the one offered to the private sector. Private sector receives loans at 12 percent per year and MA at 4.5 percent per month. Commercial banks, such as the Banque Nationale de Crédit (BNC), consider MA business a risky investment and for this reason loans are provided at higher rates.
- **MFIs High Interest Rate:** MFIs are also offering loans under high interest rate – such as Fonkoze, the biggest local micro-credit institution, that provides MA with loans under 48 percent of interest rate per year.
- **Delayed credits:** In addition, provided credits are often delayed and not available once MA need them to settle their payments - such as in the case of the payment they own to the seller once the merchandise is delivered.
- **Blocked merchandise:** This last case was one of the more common constraints faced by the FG participants. Once the merchandise arrived at the port, MA have to pay the remaining 80 percent to have it cleared by customs and finally own it. Often time they do not have enough money to pay as the requested credit is delayed and the merchandise remain blocked at the port.
- **Debt increase:** This translates into a complicated situation where MA have to request additional loans to have their merchandise cleared, further increasing their debts.
- **Lower profits:** In addition, there are specific moments of the year when sales increase – such as during Christmas, and MI need to have their merchandise ready to be sold at the “high season” price otherwise they will have to sell it later at lower prices losing profits and sometimes increasing the stock of unsold merchandise.

Transport challenges

- **Few transport needs:** During the FG it emerged that transport constraints related to MA business are few due to the peculiarity of the merchandise

transportation's organization, which is usually handled by the sellers and the clients.

- **Markets Parking:** MA shared some challenges related to the shortage of parking in the markets. Once the merchandise arrives at the markets, the containers occupy a lot of space and there are not enough parking spots for all of them. This creates problems with the car parking spaces and security in the roads, which are used to set down the containers.

FG participants' suggestions

- Once asked what would be the needed support for improving their business development, MA shared the following points:
- **Access to credit:** MA requested better loans interest rates to have more sustainable access to credit and improve and secure their business.
- **Modern markets:** In addition, MA suggested the development of more modern and spacious markets to improve their selling.

Final recommendations:

- Compared to MC, MA's handle a more stable and profitable business, characterized by organized transport services and few transport constraints.
- MC, MP and MT face indeed major transport challenges in the development of their business compared to MA (for more details, see section 4 and 5).
- Based on the transport focus of the analysis and on the outcomes of the following FGs with MA, MP and MT, it seems thus more pertinent to focus on the transport challenges and necessities experienced by the other 3 women groups.
- Despite this, potential collaboration between MA and MC might be further investigated to explore the possibility of developing profitable partnerships for both groups that might also strengthen MC business through MA expertise and well established market.

4. FG with Madan Sara Camion



Photo 1: FG with MC at ACSI

FG composition

- The FG with MC was organized with the support of the *Association des Commerçantes du Secteur Informel (ACSI)*. The meeting has been held on December 14 2016.
- The FG was comprised by 11 women and 2 men. One of the male participant was the director of the Petionville Market. 5 participants were from Jacmel (South Department), 3 from Camp-Perrin (South Department), 3 from Kenskoff (West Department), 1 from Port-au-Prince and 1 from Plaisance du Sud (Nippes Department)

(see photo 1).

- MC are often divided in Rural Madan Sara (MR) and Urban Madan Sara (MU). This dualistic division tends to fade in the reality as their roles are often interchanged and their scope of action overlaps the rural-urban borders. Constant evolution of labor market and specific situation, such as natural disasters, can in fact change their usual business patterns modifying their working roles and broadening their area of business development.

Consequence of Hurricane Matthew on MN Business

- The arrival of the hurricane Matthew and its subsequent **damages** had devastating impacts on MC business coming from the South departments.
- **Maritime and road transport** were suspended for 15 days in the most affected zones, blocking the trade of products.
- Entire **villages and plantations** have been destroyed. MC's husbands, who were usually producers, remained without **harvest**, depriving them and MC from their main source of incomes i.e., agriculture products.
- Many MC lost their **storage rooms** where they usually stocked their products.
- Most of MC coming from the South, had to stop their usual **business** and recreate it based on the context availability. Before MC were selling the products they and their husbands were cultivating, now they have to buy them from someone else, resulting in lower returns. Those MC coming from the South have to reach urban markets or other regions to buy agriculture products because of plantations and harvest shortage.
- Due to their scarcity, agriculture products' **price raised** and MC are obliged to buy it at higher prices. Once MC try to sell them in urban markets, such as in PauP, clients do not pay for higher prices and they have to sell it at lower price than what they had previously paid.
- In addition, damages to **secondary and primary roads** challenge products transportation, further exacerbating the already difficult mobility conditions and MC's business development.

Business: characteristics and challenges

- 11 participants of the FG said that they sell agriculture products - such as bananas, peppers and potatoes at urban markets; one sells used clothing on the street and one is the director of the Petionville market.
- Before the arrival of Matthew, MC used to buy agriculture products from rural local markets, such as in Jeremie, or directly get them from their plantations to then sell them in PauP or Cayes.
- After the hurricane, in the most damaged zones i.e., in the South, the trade route is often the opposite and MC buy products in the urban markets to then sell them in the rural zones.
- MC's work is an informal business and they do not have access to Bank's loans but nowadays a growing number of local banks are developing specialized micro-credit branches that can offer credits to MC as well. MFIs are also

providing credits to MC but as for the case of MA, interest rates are high, such as with Fokonze requesting 48 percent of annual interest rates.

- Sales' proceeds are usually reinvested in other products purchase as well as used for family needs and to repay their debts. Earned money are never deposit in a bank account.
- As for the case of MA, the most critical challenge experienced by MC is shortage of funds due to the unfavorable conditions offered by the financial markets to **access credit**.
- **Limited knowledge on financial literacy** from MC constitutes an important constraint as well. MC do not have a comprehensive understanding of the financial market and of loans' interests rate. They thus contract loans at high rate and do not know how to handle their financial capital contracting several debts, which exacerbate their already precarious financial condition.
- On a general note, MC's work is a tough and instable business, which put them in difficult and precarious situations.
- **Business instability** is also a major concern. Often MC do not manage to sell any of their products and are obliged to stay at the markets overnight to try to sell their merchandise the day after.
- From a **physical perspective**, MC are exposed to many physical efforts – such as walking for long distances, carrying products, spending the nights out in precarious and unsafe conditions and travelling many times per weeks.
- **Business hours** might also be exhausting. MC know when they leave their home but never know when they come back. All the complications that might happen along the way – such as unsuccessful selling, transport problems, inclement weather conditions, might force them to spend a lot of time away from home.
- **Children care:** while working, MC have to find an alternative caretaker for their children and leave them with grandparents or neighbors.
- **Merchandise theft** is quite common and usually happen once the products arrive at the markets.
- To face these constraints, MC usually travel in groups to support each other.

Transport: patterns and challenges

- **Products purchase:** When MC buy their products in Jacmel market, they reach it walking. When buying products directly from plantations, they usually reach the plantation walking or by motorbike.
- **Products transport:** When picking up products directly from plantation, MC experience many challenges. Due to scarcity of products, few trucks travel directly to the plantations and MC do not know how to reach the primary road with their products. They either have to walk or to wait for a motorbike passing there. Then once on the main road, merchandise is transported to PauP by trucks. One trip's cost might vary between 1,500-2,000 gourdes.
- **MA transport:** To reach PauP market, MC used to travel on the trucks with their merchandise but nowadays, due to several accidents, they prefer to use shared taxis (250 gourdes per trip) and send they merchandise by truck. The taxi trip is faster and MC are already in PauP when their merchandise arrives to receive it

and avoid possible thefts. MC usually travel in groups to support each other in case any issues arise.

- **Coming back way:** To go back home MC usually take shared taxis (250 gourdes per trip).
- **Deteriorated secondary and tertiary roads:** Agriculture trade between municipal sections became very difficult after the arrival of Matthew as secondary and tertiary roads are deteriorated and trucks can no more travel there. MC use motorbikes to cover these routes. MC must make several trips, as it is not possible to carry a lot of items. Travel's time and cost thus increase negatively influencing MC's profits.
- **Transport means are scarce** between purchase and selling points negatively influencing the development of MC business. Although the high demand, trucks are not enough and many times MC have to wait hours on the road for another truck to carry their products.
- In addition, there is no **organization between supply and demand** and trucks' schedule and availability is not coordinated with MC's needs.
- **Conditions of trucks are also very precious.** Trucks are old and do not follow any maintenance procedures. Many times, they break down along the way as they do not function any more. MC thus lose time that could be invested in their business while waiting to have the trucks fixed.
- **Transport cost** is also an obstacle to MC's business development. Due to road deteriorations and to how transport services are organized, often time MC have to pay double fares to get their merchandise to the markets. In addition, after Matthew's arrival and the consequent damages of the harvests, MC are obliged to travel longer distances to find available products, increasing their travel costs.
- **Security** is also a major concern. Often times MC are attacked along the way to the markets. Attackers look for money and mobile phones but cases of rapes and violence have also happen.
- **Safety** plays also a critical challenge, especially when travelling with their merchandise. Trucks are overcharged and MC travel on the merchandise risking falling down. Cases of fatalities have also been reported due to the unsafe travel conditions.

FG participants' suggestions

- Once asked: what would be the needed support for improving their business development - MC shared the following points:
- **Access to credit:** Based on the afore-mentioned challenges in accessing credit, MC suggested to have direct loans provided from the IADB under more favorable interest rates.
- **Provision of trucks:** due to the many trucks' constraints that hinder MC's business development, MC asked for the provisions of four trucks to assure proper transport's organization and quality.
- In addition, if MC would have their own transport means, they could set higher transport's standards creating a competitive market that would foster other truck owners to provide better services to remain competitive.

