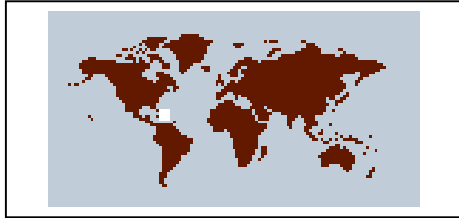




## Gender Profile of the Conflict in *Haiti*



### Contents:

- **Introduction**
- **Impact of the Conflict on Haitian Women**
- **Women's Peace-Building Activities**
- **UNIFEM's Peace and Security Programming**
- **UN Country Team's Gender Programming**
- **Latest UN Documents**

## Introduction

In 2004, Haiti celebrated its bicentennial two hundred years after slaves of African descent overthrew their slaveholding government led by Toussaint L'Ouverture, a former slave turned guerilla leader who has since achieved mythic status<sup>1</sup> However, two hundred years on, the success of the L'Ouverture and his followers in freeing themselves from their captors has not translated into a successful and peaceful society in Haiti, least of all for Haitian women. Marred by a history of political unrest, repressive dictatorships, foreign invasions and bad relations with its neighbour on the island of Hispaniola, the Dominican Republic, Haiti now boasts the worst humanitarian conditions in the Western Hemisphere.<sup>2</sup> Haiti ranks the lowest on UNDP's Gender Development Index (GDI) outside of Sub-Saharan Africa and has the highest rate of HIV/AIDS in the hemisphere.<sup>3</sup>

Chronic unrest and violence have had a severe impact on women's ability to improve their political and economic security, especially as previous regimes targeted women and women leaders as a means of terrorizing the populace. Nonetheless, Haitian women have actively protested the unrest that has inhibited development on their Island. Furthermore, Haitian diaspora women remain active in the struggle for the realization of Haitian women's human rights. However, the situation in Haiti has improved little over the years. Ironically, bicentennial celebrations were hampered by ongoing protests against the Aristede regime.

In March 2004, President Aristede stepped down following months of protests and rebel incursions throughout the country. Before reaching Port-Au-Prince, rebels took control of several outlying towns and cities. Quickly after, the UN undertook a Joint Assessment Mission to Haiti to make preparations for a stabilization mission. UNIFEM participated in this mission, marking the first time



a representative from UNIFEM was invited to contribute to planning a peacekeeping mission at such an early stage.

## **The Impact of the Conflict on Haitian Women**

### **Political and Security Impact**

- Under the Duvalier regimes from 1956 to 1986, women activists and intellectuals were tortured for their political activity. Yvonne Hakim Rimpel, a prominent journalist, became one of the first well-known political victims of "Papa Doc" Duvalier's repressive and brutal regime. In 1958, Hakim Rimpel, along with her two daughters, were arrested, tortured, stripped and raped.<sup>4</sup>
- According to the Special Rapporteur on Violence Against Women in January 2000, "the phenomenon of 'zenglendos,' or thugs, breaking into houses at any time, raping and beating the women, started during the Cedras regime as a form of political pressure but has now become a common practice of criminal gangs, terrorizing the entire population."<sup>5</sup>
- During the unrest of 1991, wives and children of Aristide supporters suffered repeated brutality, including beatings, rape and gang rape, because of their relatives' political affiliations. Names of Aristide supporters were broadcast on the radio, after which time armed men would break into people's homes, beat, arrest, disappear, kill, rape and gang-rape women, sometimes in view of their children. Children were also reportedly beaten and raped.<sup>6</sup>
- According to the Washington Post, thousands of Haitian women were raped by armed groups between 1991 and 1994 in order to punish Haitians believed to be Aristide supporters.<sup>7</sup>
- The International Civilian Mission in Haiti reported 66 incidences of rape "of a political nature" between January and May 1994.<sup>8</sup>
- The Civilian Mission in Haiti reported that 52 per cent of the rape victims they dealt with were relatives of political activists and 18 per cent were activists themselves.<sup>9</sup>
- Before the return of Aristide in 1994, his opponents routinely accused his supporters of exaggerating the extent to which rape and other human rights abuses were being used as a means of terrorizing the populace. While women activists insist the political rapes did indeed occur, these allegations illustrate the ways in which violence against women is utilized to meet political ends.<sup>10</sup>
- A 1996 university report found that 7 out of 10 Haitian women had been victims of violence as a result of political activity; the most common form being sexual assault.<sup>11</sup>
- During her visit to Haiti in 1999, the Special Rapporteur on Violence Against Women noted the impact of the dysfunctional judiciary on the effectiveness of the police, especially in regards to the prosecution of crimes against women. The culture of impunity with which the courts handled violence against women was a major barrier to efforts to encourage police to handle violence against women more seriously.<sup>12</sup>
- FOSREF, a hospital in Port-au-Price, reported to the Office of the UN High Commissioner for Human Rights in their February 2004 that, per week, at least 30 women who are victims of rape per week.



