



GOVERNMENT OF THE REPUBLIC OF HAITI

Toward a Gender-Responsive National Adaptation Plan Process in Haiti

Summary of the gender analysis of the national adaptation plan process in Haiti undertaken in 2023

Ministry of the Environment

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Introduction

Haiti's national climate change adaptation plan (NAP) process was launched in September 2019. It was organized by the Climate Change Directorate (CCD) of the Ministry of the Environment (MoE) through a participatory process that led to the official publication of a NAP document in January 2023.

Haiti's NAP, which covers the 2022–2030 period, prioritizes four key sectors that are especially vulnerable to the effects of climate change: agriculture, health, infrastructure, and water. The process identified 340 national-level adaptation actions, including 21 actions considered to be of the highest priority, for a total estimated cost of USD 980 million (Government of Haiti, 2022). The NAP document also presents the method of governance to be envisaged for the implementation and effective monitoring of the NAP and provides a resource mobilization strategy.

The Republic of Haiti is now entering the implementation stage of its NAP process. Since the NAP document was published, the CCD has conducted workshops to communicate the main components of the NAP, promote a common understanding of the key areas of focus and priority actions for adaptation, and thereby facilitate the implementation of the NAP. The other main steps highlighted as current national priorities for NAP implementation are mainstreaming adaptation into municipal development plans, producing a detailed NAP implementation plan, and developing the monitoring, evaluation, and learning system.

In an effort to promote gender equality, and in accordance with the guidelines of the Paris Agreement (2015) and the Cancún Adaptation Framework (United Nations Framework Convention on Climate Change [UNFCCC], 2012), the Republic of Haiti has been working for several years on mainstreaming gender into its NAP process.

This note summarizes the rapid gender analysis of the NAP process commissioned by the MoE and carried out by Carine Gedné, consultant, from October 2022 to July 2023. It presents an overview of gender realities in the various key sectors of the NAP, the legal and institutional framework for mainstreaming gender into Haiti's NAP process, future opportunities for gender mainstreaming, and the prioritized gender-related actions to be implemented in order to facilitate this mainstreaming and ensure that the NAP is of equitable benefit to people of different genders.

Gender Realities in the Various Key Sectors Identified in the NAP

The degree of vulnerability to climate risks depends on the poverty level and socio-economic position of each given population group. It is also influenced by the level of resource control, ethnicity, age, and gender (The World Bank et al., 2009). In Haiti, women, girls, and disadvantaged groups are among the most vulnerable to the effects of climate change (Government of Haiti, 2022). Indeed, because women and men experience power relations that are different and sometimes unequal, while benefiting from unequal access to and control of resources in various sectors, their adaptive capacities with regard to climate change are not the same (Hyppolite, 2022).

Box 1. Gender inequalities in the context of climate change adaptation in Haiti

Inequalities in access to and control of resources

- **Land:** In rural areas, 8% of women own land, whereas 20% of men do. In urban areas, women are also less likely to own land, and access to property is even more difficult: only 6% of women own land compared to 12% of men (World Bank Group, 2023). In addition, women make up one quarter of farm managers; they manage an average area of 0.74 ha per farm, compared to 0.99 ha for men (Lamaute-Brisson, 2013).
- **Livestock:** Men control 77.3% of the total livestock population, as opposed to 22.3% for women (Ministry of Agriculture, Natural Resources and Rural Development, 2012).
- **Credit:** Access to credit for agriculture is very limited in Haiti for both men and women: only 5.2% of the total number of farmers applied for credit. This limitation is even more severe for women, who represent 26.2% of credit applicants and 30.2% of those who obtained credit (Ministry of Agriculture, Natural Resources and Rural Development, 2012).

- **Water:** Restricted access to water represents a significant obstacle that prevents women from growing crops in the off season or having free time to carry out other activities (Hyppolite, 2022).
- **Infrastructure:** Gandini et al. (2021) have shown that the state of road, economic, and health infrastructure has an impact on the situation of women because they make up the majority of participants in the informal sector of the economy and depend on this infrastructure to ensure the survival of their family.

Education and capacity building

- “Although gender gaps in educational attainment among the population ages 25–49 years narrowed between 2000 and 2017, adult men remain significantly more likely to have attended or completed secondary and tertiary education. ... [Therefore,] older women and their offspring are likely to be vulnerable now as predicted by their levels of education” (World Bank Group, 2023, p. 10).
- Women represent only 20% to 30% of farmers who have benefited from guidance from extension services, depending on the topic (Ministry of Agriculture, Natural Resources and Rural Development, 2012).

Division of roles and workload

- A study carried out by Azcona et al. (2023) indicates that climate change aggravates the unequal distribution of drinking water and causes additional labour and hardship for women, who need to travel longer distances to collect water for their households.
- According to Gandini et al. (2021), 53% of women’s time is devoted to household chores.

Power relations and decision making

- Women are underrepresented in public service: 28.6% of civil servants in Haiti are women, while 71.4% are men. Only 35% of managerial positions are occupied by women (Government of Haiti, 2018).
- “Women have low levels of decision-making power regarding their own health care [and] spending on household purchases” (World Bank Group, 2023, p. 15).