Final recommendations

- Several entry points emerged from the FG discussion regarding concrete transport challenges and necessities experienced by MC.
- Regarding infrastructure challenges, **secondary and tertiary roads** pose critical obstacles in their business development, specifically in the phase of products' purchase. Production corridors are essential to guarantee the development of MC's work. At this regard, specific attention should be devoted to the rehabilitations of these critical roads as a mean to improve and facilitate trade processes that characterized this area.
- **Shortage and disorganization of transport vehicles** emerged among the main challenges that hinder MC's works. Trucks, taxis, motorcycles are all privately owned and there are no set tariffs and established schedules.
- At this regard, the **creation of a specific body/organization** that coordinates the organization and provisions of transport services might be of help to improve the currently complex situation. Several critical services could be provided under the organization, including among others:
 - a. **Registration** of both services' provider and users under a common union that grants efficient services and benefits for their members;
 - b. **Coordination of organization and provision of transport means** in the more under-served areas – such as establishing shifts that will assure the presence of motorcycle that travel along secondary and tertiary roads and other vehicles that connect rural and peri-urban areas to urban centers.
 - c. **Established schedules** for the trucks that carry the merchandise to the markets and the smaller vehicles that transport MC to the selling points;
 - d. **Fixed tariffs** for both products' and people transportations;
- **Provision of financial literacy trainings** could support the reported MC's difficulties in managing financial capital and reinvesting their profits. Specific training could also be developed to provide build MC's knowledge on loans. The IADB could, for example, support MCs in understanding the procedures of requesting loans, how loans work, how to handle them and which are the different organizations providing them.
- **Creation of cooperatives** and/or provision of further support to already existing ones, to support MC's uncertain business by joining investment capitals, sharing costs, improving business organizations, differentiating products availability and potentially increasing earned profits. Markets segmentation studies could be financed by the IADB to better understand available potentialities to invest in a specific area. Based on the study findings, pertinent training to women could be developed to build their capacity in entering and competitively positioning in the selected market.
- **Alignment of different areas of intervention** – such as transport, agriculture, and access to credit, to synergize efforts towards a more sustainable and profitable productivity. Potential partnerships with the IADB agriculture unit could be explored to interchange approaches - such as the voucher scheme utilized to purchase agriculture technologies.



Photo 2: Women from SF

5. FG with Mango producers and traders

FG composition

- The FG with women working in the mango value chain was organized with the support of Solidarité Femmes, a local organization based in Gros Morne (Département de l'Artibonite) that supports women's empowerment through provision of education, health services and credits (see photo 2). The meeting has been held on December 15 2016.

- 10 female participants coming from Gros Morne composed the FG. 5 women were part of the organization and were mango producers the remaining 5 were mango traders. Female mango traders can be considered as MC given their work distributing national agricultural production between rural and urban areas.

Business: characteristics and challenges

- 70 percent of the mango production of Solidarité Femmes (SF) consists of mango Francine, a mango quality produced solely for exportation. Other mango types (blanche, la petite fille communiée, cannelle, etc.), which are only consumed and traded nationally, compose the remaining 30 percent of the production.
- A mango tree can supply up to 100 dozen of mangos and mango's season starts in March and ends in September. SF women sell the Francine mangos directly to big companies who buy them at 35 gourdes per dozens and come that pick up the mangos directly in the communities.
- Plantations are private and there are three main systems for using them. Under the first contracting system, women rent the plantation (the land) and mangos belong to them. Under the second system, women share half of the mango production with the landlord. Finally, under the third methodology, women rent for 5 years the land with a final promise of sale that will subtract the 5 years of the renting costs from the land's sale price.
- SF owns one piece of land and a second one is rented from a woman member of to the organization
- The interviewed women were engaged in three main activities of the mango value chain, consisting in soil preparation, mango production and mango commercialization. The 5 women part of SF mentioned that they are in charge of taking care of soil preparation and all the processes related to the production, the other 5 women were instead focusing on the commercialization aspects.
- On the other side, men are usually coordinating the mango collection, some climbing the trees and other collecting mangos when falling from the plants.

- **Preparation:** this is the first phase of the mango value chain, which consists in soil fertilization, irrigation and preparation of a covering to create shade and protect the plants from sun's heat. An agronomist trained SF women on the different steps of the mango value chains.
- **Production:** there are two different methods for the production phases, one for the Francine mango and the other for mango consumed locally. Regarding the Francine mango, women usually bring them to the collection points, which are very close to plantations sites, to clean and dry them then buyers come directly there to pick them up. Once in PauP mangos are boiled to complete the processing phase. Regarding other type of mangos, MR pick them up directly from plantations to either sell them as they are or transform them into juice, jelly and creams to then sell them locally at bars and markets.

- **Commercialization:** The commercialization chain of Francine mango involves three main actors i.e., SF women, intermediaries and big companies. Intermediaries buy mangos from SF women to sell them to big companies who then export them. The 5 women not belonging to SF sell instead the mango consumed locally. This MR buy the mangos directly from plantations and then sell them in Port-au-Prince, Port-de-Paix and more frequently in Gonaïves. They can also work as SF's intermediaries, buying the mangos from the association and share the profits. They sell the mangos at local markets or even individually to clients on the streets (see photo 3).



Photo 3: Women selling mangos in GM

- As part of a well-organized association, SF women do not report major constraints. Their biggest challenges related to their business development is the lack of their own transport mean. They do not own trucks and have to follow trucks' owners schedule and availability and spend a lot of money on transport.
- As in the case of MC, MR's are instead exposed to the difficulties of a smaller market, which include lower profits, difficulties in getting credits and high transport costs.
- Most of the Gros Morne women are involved in mango production and commercialization. This makes mango market a competitive business and local women usually lose profits due to the high offer.
- Shortage of refrigeration techniques provokes products loss, given that mango has to be consumed during the production season. Due also to the bad transport conditions, losses are more relevant in PauP and thus women try to focus on Port-de-Paix trade. In addition, lack of proper packaging often damages mangos during their transportation.

Transport: patterns and challenges

- Mango plantations are situated along secondary roads at approximately one hour walking distance from Gros Morne. In the morning, women usually reach the plantation by foot and in the afternoon they return at home by motorcycle (see photo 4).
- All the items necessary for the production processes – such as fertilizers and water pumps-, are transported to the plantations by trucks or smaller vehicles.
- SF women usually transport the mango to the collection points by mules.
- MR usually reach plantations either by foot or mules. Trucks then transport the mangos directly to the selling points. Although sometimes they travel on smaller vehicles, MR in Gros Morne tends to travel to other cities more often on trucks with their merchandise. To reach PauP by trucks it takes one day, to reach Port-de-Paix 4 hours and to get to Gonaïves 2 hours.
- Although trucks do not have a fixed schedule, it seems that trucks availability suffice to MR's needs. Given that mango market is a well-established business and that there is a specific time of the year when production is higher (May, June, and July), drivers have learned how to organize to meet women's needs.
- Differently from the more unstable agriculture products market, in the mango market, MR often times do not travel to sell their mangos. They send the mangos by trucks directly to their clients in PauP and trucks' drivers become their intermediaries, receiving clients' money and giving them back to MR once they return to Gros Morne.
- **Transport costs** emerged among the main challenges faced by both SF women and MR. They have to pay many times for the different phase of their work i.e., for reaching plantations in the production phase, for transport mango to the selling points and for carrying them to the main roads.
- **Transport quality:** many times trucks are old and break down along the way, losing time to reach the selling points and exposing women to undesired risks – such as accidents, armed attacks, spending the night on the street and losing their products (see photo 5).
- **Primary roads quality:** Primary roads condition is very bad as they are dirt roads with many deep holes that make impossible for vehicle to pass by. This situation is exacerbated during the rainy season when roads become impracticable due to the holes filled with water and the mud that blocks vehicles.



Photo 4: People carrying items on Gonaïves-GM road

- **Secondary roads quality:**

Secondary roads are also unpaved and in bad conditions. In many case they are built inside the riverbed, which makes them unusable during the rainy season. The rivers, which are usually dry during the dry season, fill up during the rainy season and the roads become the very one river. Plantations are thus isolated and cannot even be reached by foot.



Photo 5: A truck stuck along Gonaïves-GM road

- **Bridges:** A similar challenge is experienced with bridges connecting different roads' sections. During the rainy season the rivers fill in passing over the roads. The bridge is thus impassable and the two road sections connected by the bridge remain disconnected – such as the river Mancel, which connects Gros Morne to Port-de-Paix. The route along the Mancel river is the most critical one for women trading mangos and it is thus the one that needs more ameliorations. The route of the Morne Lacrète is a critical section for them as well.
- **Safety:** due to roads bad conditions, accidents happen quite often; delaying the merchandise's deliver and exposing travelers to many risks and loss of their products. In addition, women often time travel on the trucks on top of their merchandise risking falling down and injuring themselves (see photo 6).
- **Security:** As in the case of MC travelling from the South to PauP, armed attacks can happen along the road to steal money, mobile phones and other items. Women who didn't have any money to provide to the aggressors have also reported being victims of rape.
- **Bribes:** sometimes drivers have to pay bribes to local people travel on some road sections.

FG participants' suggestions

- Regarding infrastructures challenges both groups suggested to invest in the **rehabilitation of primary and secondary roads and of bridges.**
- With regards to transport means, both groups would like to have their **own truck** to improve their work. If they would have a private truck they could sell directly the Francine mangos to big company cutting out the intermediary phase. This would thus allow them to handle their business more independently, increase their profits and decrease transport costs.
- Although they had already received some trainings, SF women requested additional trainings to better handle mango production and know when is the right moment to pick them.
- MR are also in need of boxes to transport their mangos so that they can properly store them and avoid damages.

Final recommendations

- **Rehabilitation of primary and secondary roads:** the FG made clear that investments in the rehabilitation of primary and secondary roads are fundamental to support the business development of women working in the mango value chain. Both primary and secondary roads play a vital role in the development of the mango business. Connecting the plantations to the main roads and secondary roads are fundamental for allowing the functioning of the production and commercialization phases. On the other side, primary roads are the arteries that connect rural areas to main urban and peri-urban centers facilitating the trade flux. Secondary and primary roads are the corridors that nurture the country's local businesses development. Investments in transport infrastructures should thus focus on the critical role they play in boosting the economy and fostering local and international trade.
- The production phase developed by SF women seems to be well organized and facing fewer business and travel concerns compared to MR. At this regards, the investigation suggests to focus more on the challenges faced by MR, which, given the business' similarities, are the same of MC's. A series of intervention could thus be developed to support MR' business, including:
 - a. **Link productivity to access to credit mechanisms:** As for the case of MC, subsidize mechanisms – such as voucher schemes could be investigated to support female mango traders' travels costs. Interesting practices are currently developed by the IADB agriculture unit, such as in the Technology Transfer to Small Farmers II (PTTA) HA-L1107 Project. The PTTA is developed in collaboration with the WB and focuses on the Northern Region and the Artibonite area. Its main objective is to move local farmers from subsistence farming to more intensive agriculture. Through the provision of targeted subsidies for agricultural technologies, it supports small farmers' access to sustainable agriculture inputs and technologies.
 - b. **Provision of trainings in the mango value chain** to build MR's knowledge on all the processes related to the mango market. A diagnostic could be conducted by the IADB to better understand what knowledge and skills are more needed for better placing MR's in the mango value chain.
 - c. **Development of cooperatives** could also facilitate MR's business joining efforts and capitals and sharing profits. Under a cooperative, MR could sell the mango directly to big company skipping the intermediaries' phase, becoming more independent and earning more profits from their sales. A



Photo 6: Women travelling on a truck along Gonaïves-GM

more in depth diagnostic could be developed by the IADB to better identify available cooperatives that could support a more structured integration of MR in this market. Based on the diagnostic, specific financing could be provided to support either the development or the creation of MR's cooperatives in the mango value chain.