- The violence that brought about the change of Haiti's government earlier this year has had a severe impact on the 2,000 street children in the capital, Port-au-Prince, and on the 120,000 girls who work as domestic servants across the country, according to a United Nations Children's Fund (UNICEF) assessment mission. The mission's report says armed gangs recruited children in almost a third of the 31 surveyed zones. Children were shot and wounded or were beaten by armed gangs in more than a third of the surveyed zones and the number of child rapes increased significantly in the urban areas. A human rights organization reported that nine girls were raped in the town of Cabaret over the course of only two days, UNICEF says.<sup>13</sup>
- The United Nations Office for the Coordination of Humanitarian Affairs (OCHA) reported in May 2004 that the rising crime rate in Haiti is restricting humanitarian aid distribution. Kidnapping has increased, while cars are stopped and the people inside them robbed. The police force was still understaffed and had few weapons, while some 25,000 people in the country were estimated to own small arms and other weapons. The supply of water and electricity were also serious problems. The insurgency in February and March had caused enormous damage to the water supply sector, including sabotage of installations, looting of premises and theft of spare parts and vehicles. As a result, the water supply had fallen to 75 per cent of what it was before, but the humanitarian agencies were working to improve the situation. Women are greatly affected by this insecurity because they are often the victims of these crimes. In Haiti, women who run small businesses are often targets of violence such as kidnapping, rape, and theft.<sup>14</sup>
- On 18 November 2004, the Secretary-General reported to the Security Council that many women who had received food at the distribution centres secured by MINUSTAH were subsequently attacked and robbed of their food on their way home.

## Humanitarian Issues

- Haitian women have the highest maternal mortality rate in the western hemisphere, with 523 deaths per 100,000 births. The World Bank partially attributes this to the prevalence of clandestine abortions. However, ongoing instability has made the development of health infrastructure difficult, which has had ramifications on health indicators for women such as maternal mortality.<sup>15</sup>
- Haiti has the highest prevalence of HIV/AIDS in all of the Western Hemisphere; women account for a higher number of people living with HIV/AIDS than do men.<sup>16</sup> According to the Secretary-General, 5 per cent of girls between 14 and 24 are infected as compared with 4.1 per cent of boys in 2004. Some women who suffered political violence between 1991 and 1994 were infected with HIV/AIDS as a result of the attacks. More than a decade later, the mortality and morbidity of these women is causing humanitarian crises for themselves and for their dependents.<sup>17</sup>
- According to the Miami Herald, Haitian women seeking refugee status in the United States have been placed in detention centres for long periods of time. Previously, asylum seekers were allowed to stay with relatives while their claims were being processed.<sup>18</sup> In July 2002, Senator Kendrick Meek (D-Florida) traveled to Washington to lobby for the release of 30 Haitian women being held while their asylum claims were being processed.<sup>19</sup>
- In the February 2004 uprising, the World Food Programme (WFP) was not able to deliver vital food aid targeted to pregnant women and their children due to blockades and general insecurity.<sup>20</sup>