Health

- Women are particularly vulnerable to health risks because they are the first people in their households to supply and handle water.
- In times of disaster, women are responsible for caring for the vulnerable members of the household.

Legal and Institutional Framework for Gender Mainstreaming in the NAP Process in Haiti

Gender Legal and Institutional Framework



Haiti has ratified international legal instruments concerning women's rights, such as the Convention on the Elimination of All Forms of Discrimination Against Women and the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women (the Convention of Belém do Pará). The Constitution of Haiti also recognizes the equality between women and men and imposes a 30% quota of female representation in the public sphere (Government of Haiti, 2014). In November 1994, the Haitian State created the Ministry on the Status and Rights of Women (MCFDF), whose mission is to design, define, and implement state policies regarding the status and rights of women. In 2014, the MCFDF adopted its first gender equality policy (2014–2034). The objectives of this policy are to eliminate all forms of discrimination against women, to promote and ensure equality between women and men in all areas of action, and to empower women (Government of Haiti, 2014). On the environmental front, a September 2020 decree on the organization and operation of the MoE emphasizes that the state must encourage the inclusion of young people and women in environmental restoration and climate change actions.



The MCFDF is the main state body responsible for designing and implementing gender policy in Haiti. In 2004, the MCFDF took on two essential functions: the defence and promotion of women's rights and the mainstreaming of gender. The MCFDF, through its department for mainstreaming gender analysis, is tasked with ensuring the wider uptake of gender analyses and has set up sector-specific Ministerial Gender Units (MGUs). The MGUs are key players when it comes to mainstreaming gender into sectoral policies, particularly in the area of NAP implementation. That said, the MGUs struggle to play a role in climate change adaptation, with the exception of the MoE, which includes a gender and climate change focal point. However, the level of cooperation between the MGUs and the MoE is too limited, and the people within the sectoral MGUs lack specific knowledge about climate change, as revealed by the analysis of training needs carried out in late 2022 (Gedné, 2022).

Climate Change Adaptation Legal and Institutional Framework



With no laws specifically pertaining to climate change, the Haitian legislation directly related to this phenomenon owes its existence to the various international treaties and agreements dealing with the question. The Republic of Haiti has acceded to several international environmental treaties, notably those relating to climate change. It became a signatory to the UNFCCC, the Kyoto Protocol, and the Paris Agreement in September 1996, July 2005, and July 2017, respectively (Government of Haiti, 2022). Haiti has also adopted a number of policies and plans

that refer to adaptation: the Haitian Strategic Development Plan, the National Climate Change Policy, the National Adaptation Plan of Action, the Strategic Program for Climate Resilience, and the nationally determined contribution (Government of Haiti, 2022).



A government decree from 2020 regarding environmental management and the regulation of citizen conduct for sustainable development sets out the roles and responsibilities of the MoE with regard to climate change, including those of the National Climate Change Committee (NCCC). The MoE, through the CCD, is the focal point for the UNFCCC, and, as such, is the entity responsible for coordinating national actions to combat climate change, including adaptation initiatives. Along with its partners, the MoE is working toward the setup and proper functioning of the NCCC. The primary mandate of the latter would be to validate the main national guidelines for the fight against climate change, including adaptation, but also to ensure their monitoring and evaluation and the synergy of the various national initiatives (Government of Haiti, 2022).

Opportunities for Gender Mainstreaming

- Several national gender policy documents, in association with scientific evidence, provide a sound basis for affirming the importance of gender mainstreaming in the NAP.
- A specific gender strategy for the NAP was developed in 2022. It describes the main objectives, key areas of focus, and essential activities to be implemented for gender to be mainstreamed into the NAP process (see Box 2).
- Haiti's NAP was validated recently (Government of Haiti, 2022). A number of priorities are highlighted in this document, including the following:
 - mainstreaming adaptation into municipal development plans;
 - developing a detailed implementation plan for the NAP;
 - developing the monitoring, evaluation, and reporting system;
 - proper functioning of the NCCC; and
 - capacity building for the various stakeholders, especially the national authorities for the Green Climate Fund and the Adaptation Fund.

All of these activities offer opportunities for gender mainstreaming.

Box 2. Key components of the NAP gender mainstreaming strategy

The NAP gender mainstreaming strategy aims to provide guidelines for gender-responsive implementation of the NAP in view of achieving gender equality and women's empowerment for effective, sustainable, and successful actions for climate change adaptation.

Specific objectives

- Promote the integration of a gender perspective in awareness, training, and communication programs for the capacity building of NAP stakeholders.
- Foster equitable and inclusive institutional arrangements and gender-sensitive budgeting for the implementation of climate change adaptation actions in order to execute programs and projects that promote equality within institutional cultures and settings, with fair allocations of resources based on the needs of women and men.
- Suggest gender-sensitive monitoring indicators to assess whether the NAP benefits women and men equitably.