6. Conclusions:

This first analysis has been critical to gather some preliminary data related to MS' professional conditions. Given the investigation's purpose of providing a first general overview on this topic, it is recommendable that the IADB will look deeper into these issues, conducting more in depth and focused studies that could better guide future interventions in these areas.

Based on the conducted analysis, three main strategic areas emerged from the FGs analysis to guide IADB's gender focus in its future transport investments. This includes:

- a. A first focus on transport users;**
- b. A second focus on productivity;**
- c. An a third focus on access to credit.**

a. Focus on transport users

- In the last years, the IDB transport division has started integrating gender-sensitive interventions in its operations. The developed interventions tended to focus more on women as part of the transport and construction labor market, involving them in roads maintenance, use of heavy machineries and in the creation of transport microenterprises.⁴
- The FGs investigations conducted among MA, MC, MR and women mango producers informed about several needs among them as transport users.
- Based on this outcome, the investigation suggests starting focusing more on women as transport users rather than transport services providers. This focus would not only allow to improve their mobility patterns but it would also ameliorate their business and daily lives, saving time and transport costs, potentially increasing profits and assuring safer and more stable travel conditions.
- Among the FGs participants, MR from Gros Morne and MC that travel along the route between the South departments and PauP emerged as the more in need groups both in terms of business development and transport necessities. The investigation suggest thus to focus potential future interventions on MR and MC.

⁴The IADB supported also a program focusing on the potential negative impacts on local communities deriving from male labor influx in the construction campsites. The program called *Intégration du Genre, du VIH-Sida et des Premiers Soins sur les chantiers de reconstruction d'Haïti* was developed between 2014-2016 by the local organization *Konesans Fanmi se Lespwa Timoun*. It focused on provision of services and awareness raising on gender-based violence and HIV/AIDS along the Gonaïves, Ennery and Plaisance routes. It also provided trainings on masonry and carpentry.

b. Focus on transport infrastructure and productivity

- As emerged in the above FGs analysis, transport infrastructures are essential not only to assure connections between different parts of the country but also to boost trade and economic activities among different areas.
- Secondary roads emerged as vital components of the trading networks that characterized Haitian society and in particular women's occupation.
- IDB's future operations should thus start moving beyond the traditional approach of primary roads investments, focusing on secondary roads as the missing piece to link transport operations to productivity issues.
- Investments on secondary roads could improve the development of already existing trade fluxes and other economic activities, fostering the viability of those corridors that nourish productivity throughout the country.

c. Focus on access to credit

- Devoting specific attention to transport users and their necessities requires going beyond the classical approach that tends to focus on the pure infrastructure's technical aspects.
- Among the different business constraints reported by FG participants, access to credit emerged as the predominant one. Collaborations with other areas that already provide credit schemes – such as the IDB rural development agriculture division and the Multilateral Investment Fund (MIF), could be promoted to support MC and MR's financial necessities. The voucher scheme, currently used by IDB and MIF to subsidized agriculture technology in the south zones of Haiti, could be properly shaped to meet MC and MR's transport needs – such as for subsidizing private transport means that might improve their business development or fares of shared vehicles.

ANNEX I - FGs Questionnaires Madan Sara

Engagement questions

1. Could you please tell us more about your work as Madan Sara? (How are you organized? Would you like to be formalized and organized under a more structured association? Rural vs. urban; What do you sell? National vs. international trade)
2. What are the main business differences between rural and urban Madan Sara?

Exploration questions

3. Where do you buy and how do you transport the products?
4. What routes do you travel to buy and commercialize the products? (Remember to ask about security issues)
5. Where and to whom do you sell the products? (Streets, door to door, retailers, markets. Remember to ask markets dynamics: bribes, theft etc.)
6. What are the main constraints you experience in developing your business? (Access to credit; access to transport; financial literacy skills; adequate space to sell products; price fluctuations; security etc.)
7. What are those transport challenges that hinder your business development? (Infrastructure; Coverage/Access/Distance; Transport Quality; Availability; Affordability; Safety; Security)
8. Are there any specific geographical areas that mostly need improvement in transport infrastructure to support your business development?
9. What type of support would you need to facilitate your business development?
10. What transport services do you need to ameliorate your business development?
11. What are the transport and business development needs of rural Madan Sara?

Exit question

12. Is there anything else you would like to share about your transport needs and ways to improve your business?

ANNEX II – FGs Questionnaire Mango Producers and Traders

Engagement questions

1. Could you please tell us more about your work in the mango “industry”? What parts of the mango value chain are you involved in?
2. Do men and women have different roles in the mango value chain?

Exploration questions

3. Where and to whom do you sell the mangos?
4. What is the route that you usually travel to collect and then sell the mangos?
5. How do you transport the mangos? (Specify potential differences in production, conditioning and commercialization)
6. Do you have any business relation with Madan Sara?
7. What are the main constraints you experience in developing your business?
8. What are those transport challenges that hinder your business development? (Infrastructure; Coverage/Access/Distance; Transport Quality; Availability; Affordability; Safety; Security)
9. What are your main necessities in terms of transport services? (Highlight specific needs in production, conditioning centers, collection points and commercialization)
10. What type of support would you need to facilitate your business development?
11. Do any organizations already provide you support to improve your business development?

Exit question

12. Is there anything else you would like to share about your transport needs and ways to improve your business?

Haiti Transport GAP

In-depth interviews with key actors working in Haiti

1. Objective of the report

The IADB is currently preparing a gender action plan (GAP) to integrate in its future transport operations in Haiti a more gender-sensitive approach. As part of a package of activities currently under development to inform the GAP, a series of in depth interviews (IDIs) have been conducted among key actors working in or with Haiti. This report summarizes the main interviews' findings with the objective of delineating potential areas of GAP's interventions in synergy with other existing Haitian initiatives.

2. Interviews' details

Interviews' purpose and methodology

Based on the current status of analysis and identified priority areas of interventions, potentially the GAP will focus on supporting the business development of two specific female sub-groups, composed by Madan Sara (MS) and female mango producers and trader (MPT).¹ Given this, the interviews have been specifically oriented to better understand the current gender situation in relation to the agriculture and transport sectors. The main purpose of the interviews was to discuss with key actors involved in the development of Haiti the main challenges and opportunities related to gender issues in the transport and agriculture areas. The interviews aimed also at scoping potential existing gender areas where the IADB could add value, reinforce available interventions and complement financing. Interviews' process has also been instructive to inform the organization of the focus groups with Madan Sara and female mango producers and traders hold in Haiti in December 2016.

To achieve these objectives, twenty-three in-depth interviews have been conducted during the period of December 2016 and February 2017. Interviews have been held in person in Washington D.C. and in Port au Prince when feasible; otherwise they have been conducted remotely over the phone. Three semi-structured questionnaires have been developed to guide the interviews and allow interviewees to share new ideas and perspectives during the conversations (see annex I-II-III). The three questionnaires have been shaped on the profile of the interviewed person and divided in a questionnaire for Gender Specialists, Transport Specialists and Agriculture Specialists. Where the interviewee was specialized in another area, the questionnaire closest to her/his area of intervention has been used. Questionnaires were comprised of approximately 20 open-ended questions and 3 multiple-choice questions on gender aspects related to the interviewee's area of specialization. Each interview lasted approximately 45 minutes.

¹ To date, the GAP will potentially propose to focus on supporting the business development of Madan Saras Camion and female mango producers and traders to improve their business development through transport infrastructures and services. For further details on current status of analysis and priority areas, please refer to December 2016 Haiti Mission and Focus Groups Report.

Interviewees' profiles

Given the current potential GAP's focus, three main areas have been identified for the selection of the specialists to be interviewed: gender, agriculture and transport. Consequently, interviews' selection criteria prioritized Gender, Transport and Agriculture Specialists. Of the 23 interviewees, 6 were Gender Specialist, 5 Transport Specialist and 3 Agriculture Specialist (see table 1).

| Table 1: List of key actors interviewed for the development of the GAP and FGs | | | |
|---|----------------------|--------------------------|------------------------------|
| Institution type | Organizations | Name | Position |
| Multilateral | World Bank (WB) | Barbara Cohello | Agriculture and Gender Sp. |
| | | Peter Lafer | Sr. Social Development Sp. |
| | | Malaika Becoulet | Transport Specialist |
| | | Franck Taillandier | Senior Transport Sp. |
| | | Christophe Grosjean | Agriculture Specialist |
| | | Emilie Perge | Country Economist |
| | | Aude-Sophie Rodella | Senior Economist |
| | | Maria Deborah Kim | Private Sector Specialist |
| | | Raju Singh | Program Leader |
| | IADB | Luana Ozemela | Gender Specialist |
| | | Soraya Senosier | Gender and Safeguards Sp. |
| | | Pablo Guerrero | Transport Specialist |
| | | Gilles Mori | Transport Specialist |
| | | Lina Salazar | Agriculture Specialist |
| | | Paolo de Salvo | Agriculture Specialist |
| | USAID | Lovesun Parent | Gender Advisor |
| | UNWOMEN | Liliana Pardo Guerrero | M&E Specialist |
| | UNDP | Rita Sciarra | Head of Unit |
| NGOs | Techno-Serve | James Obarowsky | Country Director |
| | Konesans Fanmi | Marie Antoinette Toureau | Director – Gender Specialist |
| Independent | Consultant | Sandra Jean-Gilles | Gender Specialist |
| | Former IADB | Michel Vallée | Transport Specialist |
| | Consultant | Michele Romulus | Gender Specialist |

Other 9 specialists have also been interviewed, including Economists, Social Development and Private Sector Specialists, since they were previously or currently engaged in interventions related to the three afore-mentioned areas. Interviewees were working for multilateral organizations and non-governmental organizations or they were independent consultant with seasoned experienced in one of the interviews' main areas of discussion. Of the 23 interviewees, 10 were based in Haiti, 12 in Washington D.C. and 1 in Benin. Several local organizations have also been contacted for the interviews, but due to remote

connection's technical problems or limited time while on mission in December 2016, it has been impossible to discuss with them. The same logistical problems have been experienced with the EU and USAID representatives in Haiti.