- The 2004 crisis has devastated Haiti's already weak health infrastructure, according to the British Broadcasting Corporation. Women working in health care facilities have received threats. The UN Office for the Coordination of Humanitarian Affairs identified health care and food security as the two most pressing threats for Haitians. As ever, breakdowns in health services have a disparate impact on women in their roles as principle care-givers in their communities and as key providers of food for their families.<sup>21</sup>
- According to the 2004 Flash Appeal for Haiti, 14 per cent of deaths amongst women in the 15 to 49 age group are related to pregnancy and childbirth.
- In late summer and early fall 2004, Haiti was hit by a series of tropical storms and hurricanes that had devastating effects on the humanitarian situation and the already heavily damaged or non-existent infrastructure. The northern city of Gonaïves was particularly devastated with 200,000 out of 250,000 city residents left homeless. Haitians in the worst affected areas have been reduced for fighting for food, water, clothing and shelter. The scramble to meet basic needs is reinforcing the violence in Haitian society, with women and girls the least likely to be armed and thus the most likely to be unable to fight for basic goods and services.<sup>22</sup>

### **Impact on Human Rights, Including Violence Against Women**

- According to the National Coalition for Haitian Rights, violence against women is not considered a serious offence by many Haitian women and men. This belief has led to a culture of impunity and tolerance of gender-based violence, which is exacerbated by frequent episodes of political unrest.<sup>23</sup>
- During the repeated episodes of political instability and upheaval, the rape of Haitian women has been commonly used as a tactic to repress, frighten and terrorize Haitian people, regardless of their political affiliation.<sup>24</sup>
- The Special Rapporteur on Violence Against Women reports that women who suffered violence during the Cedras regime (1991-1994) have never received any measure of justice for the crimes committed against them. In fact, many perpetrators continue to mix in the communities with the women they violated.<sup>25</sup>
- According to the UN Special Rapporteur on Violence Against Women who issued a report on Haiti in January 2000, Haitian women suffer what is termed "structural violence," meaning that structural inequalities based on gender, vulnerability and poverty disparately impact Haitian women and make them susceptible to physical violence and alienate them from various forms of protection. The Special Rapporteur noted that her interlocutors "characterized Haiti as a structurally violent society, in which violence against women manifests itself in all forms." Another of the Special Rapporteur's interlocutors estimated that 90 per cent of Haitian women experience gender-based violence in their lives.<sup>26</sup>
- Haitian women do not receive equal protection under the law. Harsher punishments are meted out to female adulterers and men who murder adulterous women can be excused by judges. As is the case in so many countries, the courts have attributed more importance to the rape of virgins in the past.<sup>27</sup>
- Due to inadequate legal protections and institutional support for victims, violence against women remains massively underreported in Haiti. There are no state-run shelters for women victims of violence in Haiti.<sup>28</sup>



- The Office of the UN High Commissioner for Human Rights reported in their February 2004 Flash Appeal for Haiti that in addition to the political and military violence, a sharp increase in incidents of social violence including rape and violent dispute resolution is occurring.
- According to the Secretary-General's 18 November 2004 report to the Security Council on MINUSTAH, there was an increase in reported cases of violence against women between August and November 2004.