Key areas of focus and examples of activities for each key area

KEY AREA 1 – Awareness raising and communication about gender responsiveness in climate change adaptation

- Raise awareness among NAP stakeholders about the importance of mainstreaming gender into their climate change adaptation actions and key associated lessons learned.
- Use inclusive or gender-neutral language during awareness-raising and communication sessions.
- Disseminate the positive results achieved by means of gender-responsive climate change adaptation actions.

KEY AREA 2 – Capacity strengthening for NAP stakeholders

- Invest in education and training programs to enhance the collective expertise regarding gender-responsive climate change adaptation actions.
- Train gender focal points or MGUs in gender-responsive NAP implementation according to the key areas of focus.
- Ensure the diversity and gender parity of the participants and experts involved in the training sessions.

KEY AREA 3 – Establishment of equitable and inclusive institutional arrangements

- Set up a committee to work on gender and the NAP.
- Make the NCCC fully functional including by involving gender stakeholders.
- Ensure that sufficient financial resources are available.

KEY AREA 4 – Gender-sensitive budgeting

- Develop gender-responsive funding strategies.
- Analyze how the budget will meet the different specific needs of women and men.
- Introduce budget lines for strengthening stakeholders' capacities on gender-responsive climate change adaptation actions and for establishing equitable and inclusive institutional arrangements.

Source: Hyppolite, 2022.

Recommendations

In order to accelerate the implementation of gender mainstreaming in the NAP process, and based on the existing gender strategy for the NAP process (Hyppolite, 2022) and the NAP implementation priorities, the rapid prioritization of the following actions is recommended:

Incorporating the recommendations and actions arising from the NAP gender-mainstreaming strategy (Hyppolite, 2022) into the NAP implementation plan

In particular, this will mean specifying the timetable, costs, and indicators, as well as the people or entities responsible for implementing the various actions identified in the strategy, and including this information in the broader implementation plan.

Identifying and inviting a number of gender experts to join the NCCC and participate in the creation of a multistakeholder technical committee to support a gender-responsive NAP process

Given that the NCCC must be activated to facilitate the implementation and monitoring of the NAP, it would be important to include in the NCCC representatives of the MCFDF and some gender experts from civil society to ensure that the subject is taken into account at the highest level. It would also be crucial to strengthen and expand the existing platform called women negotiators (“femmes-négos” in French) to make it a true multistakeholder technical committee focusing on gender in the NAP process in order to provide a means for sharing experiences on the subject.

Clarifying the role of gender focal points toward integrating climate change adaptation into their mandates

It would be important to clarify the roles and responsibilities of the gender focal point working within the MoE, to formalize them by means of clear terms of reference, and to allocate adequate resources for the purpose. This would allow the gender focal point of the MoE to perform their role more effectively (UNFCCC Secretariat, 2022).

Concerning the gender focal points of sectoral ministries, the terms of reference or other documents listing their responsibilities should include their roles with regard to climate change issues in order to promote their commitment to these topics and their coordination with the MoE. Their aforementioned involvement in the technical committee focusing on gender in the NAP process, if established, should be mentioned in the terms of reference.

Mainstreaming gender equality and women’s empowerment into municipal climate change adaptation plans

It is important to make sure that the process and methodology suggested for developing the municipal plans effectively respond to gender issues and, especially, that they are based on gender-sensitive vulnerability analyses. They must propose climate change adaptation options that meet the differentiated needs, priorities, and capacities of men and women and enable work on harmful social and gender norms. Municipal plans must benefit men and women equitably. It is also necessary to ensure that the people responsible for developing municipal adaptation plans are trained on gender issues related to climate change.

Mainstreaming gender equality into the NAP monitoring and reporting system

It is recommended that the team responsible for developing the monitoring, evaluation, and learning system for the NAP include a gender expert. To be gender responsive, the system should involve gender actors throughout the entire monitoring and evaluation process and ensure the presence of inclusive and gender-equitable teams for carrying out data collection and analysis. The identification of gender equality indicators, the collection of sex-disaggregated data, and the evaluation of the gender-differentiated impacts of the implemented adaptation measures will also be vital (Dazé & Dekens, 2017).

Conclusion

In spite of the progress that has been achieved in Haiti with regard to gender mainstreaming, gender is not yet systematically mainstreamed into the NAP process, and gender-based discrimination continues to occur. There are a variety of obstacles and challenges to be overcome for gender issues to be successfully mainstreamed into the NAP process. In particular, one can point to the persistence of harmful socio-cultural norms, the lack of a legal and institutional framework for mainstreaming gender into public policy, and insufficient technical and skilled human resources in the area of gender. That said, this analysis has also highlighted many opportunities for combining adaptation and the promotion of gender equality. It will be important to seize these opportunities to ensure that adaptation initiatives are of equal benefit to people of different genders.

Acronyms

CCD	Climate Change Directorate
MCFDF	Ministry on the Status and Rights of Women
MGU	Ministerial Gender Unit
MoE	Ministry of the Environment
NAP	national climate change adaptation plan
NCCC	National Climate Change Committee

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