3. Gender interviews

Main gender challenges experienced by the Haitian female population

As part of the identification of the main gender challenges experienced by the Haitian population, 6 Gender Specialists and other 3 Specialists have been asked to prioritize the main gender sticky domains. Among the main areas of categorizations, access to credit and saving mechanisms have been identified as the main challenge currently faced by Haitian women (see table 2). Unpaid work and limited access to formal jobs emerged respectively as the second and third obstacles. Time poverty and insufficient education classified at the fourth and fifth places and decision-making in public space and health as the sixth and seventh challenges. Despite the epidemic of violence experienced by the female population, gender-based violence (GBV) has been mentioned just as the eighth challenge.² Ownership and control over housing and land, together with women low earnings, have been ranked among the less critical challenges.

Based on this data and on the fact that unpaid work and access to formal jobs, credit and saving mechanisms have been reported as the main gender challenges, it might be argued that the most critical barrier faced by Haitian women is related to their **economic empowerment**. This situation might be linked to high levels of informality that characterized the Haitian labor market. Shortage of access to formal jobs, unpaid works and difficulties in accessing credits are different representations and/or consequences of informality. Informal employment might become indeed the only available opportunities and thus the last resort for people excluded from formal employment. A strong link exists between informality and poverty and with sixty percent of the population living below the poverty line, 95 percent of the country's business pertains to the informal market.³ Women are at the forefront of it moving 80 percent of the informal market and with three out of four of them employed in it.⁴ Historically, Haitian women have been engaged in the informal trade of local and regional products to grant the distribution of the national agricultural production between the countryside and the cities. This traditional role of Haitian women, evolved nowadays in a more structured business, which goes beyond the trade of local agriculture production extending to trading of manufactured goods. Despite the fact that this primarily female business remains the main income source for most of the country's families, it is still mostly an informal economic activity. As reported by many interviewees, its informality is currently causing many difficulties both in terms of business' sustainability, which directly affects women, and of financial benefits deriving

² "27% of Haitian women reported having experienced physical violence by their husband or another person from the age of 15; 28% of women aged 15 to 49 had experienced physical violence since the age of 15; and 13% were victims of sexual violence at some point in their life." UNFPA, 2016. Gender-Based Violence Rapid Assessment Report.

³ WB 2016-2019, Haiti Country Strategy

⁴ WB 2015, Systematic Country Diagnostic

from it, which affects the country's economy. Women in the informal sector do not benefit from workplace regulations and social protection schemes, they are locked in low productivity activities, with few opportunities for economic mobility and more economic and social instability since these women are extremely vulnerable to any issues (natural disasters, economic downturns, political issues, etc.). Focus groups conducted among women traders, known as Madam Saras (MS), confirmed also this situation. MS informed that their business' informality is the main obstacle to access credits and thus among the main factors hindering their business development. Despite the existence of microcredit institutions and the promotion of pioneering programs piloted by a few banks in the country to support access to credits for informal works, interest rates are extremely high and women have difficulties accessing them or fall behind in repaying them when they subscribe to them.⁵ In addition, multilateral development banks (MDBs), including the IADB and its Multilateral Investment Fund (MIF), tend to promote access to credit among formal enterprises, leaving thus behind the biggest part of the real Haitian work market.

Table 2: Prioritization of main challenges faced by Haitian women

| Main Areas of Gender Challenge | Gender Spec. 1 | Gender Spec. 2 | Gender Spec. 3 | Gender Spec. 4 | Gender Spec. 5 | Gender Spec. 6 | Spec. 7 | Spec. 8 | Spec. 9 | Priority order |
|--|----------------|----------------|----------------|----------------|----------------|----------------|---------|---------|---------|----------------|
| Access to endowments | | | | | | | | | | |
| Health | 8° | 6° | 7° | 8° | 6° | 6° | 6° | 7° | 6° | VII |
| Education | 7° | 2° | 6° | 7° | 1° | 5° | 1° | 5° | 4° | V |
| Employment and access to labor market | | | | | | | | | | |
| Formal job access | 4° | 4° | 2° | 3° | 3° | 1° | 3° | 3° | 1° | III |
| Unpaid work | 2° | 5° | 3° | 1° | 2° | 2° | 5° | 2° | 2° | II |
| Earning gap | 11° | 11° | 9° | 11° | 10° | 10° | 11° | 10° | 11° | XI |
| Time poverty | 3° | 3° | 5° | 4° | 5° | 4° | 4° | 4° | 3° | IV |
| Ownership and control over assets | | | | | | | | | | |
| Land | 9° | 10° | 11° | 10° | 11° | 11° | 10° | 11° | 9° | X |
| Housing | 10° | 9° | 10° | 9° | 9° | 9° | 9° | 9° | 10° | IX |
| Credit & saving | 1° | 1° | 4° | 2° | 3° | 3° | 2° | 1° | 5° | I |
| Agency | | | | | | | | | | |
| GBV | 5° | 8° | 8° | 6° | 7° | 7° | 7° | 8° | 7° | VIII |
| Decision-making in public space | 6° | 7° | 1° | 5° | 8° | 8° | 8° | 6° | 8° | VI |

Women's time availability is also a major obstacle to their economic development. More than half of women's time is primarily dedicated to domestic work (53 percent), including care activities and household chores. Even if domestic work is essential to the functioning of society and economy for any members of a given society, women carry the heaviest burden of it, spending double of time in domestic activities compared to men (respectively 28 and 12 hours per week).⁶ This is a question that has been raised also during the revision

⁵ Refer to December 2016, Haiti Mission and Focus Groups Report for further details

⁶ UNDP, 2015 Entrepreneures Dans L'Économie Haïtienne

of the Women and Men Equality Program⁷, where female participants reported difficulties in joining trainings because of their multiple-roles in care and household works.⁸ Women's time poverty has negative influence on their participation in economic activities. Devoting most of their time to care and household chores, women's remaining time for income generating activities is limited. In addition, time that can be used to engage in recreational activities and in resting becomes even less if the time spent managing domestic work has to be summed to any kind of income generating activities. This problematic, linked to the three above-mentioned gender challenges, demonstrates how the promotion and fostering of women's economic empowerment is a multi-faceted question. Effective measures and appropriate strategies have to be developed among different domains, including change of behaviors and gender-determined norms that characterized female and male roles.

With regard to the **education**, women have on average 2 years less of education than men and only 6.1 percent of women between 35 and 39 years old finished their tertiary education compared with 11.8 percent of men.⁹ Besides formal education, interviewees reported the necessity of developing a series of trainings, such as vocational and life skills trainings, that focus on building women's technical and soft skills that can be used in a specific occupation or domain. Disaster-risk management skills and coping mechanisms related to natural disasters have also been mentioned among main priorities in the non-formal learning area¹⁰. With regards to the **health situation**, the main reported challenge is related to maternal mortality. Haiti, with 380 deaths per 100,000 live births, stands 5 times higher of the regional average.¹¹ Shortage of proper health institutions and lack of services to assist women during and after pregnancy, such as availability of health skilled staff to attend births, continue to put women and their children's life in danger.

With regards to women's representation **in decision-making position in the public space**, female representation in higher political office is quite low, with women occupying 11.1 percent of national parliament seats and 20 percent of ministerial level positions (28.7 percent is the regional average of female parliament seats and 21.9 percent of female ministerial level positions).¹² This is strongly related to the patriarchal and masculine social order that characterized the Haitian society. As many other countries in different regions of the world, this data testify a society that is still lacking behind in properly recognizing the importance of women's role and position in the public and private spheres. This is a perception commonly shared among the interviewees rating women's low representation among the six main gender challenges. Representation of women in public positions does not only influence the society's perception towards woman's critical public role but influence as well woman's perception in many other domains, including in the domestic and working spheres and in female versus male relation, and according to some

⁷The "Women and Men Equality Program" Is a program developed by the IADB in partnership with the Canadian International Development Agency (CIDA) to facilitate and foster the inclusion of women in the male-dominated jobs of the transport sector.

⁸ Refer to 2016 Summary of the IADB Gender Interventions in the Transport Sector Report for further details

⁹ WB 2015, Systematic Country Diagnostic

¹⁰ See UNDP Haiti experience on this matter

¹¹ WHO 2014, Haiti: National Health Expenditures

¹² WB 2016 Gender Data Portal

studies is correlated with the implementation of social public policies than greater benefit women, children and vulnerable groups¹³. It also foster a more positive perception of women toward themselves.

With regards to **gender-based violence** (GBV), it is interesting to notice how GBV is perceived differently when it is related to the overall Haitian gender challenges compared to when it is contextualized specifically in the gender challenges experienced in the transport area. When interviewees rated it among the full spectrum of gender challenges, GBV did not emerged among the main priority areas. On the contrary, when discussing about personal security related to travels, GBV has been pointed out among the main gender priorities in the transport area. This position has been supported also during the FGs with MS and female mango producers and traders. Both groups highlighted the numerous security challenges they face while travelling, including armed and personal attacks that can exacerbate into physical violence and rape. It is thus vital that the GAP takes these issues in high consideration, devoting specific attention and proposing measures to address the security dimension of women related to the transport area.

The gender and transport agenda in Haiti

During the interviews, some questions have been asked to scope possible gender and transport interventions previously or currently developed in Haiti and to identify potential areas of collaborations. Among the 6 Gender Specialists interviewed only one has been engaged in the Haitian transport and gender area. The other 5 did not have any previous experience in this field. Regarding the other 3 Specialists, one had already been engaged in gender and transport interventions in Haiti. This low representation of specialization in the gender and transport area made it difficult to receive perspectives, insights and suggestions specifically tailored to the gender and transport agenda. Given this, most of the discussions provided more generic gender approaches. It has also been challenging to identify some concrete interventions and initiatives related to this sub-sector given the limited knowledge on this specific area.

From the discussions with the two Specialists who had previous experience in the transport and gender area, it emerged that to date just few interventions have been developed in this area in Haiti. This included the IADB's Women and Men Equality Program and the World Bank's Haiti Adolescent Girl Initiative (AGI). USAID has also engaged in female trainings as truck drivers, but it has not been possible to find additional information on this intervention.