## **Economic Security and Rights**

- Women who lost their husbands in the political unrest from 1991 to 1994 have faced particularly insecurity in the economic sphere as women heads of households are the poorest families in Haiti.<sup>29</sup>
- Women head forty per cent of Haitian families, a number that has increased since the unrest of the early 1990s. These families are over-represented in the large numbers of Haitians living below the poverty line. Female-headed households in Haiti have an average yearly income of US\$38.<sup>30</sup>
- Haiti is the lowest ranking country in the Western Hemisphere on UNDP's Gender Development Index. In fact, only several countries in Sub-Saharan Africa ranked lower than Haiti on the index in 2003.<sup>31</sup>
- According to the Report of the Independent Expert of the Human Rights Commission on the Situation of Human Rights in Haiti, large numbers of rural women have been deprived the "right to development," which is considered a basic human right, due to the unstable and stagnant economic conditions in Haiti.<sup>32</sup>
- Despite the large numbers of Haitian families that are not formally or legally bound, Haitian women do not have marital entitlements under any common law marriage system. The children of informal unions are also not eligible for entitlements.<sup>33</sup>
- In 2001, girls accounted for only 33 per cent of students in the final year of secondary school, while boys constituted the remaining 67 per cent.<sup>34</sup>
- Haitian girls enter the formal and informal economy much earlier than do boys. UNFPA estimates that ten per cent of girls aged five to nine and 33 per cent of girls aged ten to fourteen are economically active.<sup>35</sup>
- The Office of the UN High Commissioner for Human Rights reported in their February 2004 Flash Appeal for Haiti that incidences of economic violence are increasing; the robberies, extortion, assaults, car-jackings, and kidnappings which are occurring all affect women's economic and personal security.
- In April 2004, UNICEF estimated that 120,000 girls work as domestic servants in Haiti. In the wake of recent violence, their futures are particularly insecure.<sup>36</sup>
- According to Refugees International, women who were widowed in the 2004 violent upheavals are particularly vulnerable to economic insecurity. One woman, whose late husband was the mayor of a small town, has had to move to Port-Au-Prince and beg to support her six



children as she is no longer welcome in her hometown because of her assassinated husband's political affiliation.<sup>37</sup>

- The Interim Cooperation Framework, drawn up by the Interim Government in consultation with key international actors for the July 2004 Donors' Conference on Haiti, pledges to create 500,000 new jobs in Haiti by September 2006. Thirty per cent of these jobs are to be for Haitian women.<sup>38</sup>

## **Women's Peace Building Activities in Haiti**

- Two months after the fall of Duvalier in 1986, 30,000 Haitian women marched in the streets of Port-au-Prince in a peaceful protest to remind the country's new leaders of women's right to participate. The march was organized by 15 women's organizations.<sup>39</sup>
- After becoming widows during the coup of 1991, several Haitian women joined together to form a drama troupe that travels the country raising awareness about peace and reconciliation. They do a performance entitled "Salute to a Forgotten Woman" that deals with the plight of war widows in poverty-stricken Haiti.<sup>40</sup>
- In November 1997, Kay Fanm, a women's rights organization in Haiti, held the International Tribunal Against Violence Against Haitian Women. During the tribunal, groups discussed the failure of the legislative, judicial and police bodies to adequately address the needs of victims of politically motivated gender-based violence. The Tribunal heard testimonies of victims of violence and noted the serious deficiencies in the judicial and police practices. The panel also recommended: reforms to the criminal justice system, including the establishment of a women's police unit composed of female officers to receive complaints and conduct investigation on violence against women; modifications to judicial proceedings, including the provision of safeguards for plaintiffs and witnesses in trials; establishing shelters for women victims of violence; developing education programmes in schools to eliminate gender-stereotyping and to institute human rights education and sexual education; legalizing abortion in cases of rape, incest and danger to women's health; amending the Civil Code to recognize common law marriage and introduce adultery as a motive for divorce.<sup>41</sup>
- In July 1999, Marie Laurence Jocelyn Lassengue, the former Minister of Education in Haiti, visited South Florida to encourage Haitian immigrants to be more politically active both in the US and in Haiti. Six months prior, Lassengue formed the group, Famn Yo La (Women are Here) to promote the inclusion of more women in Haitian politics at all levels and to provide support to female candidates. Lassengue encouraged Haitian women in the US to pressure politicians in Haiti to promote gender balance in Haitian politics.
- Klinik Fanm, a women's clinic established in 1996 by Women in Solidarity in Haiti (SOFA) and the US-based MADRE to serve women subjected to rape and other forms of political repression during the coup, was attacked and destroyed in 1998 during a search for weapons. SOFA successfully mobilized community women to demand justice and re-open the clinic. SOFA works with women in 19 communities and focuses on women's human rights awareness and political participation.<sup>42</sup>
- In 2004, Haitian women are seeking justice for the crimes committed against them more than a decade ago. Thousands of women were raped, tortured, forced to commit incest, mutilated and killed from 1991 to 1994. Judy Dacruz, a human rights lawyer based in Port-au-Prince, is helping women bring charges against the leaders of the anti-Aristede faction that overthrew the