The AGI is an international initiative aiming at piloting interventions that improve employability of vulnerable young women. Between 2012 and 2014, AGI developed trainings among 1.000 Haitian adolescents in non-traditional jobs, including masonry, heavy machine operation, carpentry, electricity, mechanics, refrigeration and

¹³ Chattopadhyay, Raghavendra and Esther Duflo (2004). Women as Policy Makers: Evidence from a Randomized Policy Experiment in India.

telecommunications (see picture 1). AGI interventions provide important lessons to inform the development of the GAP and guide potential future actions. Although AGI trainings prioritized areas of higher hiring potentiality, beneficiaries faced hard challenges in finding jobs opportunities due to the Haitian stagnant labor market. Public private partnerships (PPP) are thus outlined as a vital element for skill-building programs. This collaboration provides trainings' beneficiaries opportunities to apply the gained skills in the labor market through internships programs and, in the most fortunate cases, through short- or long-term employments.

Picture 1: Adolescent Girl Initiative Graduation Ceremony



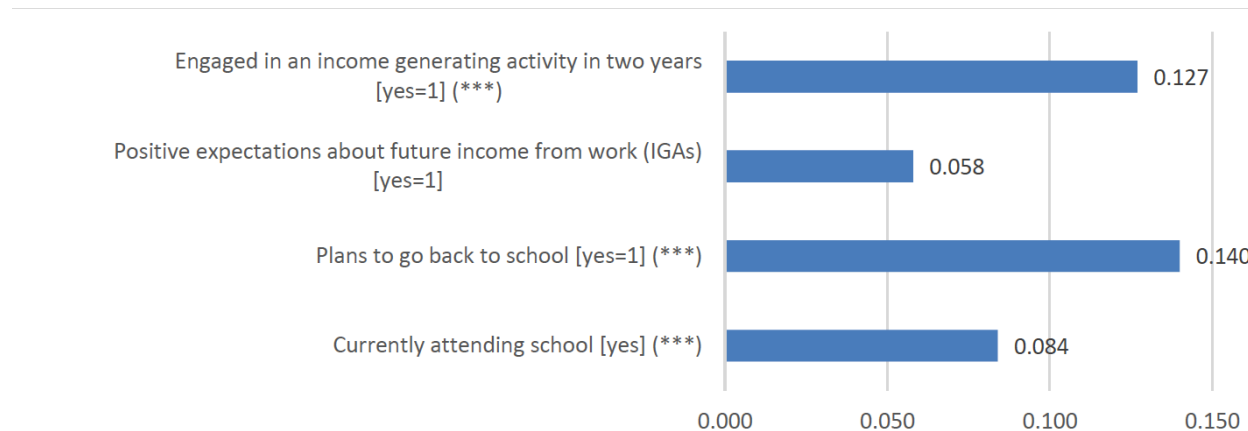
Source: Haiti Adolescent Girl Initiative (AGI): Project Report Poverty Global Practice

AGI outcomes teach also that gender is not a constraint while female adolescents try to access male-dominated sectors. The main bottleneck remains still the limited labor market offer and thus the need to translate the trainings into viable employment opportunities. Beside this element, other factors impacted the low level of job opportunities, including the limited number of job openings, the lack of openings' information and finally men's common abuse of power during the job application process, including sexual advances. AGI Haitian experience informs also that socio-emotional and soft-skills development coupled with more technical skills are a key combination to prepare women to the work environmental. Thanks to this specific support, their educational and working aspirations are strengthen, their self-esteem and agency improved and they are feeling more comfortable in their job performance (see figure 1).

Based on this data, it appears that the gender and transport agenda is not very developed in Haiti. The fact that there is still not much engagement and that development organizations did not invest much in this area does not have to be read as an obstacle to start advancing more this agenda. The infrastructure sector, and thus the transport one, is a sector that focuses mainly on the technical aspects of its interventions. Soft approaches, such as the one usually proposed by gender-sensitive interventions, are not its priority and

tend to be left on a side. Collaboration with other areas, such as rural development and agriculture, might become a good option to propose alternative synergies to move this agenda forward (see agriculture interviews section for more details). Roads development is in fact a crosscutting domain that touches many different aspects of a development process. Finding those niches that are in need of more targeted initiatives to ameliorate women's conditions in relation to transport infrastructure and services could be a strategic path to explore further in the development of the GAP.

Figure 1: Impact of AGI on expectations about jobs, income and education



Source: Baseline and midline survey data sets—AGI Haiti

Interviewees have also been asked about their perception on women's interest in being engaged in the transport sector. All interviewees agreed that, given the urgent necessity of finding a job, women would be keen in having a work in this area. Regarding the main transport challenges faced by Haitian women, interviewees have been asked to prioritize them among a set of options that included: infrastructure (coverage/access/distance); transport quality; transport availability; affordability; safety and security. **Security** has been mostly reported among the main gender priority followed by **safety**. **Infrastructure development** emerged also as main issue. Although primary roads are highly needed in the country, secondary and tertiary roads are also reported as a main area of necessity, especially in the southern regions due to the recent natural disaster. During the rainy season most of the secondary and tertiary roads become unviable. Some times they are also built inside a riverbed, which makes them even more impracticable. Roads are certainly needed by all population but in some cases women are even more in need of them. Given their multiple roles in the society, women usually move around more times during a day compared to men, such as to go to health centers, markets, take kids to school, go to markets, collect water and firewood, in addition of using roads for business purposes. This travel pattern increases their vulnerability to security, safety and affordability issues. Based on the above-mentioned earning and access to credit challenges, **affordability** is also a critical question, especially for those women who are engaged in business activities between rural and urban areas and need to travel frequently and use many transport means. Given the multiple means of transport connecting urban and rural zones, which includes big buses, mini vans, shared taxis, motorcycles and trucks, **transport availability**

has not been reported as a main challenge for women. **Quality of transport** might pose some problems instead, especially for girls and women. Buses and vans are usually squeezed and women are often victims/survivor of physical harassments. Vehicles are also often damaged and very old, which does not guarantee a comfortable and safe travel.

The consultations looked also at the main gender area to be prioritized in a transport operation (see table 3). Reported priority areas are quite in line with the transport sector main gender constraints. **Access to markets** results as the main gender focus. This is explained with the vital role that women play in the local economy, which is concentrated in business developed in local markets. In addition, markets are at core of Haitian life both in economic and social terms of and access to them support productivity, income generating activities and social networking. **Access to credits and job opportunities** in the transport sectors are respectively the second and third priorities. These three main priority areas are in line with the previous analysis that prioritize women economic empowerment as the main and more in need drivers for women's development in the Haitian. **Access to health and security** are both at the fourth place, followed by **access to education** and vocational trainings. The reason why **vocational training** scored so low is related to the need of going beyond the traditional training approach to associate it with strategies that support the application of acquired knowledge in the labor market.

| Table 3: Prioritization of gender focus in transport projects | | | | | | | | | | |
|---|----------------|----------------|----------------|----------------|----------------|----------------|---------|---------|---------|----------------|
| Priority areas | Gender Spec. 1 | Gender Spec. 2 | Gender Spec. 3 | Gender Spec. 4 | Gender Spec. 5 | Gender Spec. 6 | Spec. 7 | Spec. 8 | Spec. 9 | Priority order |
| Access to health | 4 | 4 | 5 | 5 | 5 | 4 | 6 | 6 | 6 | IV |
| Access to education | 5 | 7 | 7 | 4 | 7 | 5 | 4 | 5 | 7 | V |
| Access to markets | 2 | 1 | 1 | 2 | 2 | 2 | 3 | 2 | 1 | I |
| Access to credit | 1 | 2 | 2 | 1 | 1 | 3 | 2 | 3 | 3 | II |
| Job opportunities | 6 | 3 | 3 | 3 | 3 | 1 | 1 | 1 | 2 | III |
| Vocational trainings | 7 | 5 | 6 | 7 | 6 | 7 | 7 | 4 | 5 | VI |
| Security | 3 | 6 | 4 | 6 | 4 | 6 | 5 | 7 | 4 | IV |

Madan Sara (MS) and female mango producers and traders (MPT)

During the interviews, the potential focus of the GAP has been discussed to investigate Specialists' perception and positions about supporting Madan Sara and female mango producers and traders (see photo 2). Overall, interviewees agreed both on the MS and women working in the mango area targets. MS play in fact a key role in maintaining the

country's local business market and in providing family's income. Based on this, interventions targeted at supporting their business development are critical to develop a more structured and sustainable business. Specialists suggested also that *ad hoc* strategies should be conceived to start opening discussions on the formalization processes of MS' business with government counterparts and key financial institutions, including multilateral investment banks, microcredit organizations and the national bank system. Specifically, specialists advised that multilateral investment banks should start thinking about investing beyond the Haitian formal market, opening investments lines towards the informal area.

At this regard, the UNDP has developed an in depth study on Haitian female entrepreneurs, specifically focusing on the key role played by MS in assuring the national distribution of agriculture production and in maintaining an active business among different country areas.¹⁴ The detailed study proposes among its main recommendation the development of mechanisms to facilitate women's access to credit. The study's findings support thus further the line of action delineated as a result of the discussion among the Gender Specialists, suggesting that women's economic empowerment should be among the main directives to be integrated in the GAP. Further discussions developed with UNDP representatives recommended that areas of collaborative efforts between the IADB and UNDP should be taken into consideration to move this agenda forward. Based on this, the report recommends maintaining a dialogue with UNDP to further explore this possible synergy.

Future IADB interventions will focus on the construction of the national road between Gonaives and Gros Morne (RN5). This area is a key production site for mangos, sector where women are highly engaged both as producers and traders. Given this context, interviewees found that targeting women working in the mango area is pertinent and strategic approach for the gender and transport agenda. Although there are some local organizations supporting women either under cooperatives or as individual workers, the biggest revenue in the mango market is earned by foreign companies selling mangos internationally. Intermediaries buy mangos from female producers at very low prices to then sell them to big (international) companies at higher prices. Finally companies sell mangos in the foreign market at 25 times more than the price women sold them to intermediaries.¹⁵

Despite they are developing the toughest work; women earn less than anyone else engaged in the mango value chain. Rehabilitation of the primary road (RN5) and construction of secondary and tertiary ones could support their business improvement, speeding up the time needed to reach the fields, reducing the connection time between fields and markets and providing better quality products that will not be damaged during travels. Primary road construction will also allow women to travel more easily to main urban centers broadening their business spectrum and opening up new chances to handle directly mango

¹⁴ UNDP, 2015

¹⁵ Approximately a mango costs USD 0,10 in Gonaive and USD 2,50 in the foreign market, such as in Washington D.C.

trade with companies. Gender Specialists suggested also developing an integrated approach to support local women in the mango value chain development, including trainings on financial literacy, business administration, mango production and trading; access to credits and to markets; and partnerships between the formal private sectors and women's cooperatives.

Photo 2: Mango traders in Gros Morne



Source: Camilla Gandini

4. Transport Interviews

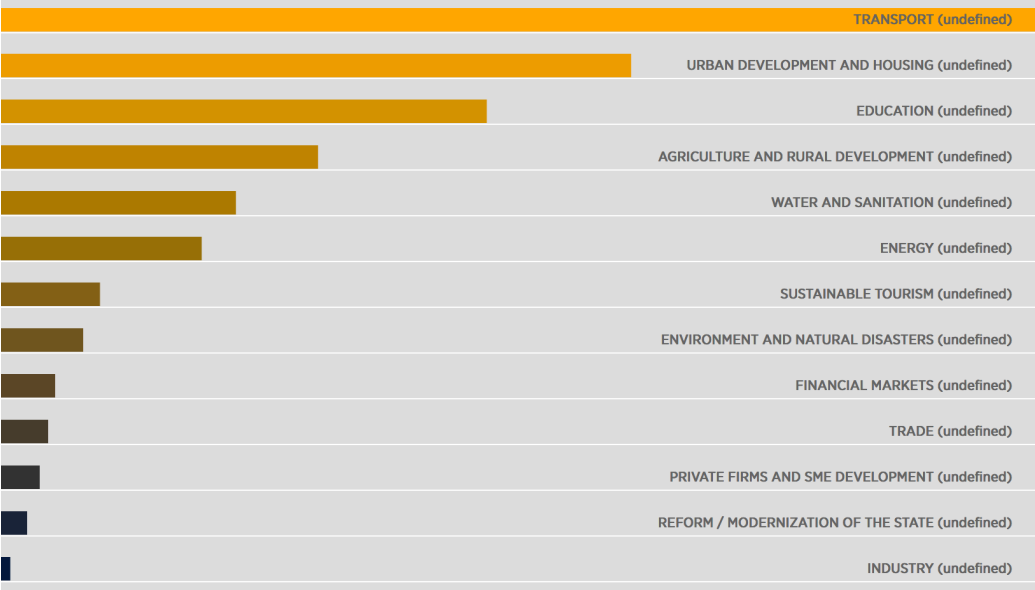
In order to investigate the main areas of interventions developed in the transport sector in Haiti, 4 main interviews have been conducted among 4 Transport Specialists. The specialists were working for the World Bank and the IADB and two were based in Washington D.C. and two in the country offices in Port au Prince. The transport questionnaire has been used to guide the discussion (see annex II).

Transport portfolio in Haiti

The main international organizations working in the Haitian transport area are the World Bank (WB), the IADB and the European Commission (EC) in partnership with the Agence Française de Développement (AFD).

Regarding the **IADB** agenda in Haiti, the transport sector is the main investment area with 370.5 million invested over an envelop of 1.17 billion (see figure 2). The main focus is on infrastructure development, specifically on primary roads construction and rehabilitation, and on advisory assistance for policy, legal and institutional reforms of government agencies.

Figure 2: IADB Haiti Loans by Sector



Source: IADB, Haiti Strategy webpage

There are also some investments in the maritime and aviation sub-sectors that focus mainly on the sector reform. In 2015, a \$27 million grant has been confirmed to support modernization and improvement of management of Haiti’s roads and ports. Currently, there are 5 active projects, one as an emergency response to the Hurricane Matthew, two to support institutional reform of the transport sector and two for infrastructures development. As part of the \$27 million grant, a sixth project is currently under preparation focusing on the rehabilitation of the national road no. 5 (RN5) that connects Gonaïves, with Gros Morne (see picture 3).

Picture 3: Current status of RN5



Source: Camilla Gandini

The IADB transport approach is mainly focusing on the infrastructure development devoting less attention to a more users-focused approach. IADB project's outcomes are mainly measured on constructed roads kilometers with few indicators directly linked to beneficiary population. A switch to a more beneficiary-oriented approach would certainly improve projects outcomes and its benefits on surrounding communities.

With regards to its Haitian transport agenda, the **WB** is mainly engaged in urban transport and rural access. There are currently two active projects in the WB portfolio, one focusing on the Artibonite region and the other with a broader geographical scope. *The Haiti Center and Artibonite Regional Development Project's* main objective is to: i) enhance transport connectivity between the Artibonite and other surrounding regions; and ii) improve internal connectivity within the region to ameliorate access of inhabitants and agricultural producers to selected markets. The main focus of the *Haiti Infrastructure & Institutions Emergency Recovery* is to rebuild key institutions and infrastructure to support the GOH recovery efforts in the aftermath of the earthquake, including emergency rehabilitation and reconstruction of roads and bridges. Among the main components there is the repair of national road no. 2 (RN2) between Carrefour and Miragoâne, of national road no. 4 (RN4) between Carrefour Dufort and Jacmel and of the bridge Fauché on RN2 and cleaning of main drainage equipment in Port-au-Prince. In addition, the WB, in partnership with the International Finance Corporation (IFC) and USAID, financed the modernization of the Cap Haïtien port. Given the increase of the GOH's fiscal losses on oil revenues and the negative effects of oil subsidy on poverty and inequality, the IMF advised the Haitian government to eliminate the subsidy on oil products. Based on this context, the WB is currently conducting a survey among 650 people to investigate the oil price impacts on Haitian population and measures to mitigate it. A separate study is also underdevelopment to specifically examine the potential adverse impacts of the oil price increase on Madan Sara. Finally the WB is conducting another study to analyze connectivity patterns between living and working centers in the Cap Haïtien region. This set of studies is creating the basis to guide future WB interventions in the transport area.

The **EC**, through the AFD, has focused on improving connectivity and access to the northern zones of the country. The AFD supported the rehabilitation of the national road no. 3 (RN3), which is the road corridor connecting Port-au-Prince to Cap Haïtien. *The Rehabilitation of the Road connecting Hinche to Saint-Raphaël Project* aims at re-establishing the connectivity between Port-au-Prince and Cap Haïtien and at opening up the Central Plateau, which is one of the main three regions for agricultural production in Haiti.

Main transport challenges in Haiti

Regarding the main challenges faced in the Haitian transport sector, the specialists agreed that **infrastructure development**, specifically roads construction, is among the main priorities. Investments are mainly focusing on primary roads development devoting less attention to secondary and tertiary roads. Secondary and tertiary roads are fundamental to provide appropriate access to public services and connection between commercial and

living centers. As the main production corridors, they also play a vital role in securing access to rural agriculture zones in a country where the main mean of subsistence and income is agriculture production. Despite their criticality, secondary and tertiary roads are in bad conditions and never receive the appropriate maintenance. In addition, during the rainy season they become impracticable impeding local population's access to fields. **Roads maintenance** is also a major concern hindering the sustainability of the infrastructures' investment. There are two main factors influencing the longevity of these infrastructures: i) climate and natural conditions; and ii) mobility patterns. Given the inclement weather during the rainy seasons and the persistence of natural disasters, roads get damaged very quickly. Roads' quick wear is also related to a mobility pattern that characterizes the Haitian society. Heavy trucks mobilizing goods and people all over the country are over charged and their weight damage roads wearing it down quickly (see picture 4). **Security and safety** have been also reported as two relevant challenges that put locals' lives in danger. Measures and strategies to prevent road's users injuries and fatalities are lacking and there are no interventions to safeguard vulnerable road users such as pedestrians, cyclists, and motorcyclists. In addition, markets are usually set up in inadequate and risky places mainly along the main roads. Parking spaces are also unavailable and cars, trucks, vans are parked all along main roads, creating congestions and car and pedestrians accidents. Road users' security is also a challenging issue and armed attacks to shared vehicles, such as mini vans, buses and taxis, are quite frequent especially in peri-urban and rural zones.

Picture 4: Fully charged truck in Haiti



Source: Wordpress

Gender and transport expertise

Regarding Transport Specialists' expertise in the gender area, just one of the 4 interviewed specialists had been engaged previously in gender interventions related to the transport sector. Despite this shortage of experience and knowledge in this crosscutting theme, overall the specialists interviewed demonstrated interest in developing this agenda forward. All of them agreed that a gender lens might improve projects outcomes and benefit more project's beneficiaries. Despite this positive attitude, specialists were not aware how a gender-informed transport project could specifically benefit project's beneficiaries. This testifies that the links between gender issues and the transport area are still unknown to most of the sector specialists. Although a Gender Specialist can support transport investments providing the needed expertise to integrate a gender-sensitive lens in transport operations, transport specialists knowledge on gender issues related to their sector could be of help to move the gender agenda forward. At this regards, it is interesting to notice how it has been underlined that a sector change is also required to integrate this approach into transport operations. If investments' perspective and operations' evaluation criteria remain focused on the technical and "material" aspects of the interventions and do not devote specific attention to the beneficiaries, it would be difficult to integrate a gender-perspective in transport projects. This perspective highlights how, besides the desirable specialists' supports in integrating a gender-sensitive perspective, a sectorial switch is necessary to open up new spaces that focus on beneficiaries inclusion in projects' design, implementation and evaluation.

Women's advancement through transport projects

In order to understand the current background to promote the gender agenda, interviewees have also been asked what are the most relevant challenges that they might face in engendering the transport sector. Five main potential reasons have been proposed, including: it's not the sector's main priority; funds constraints; lack of government willingness; shortage of expertise and knowledge; difficulties with private sector' collaboration. The main reported reason is that the gender agenda is not among the **main priority** in the transport sector and thus is not included in most of the transport operations. **Lack of gender expertise and knowledge** is also a main constraint hindering the development of this specific agenda. Shortage of gender knowledge implies that the benefits deriving from the integration of a gender-perspective is unknown to the majority. This situation further hampers the promotion of a more inclusive and equal approach and the interest of investing in this area. If the gender agenda is perceived as a secondary aspect in the transport sector and its potentialities as promoter of a more inclusive and sustainable development are not realized, **funds availability** might also become a challenge since there is no interest to invest in this theme. This data testifies that a comprehensive and holistic approach has to be conceived to address the afore-mentioned constraints, developing awareness and providing technical assistance starting from the key actors involved in the decision of transport investments.

After discussing the main gender challenges in the transport sector, Transport Specialists have been asked to prioritize possible gender interventions in a transport project. Interesting comparison can be made between Transport and Gender Specialists' prioritizations. While Gender Specialists prioritize access to markets, access to credits and provision of job opportunities, Transport Specialists selected **access to health, access to education and security** as the main gender intervention areas. These differences might be explained with the transport sector's more generic knowledge on Haitian gender dynamics, constraints and potential areas of improvements. Education and health are in fact part of those gender indicators that are more known also among non-gender specialists. Road's security is part of the transport sector indicators, reason why probably Transport Specialists were more familiar with this gender dimension. Gender-based segregation in the labor markets, access to credits and saving mechanisms and economic performance are probably more specific domains that requires a more in depth knowledge of the gender dynamics related to them.

The consultations investigated also potential areas of interventions in the transport sector that might be of help in the promotion of the gender agenda. A series of multiple options have been proposed to the specialists, including: funds increasing; capacity building; awareness raising; creation of stronger partnerships; and addressing existing stigma. As for the case of the gender constraints, interviewees shared the view that a package of interventions, and not a single activity, is needed to move this agenda forward. In a sectorial context where gender issues are rarely considered, the key actors involved in it should all be aware of the importance of this agenda in promoting more sustainable and inclusive approaches. **Raising awareness and building capacity** among sector specialists, governmental partners and implementing agencies, including private sector, emerged thus as the main directive to promote further the gender agenda. Awareness raising and capacity building among project's beneficiaries would also be critical to better engage local population in any potential gender-sensitive interventions, especially targeting the male population and existing gender-based stigma. As the gender agenda is not among the main priorities in the transport sector, **increase of funds** specifically dedicated to gender aspects is also a vital ingredient and a pertinent strategy to facilitate the applicability of the gender lens. Working on developing **stronger partnerships** among key stakeholders, such as government, private sector and civil society, can also pave a more fruitful path to foster the application of the gender agenda. Given the shortage of knowledge on gender issues among development banks' transport specialist, it is also presumable that government and private sector are falling behind on it. Based on this, capacity building and sensitization on transport and gender issues among these stakeholders are key to raise their awareness on this topic.

5. Agriculture Interviews

Regarding the rural development area, 4 Agriculture Specialists from the World Bank and the IADB have been interviewed. Among them, only one had previous expertise in the Haitian gender and agriculture area. The main objectives of the conversations were to

discuss the gender aspects related to the Haitian agriculture sector and to scope future synergies between the transport and agriculture areas in promoting the gender agenda.

The Gender, agriculture and rural development agenda

Conscious of the importance of integrating gender-sensitive approaches among its agriculture and rural development portfolio, in 2011 the IADB commissioned a study to provide guidelines and recommendations to promote this agenda.¹⁶ The study outlined some main gender challenges and consequent measures to facilitate the promotion of a gender-sensitive approach among the IADB rural development area. Regarding the gender challenges, the study informed that female population has a lower participation in the agriculture sector compared to men, respectively 21,6 and 78,4 percent. Time poverty related to the time spent on domestic and care tasks is the main reason limiting women participation in the agriculture sector. Women engaged in the agriculture sector tend also to have lower education and incomes than men. Regarding gender roles in the agriculture sector, men are more likely to be engaged in the production process and women in the transformation and trade areas. In addition, due to customary law that still favors men in detriment of women, women are not granted the same land ownership and usage rights as men.

Picture 5: PTTA Project female and male beneficiaries



Source: World Bank

Among the main suggested actions to address this concerns, the study proposes to: i) conduct in depth analysis prior to interventions' design to better understand male and female roles and the division of labor between them; ii) based on the gender gaps analysis, design and implement *ad hoc* activities targeting specific challenges and/or areas of improvements; iii) establish solid consultation and information sharing processes to assure

¹⁶ Barbara Coello Et Al, 2011, PROMOTION DE L'EGALITE DES SEXES DANS LES PROGRAMMES DE DEVELOPPEMENT AGRICOLE ET GESTION DE RESSOURCES NATURELLES DE LA BID EN HAÏTI.

that both female and male population are aware of the project and included in its development; iv) conceive project's activities that take into consideration women's time poverty and develop strategies to address this issue; v) provide strategic trainings to cover the gender educational gap and, in addition, provide women with the know how related to agriculture work, financial literacy, and leadership; vi) grant the same project's support to both women and men, including financial support and land tenure; vii) collaborate with local communities, including male population, to work toward a more equal society and to address existing gender-based discriminations.

Regarding the **IADB** Haitian agriculture and rural development agenda, there are two active projects that focus respectively on fishery (Artisanal Fisheries Development Program II HA-L1096) and agriculture technologies (Technology Transfer to Small Farmers II (PTTA) HA-L1107) and one under preparation on land tenure (Land Tenure Security Program in Rural Areas II HA-L1128). The PTTA is developed in collaboration with the WB and focuses on the Northern Region and the Artibonite area. Its main objective is to move local farmers from subsistence farming to more intensive agriculture. Through the provision of targeted subsidies for agricultural technologies, it supports small farmers' access to sustainable agriculture inputs and technologies. 30,000 households working in five main value chains, including coffee, cocoa, rice, sweet potato, and yam, benefit from the project (see picture 5). Each program's beneficiary receives a "technological package", consisting of a set of inputs and services, including improved seeds, fertilizer, labor, agrochemicals, training and extension services. Participants can redeemed the package through the received vouchers at local vendors. The PTTA does not integrate any specific gender lens, mainly because it focuses on agriculture production and not on its transformation and commercialization, areas where women are mostly engaged in. With regards to the HA-L1096, it aims at improving small fishers' income through the development of artisanal fisheries in the South, South East and Grande Anse regions. The project invest among others in: i) development of public infrastructure, such as municipal docks, landing sites, marketing facilities, and equipment; ii) fishers' capacity building in best fishing practices and improved techniques; and iii) capacity building of fishers' association to manage common resources. MS are also engaged in the fishery sector in Haiti and they constantly face relevant challenges in fish transportation due to the lack of proper instruments to refrigerate them. To address this concern, the HA-L1096 project supports them through the provision of coolers to maintain the fish while traveling. The HA-L1096 Project aims at increasing rural households' land tenure security and at improving the quality of land management services. Despite the ample spectrum of gender interventions that might be proposed as part of the project given women's challenging position in relation to land tenure, HA-L1096 does not integrate any gender perspective.¹⁷

¹⁷ In 2010, TechnoServe launched the Haiti Hope program to increase smallholder mango farmer income by improving agronomic practices, bargaining power and market access for mango producer groups. In order to maximize mutual benefits of the program, and ensure that neither men nor women lose out from the development of the sector, the program has designed a suite of activities to increase women's representation in producer group leadership, encourage their participation in mango production and maintain their strong involvement in mango marketing.

Regarding the **WB** agriculture portfolio, among diverse operations, the most interesting one for the scope of the GAP is the Business and Development Project. This project is currently under preparation and entails a \$20 million grant to focus on the mango value chain in the Artibonite zone, specifically the Gros Morne area. Through the project, the WB is financing a cold chain to refrigerate mango as soon as they are picked from the trees in order to stop their maturation process and thus facilitate their export. 60 farmers around the Gros Morne area will benefit from this intervention. There are many interesting correspondences between this project and the possible GAP's focus. First of all the implementation area along the RN5; secondly the beneficiaries' focus on mango producers and traders; and thirdly the importance of roads rehabilitation, including secondary and tertiary roads and the RN5, for the WB project. Mango needs to be refrigerated within 3 hours from their collection and thus has to be transported to refrigeration centers as soon as possible. Roads condition plays a critical role in this process, either facilitating or hindering the correct procedures requested by international sanitation standards for exporting mango in the international market. Improvement of the road system is thus vital for the success and sustainability of these interventions.

These already existing correspondences might be developed further discussing potential areas of collaboration to support local women in creating a more sustainable and fruitful mango market. In addition, as outlined in a study developed by the WB to analyze the mango value chain, roads are essential for the sustainability and functioning of the mango market (see picture 6).¹⁸ Roads bad conditions constantly hinder access to mango plots. As in many areas roads are inexistent, mangos have to be carried either by animals or producers themselves who have to walk for long distances, influencing their transportation's time and quantity. Conditions of agriculture roads are hardly practicable during the rainy season resulting in transport difficulties from the pre-packaging centers to markets and exporting factories. In addition, during the rainy season producers have to cross overflowed rivers to reach their plots putting their lives under serious risks. Roads deterioration often causes damages to old trucks as well leading to significant deterioration of the cargo, as mango can remain many hours in the truck under unfavorable conditions and temperatures.

Data gathered during the discussions with Agriculture Specialists suggested some possible areas of collaboration between existent approaches and GAP's potential areas of interventions, specifically in relation to MS and MPT. The subsidize schemes use to supply agriculture technology might be utilized for the development of MS business and for supporting their transport costs. The necessity of creating production corridors to improve the mango value chain and facilitate MPT work could be supported by the constructions of secondary and tertiary roads. Finally, rehabilitation of main roads, such as the RN5, will favor the mango and agriculture business along different steps of the value chain supporting a more sustainable and productive markets for those women engaged in it.

¹⁸ WB, 2014, Analyse des chaînes logistiques en Haïti Caractéristiques de la filière mangue.

Picture 6: Export route for mangos produced in Gros Morne



Source: WB, 2014

6. Recommendations

This final section aims at providing some main suggestions based on the conducted discussions and gathered data. The section is intended as a first step forward to propose possible actions and collaborative spaces benefiting the gender and transport agenda and other related sectors. It does not aim thus at providing a final delineation of the GAP's focus and areas of interventions.

- a. **Build capacity and raise awareness on gender and transport issues among key actors:** To lay the foundation for a more sustainable and inclusive approach, it is critical that the main actors and stakeholders involved in the transport sectors are aware of the benefits deriving from the inclusion of a gender-sensitive approach. At this regard, government counterparts, private partners and civil society should be trained on this and provided the necessary knowledge to understand what does this entail and how to promote it.
- b. **Train transport task teams on the gender and transport agenda:** Although gender specialists can coordinate the integration of gender aspects in transport operations, transport specialist are precious allies to promote this agenda forward. They are the ones that can support gender-sensitive policy dialogue among clients, include gender interventions in project's budget and advocate for this agenda among investors. At this regard, they should be provided with training on the gender aspects related to the transport sector and how this can benefits projects' outcomes and sustainability.
- c. **Enable collaboration between sectors and agencies:** The developed conversations outlined interesting areas of collaboration with other sectors, such as in the agriculture and private sector areas. During the conversation, many specialist and representatives from different areas demonstrated interest in the gender and transport agenda and share some ideas on how it could be applied to benefit the areas they are working on (see paragraphs related to the PTTA scheme, WB's mango cold chain project, and UNDP

work on women entrepreneurs). These established dialogues should continue to lay the foundations for potential synergies.

- d. **Promote beneficiaries-oriented approach in infrastructures development:** Given the difficulties in promoting a gender agenda in a sector that focuses mainly on the technical and “material” aspects of the operation, IADB transport operations would benefit in integrating a soft approach that focus on the development of social interventions. This might entail supporting community-driven activities that go beyond the pure infrastructure development and including beneficiaries in interventions’ design, implementation and monitoring phases to facilitate a more beneficiaries-oriented approach.
- e. **Support secondary and tertiary roads constructions:** The IADB main transport focus is on primary roads construction. Secondary and tertiary roads are vital to improve MS, MPT’s and other farmers’ work. At this regards, IADB could start thinking about investing in secondary and tertiary roads to create production corridors that links more isolated areas to main roads.
- f. **Invest in the informal labor market:** High informal employment’s rates should be a sufficient reason to invest more efforts and strategies to address this challenge. Informal employment needs to be valued more highly providing better infrastructure and access to resources to informal businesses to increase their productivity. Since women make up the bigger part of this types of jobs, the GAP should identify mechanisms to support this market and improve their precarious condition, including discussions with the IADB’s MIF to explore possible synergies in supporting this area. Potential areas of interventions could include the application of existing formal mechanisms, such as access to credit and saving mechanisms, for the informal sector. Extension of formal mechanisms to informal ones could in fact safeguard people from falling into the poverty trap.
- g. **Facilitate women’s economic empowerment:** The consultations with the Specialists informed of the criticality of investing more in interventions aiming at fostering women’s economic empowerment. The GAP could benefit from these insights guiding its intervention line toward the promotion of approaches focusing on this area.
- h. **Focus on women’s access to credit:** Given the described difficulties of local women in accessing credit and saving mechanisms, the GAP should specifically focus on advocating and promoting schemes and strategies that would facilitate women’s access to credit. In addition, there are already some aligned factors that could facilitate the development of these strategies, given the potential partnership with UNDP and its interest as implementing agency in this sub-sector.
- i. **Subsidize transport:** Based on the afore-mentioned women’s affordability difficulties, a scheme to subsidize transport for both MS and MPT could be conceived to support them in covering transport expenses and invest the saved money in their business development. At this regard, the PTTA voucher methodology could be a good applicable approach to be further investigated.
- j. **Provide women’s support to handle their domestic and care tasks:** Time poverty is a complex factor that hinders women’s potentiality in investing in productive activities. Strategies and interventions aimed at improving women’s economic empowerment should take this element into consideration providing for example kinder garden for the

care of their children, promoting business activities closer to their home. Men's role is determinant in changing these gender-based roles. At this regard, a comprehensive strategy to address this issue should include behavior change initiatives aimed at promoting more equal gender-determined roles and the male population should be an active part of this discussion. Inclusion of soft-skill trainings among both the female and male population would also benefit them, particular the young women sub-population.

- k. Integrate security issues in transport operations:** Women's security emerged as a major concern in the transport and gender agenda. At this regard, specific attention should be devoted to this topic while conceiving new transport operations. GBV should also be among the top priority to protect women from possible attacks, violence and abuses. Awareness raising on the potential risks faced by women while travelling should be conducted among local communities and transport projects should secure sufficient funds to develop diagnostic to conceive ad hoc interventions to address GBV concerns.
- l. Communities' social risks related to labor influx:** the arrival of external workers for the construction and rehabilitation of infrastructures can have negative effects on the local population, especially on girls and women. Often girls and women engage in transitional relationships with construction workers exposing themselves to various risks, such as sexually transmitted infections, including HIV/AIDS, teenage pregnancy and gender-based violence. At this regards, transport projects should support as much as possible the hiring of the unskilled workers from the closer communities to the infrastructures development's areas. Projects should also adopt specific measures to prevent the afore-mentioned risks and address them in the unfortunate case they will occur. Codes of conduct and action plan on GBV can be incorporated in the bidding documents and in the contracts of contractors, employees and consultants contributing to the development of the project's infrastructure.
- m. Support markets creation:** Gender specialists rated access to markets as the main gender area to prioritize in a transport operation. In addition, markets' precarious locations and conditions urge safer and more proper spaces. Given this context, synergies should be promoted with private and agriculture sectors to invest more efforts in building proper and safer market structures.
- n. Respect local tradition in building infrastructures:** When investing in markets infrastructures, their structure should be conceived respecting the vital roles that they play in Haitian social life, especially as the core social networking center. For example, it would be more beneficial to built them in the center of the community rather than isolate them as in the American outlet style.

ANNEX I - Questionnaire for Gender Specialists

Gender issues in Haiti

1. What is your experience on gender issues in Haiti?
2. What are the main challenges that women face in Haiti?
 - a. Access to endowments: health; education.
 - b. Participation in the labor market: access to formal jobs; unpaid work; earning gap; time poverty.
 - c. Ownership and control over assets: land; housing; access to credit and saving mechanisms.
 - d. Agency: gender-based violence; decision making in public space.
3. What are women's main sources of income? Are they engaged in goods imports and exports?

Gender and Transport in Haiti

4. Have you ever worked on gender and transport issues? Please further elaborate.
5. What are the key organizations/persons working on this agenda in Haiti?
6. Do you know of any transport projects applying a gender lens in Haiti?
7. Do women and men have different transport needs in Haiti? And main means of transport?
8. What are the most critical transport challenges that women face in the country?
 - a. Infrastructure (Coverage/Access/Distance)
 - b. Transport Quality (more related to urban transport)
 - c. Availability
 - d. Affordability (cost)
 - e. Safety
 - f. Security
9. What would you prioritize as a gender focus in a transport project?
 - a. Access to health (clinics)
 - b. Access to education (schools)
 - c. Access to markets
 - d. Access to credit
 - e. Promotion of job opportunities and income generating activities (microenterprise)
 - f. Provision of vocational training
 - g. Security
10. Do you think women are interested in working in the transport sector?

Female mango producer (FMP)

11. Where are they located? How are they organized? Where and to whom do they sell?
12. How do they move around?
13. What are the main risks and challenges for their business development?
14. What are their main necessities/constraints in terms of transport services?

Madan Sara (MS)

15. What and where do they trade? How are they organized? Who are their suppliers?
16. How do they move around?
17. What are the main risks and challenges for their business development?
18. What are their main necessities/constraints in terms of transport services?
19. Do you know of any projects/organizations working on FMP and MS?
20. How could we better serve FMP and MS's transport needs to facilitate their business development?
21. Any other lessons learned you would like to share?

ANNEX II- Questionnaire for Transport Specialists

Transport sector in Haiti

1. What is the X portfolio in Haiti?
2. What do you specifically work on? (Project's focuses)
3. Which are the main organizations working in transport in Haiti? How is the agenda divided?
4. What are the most critical transport challenges in Haiti?
 - a. Infrastructure (Coverage/Access/Distance)
 - b. Transport Quality (more related to urban transport)
 - c. Availability
 - d. Affordability (cost)
 - e. Safety
 - f. Security

Expertise in G&T

5. What is your experience related to gender and transport in Haiti?
6. N.E. Do you think that inclusion of a gender lens could improve the outcomes of transport projects?
7. WITH E. Why did you choose to support this agenda? Was this a client request?
8. What are the main interventions "you" developed in this area?
9. Have you developed any collaboration with the non-profit and private sectors?
10. What were the main challenges faced to develop the projects' gender components?
11. Main outcomes and lessons learned?
12. Do you know of any other transport projects applying a gender lens?

Women's advancement through transport projects

13. What would you prioritize as a gender focus in a transport project? Why?
 - a. Access to health (clinics)
 - b. Access to education (schools)
 - c. Access to markets
 - d. Access to credit
 - e. Provision of vocational training
 - f. Promotion of job opportunities and income generating activities (microenterprise)
 - g. Security
14. How could the X's transport sector better support the promotion of this agenda?
 - a. Increase funds
 - b. Build capacity
 - c. Raise awareness
 - d. Create stronger partnerships
 - e. Address existing stigma
15. How could we better serve the transport needs of female agriculture producers and trader women?
16. What are the most relevant challenges faced in engendering the transport sector?
 - a. Not the main priority;
 - b. Funds constraints;
 - c. Lacks of government willingness;
 - d. Shortage of expertise and knowledge;
 - e. Difficulties with private sector.
17. Any other lessons learned you would like to share?

ANNEX III - Questionnaire for Agricultural/Rural Development Specialists

Agriculture in Haiti

1. What are the main cultivated products? What about livestock? Regions' specificities?
2. Is agriculture production mainly for HH subsistence or also for commercialization?
3. Is any product exported? Are there any specific products exported to DR?
4. What are the geographical areas that require more assistance in terms of access to roads?

Expertize in G&A

5. Do you have experience on gender and agriculture?
6. With experience: What are the interventions "you" developed in this area and their gender focus?
No experience: Do you think inclusion of gender lens improve the outcomes of agriculture projects?
7. Are gender issues parts of the X's agriculture agenda? Are you focusing on any specific areas?
8. Do you know of any other agriculture projects applying a gender lens?
9. Who are the key organizations working on this agenda in Haiti?
10. Would you be interested in working together with the IDB's Transport Team? How?

Gender, Agriculture and Transport

11. What are women main roles in the agriculture value chain? Are they more represented in the production or commercialization areas?
12. What are the country's transport necessities for the production and the commercialization of agriculture products and livestock?
13. What are the most critical transport challenges that women face in the country for agriculture?
 - a. Infrastructure (Coverage/Access/Distance)
 - b. Transport Quality (more related to urban transport)
 - c. Availability
 - d. Affordability (cost)
 - e. Safety
 - f. Security

Female agriculture producers

14. What do they cultivate? How are they organized? Any cooperatives?
15. Where and to whom do they sell their products?
16. How do they move around?
17. What are their main necessities/constraints in terms of transport services?

Female mango producer

18. Where are they located? How are they organized?
19. Where and to whom do they sell?
20. What are their main necessities/constraints in terms of transport services?

Madan Sara

21. What and where do they trade? Who are their suppliers? How are they organized?
22. How do they move around?
23. What are the main risks and challenges for their business development?
24. What are their main necessities/constraints in terms of transport services?
25. How could we better serve the transport needs of female agriculture producers and M.S.?