president in 1991 for their complicity in political sexual violence committed against Haitian women and girls.<sup>43</sup>

- Many Haitian women's organizations are working towards improving Haitian women's health and empowering them to be actors in the new government. Such organizations include:

**Organisation Fanm vayan pou developman Despas (O.F.D.V.)  
Coteaux Sud d'Haiti**

Directrice: Mme Rayette Altero

Tel. 286-2427

**Association Group Fanm Action Coteaux (A.F.C.)**

Directrice: Mme Moise Thelusma

Tel. 286-2427

**Association Fanm Coteaux**

Directrice: Mme Yolette Bovil

Tel. 286-2427

## The Players

**Les Duvalieres:** In 1956, Voodoo physician Francois "Papa Doc" Duvalier successfully seized control of the Haitian government in a military coup. One year later he was elected President. Papa Doc Duvalier declared himself President-for-Life in 1964. Seven years later, Papa Doc died and his nineteen year old son, Jean-Claude Duvalier, also known as "Baby Doc," assumed control and declared himself President-for-Life. The Duvaliers were known for their disregard for human rights and their squashing of all types of political opposition. Baby Doc finally fled Haiti in 1986 in the face of rising opposition and popular discontent.<sup>44</sup>

**Jean-Bertrand Aristide:** After a series of elected and unelected presidents in the late 1980's, Jean-Bertrand Aristide, a former Roman Catholic priest and espouser of Liberation theology, was elected president in 1990. Less than a year into his presidency, Aristide was overthrown by Brigadier-General Raoul Cedras triggering US and OAS sanctions against Haiti and, eventually, the landing of US troops to facilitate Aristide's return to the presidency in 1994. Although Aristide himself was not allowed to run for a second consecutive term, his Lavalas party won eighty per cent of the vote in 1995. However, Aristide stood for and won the presidential elections of 2000 amidst widespread protests and international criticism. In 2003 and 2004, Aristide continued to experience opposition to his regime as violent protests against him became rampant in Port-au-Prince.<sup>45</sup>

**Brigadier-General Raoul Cedras:** Brigadier-General Raoul Cedras overthrew Aristide in 1991. This move led to sanctions against Haiti by the US and OAS. Cedras' regime used human rights abuses and terror to squash opposition and Aristide supporters.<sup>46</sup> The Special Rapporteur on Violence Against Women reported that the practice of breaking into the homes of Aristide supporters and raping the women in the household became commonplace during Cedras' rule.<sup>47</sup>

**Group of 184:** The Group of 184 is said to comprise 184 political parties, non-governmental organizations and trade unions that oppose Aristide due to the allegedly fraudulent elections in



2000. The Group of 184 began its protests against the Aristide government in September 2004, hoping that international attention surrounding Haiti's bicentennial would galvanize the effort to topple Aristide. Businessman Andre Apaid has emerged as a prominent spokesperson, although the Group has no clear leadership. Between 25 and 45 people are thought to have died since the protests began.<sup>48</sup>

**Guy Philippe:** Guy Philippe assumed leadership of what he states is a unified rebel army, the National Revolutionary Front for the Liberation of Haiti around 10 February 2004. Mr. Philippe states that he has a law degree from Ecuador and studied medicine in Mexico for a year. In 1990 while in the army, he escaped to Ecuador, where he allegedly received training from US Special Forces as part of the US campaign to reinstate Mr Aristide. He returned to Haiti in 1994 and was incorporated into the new National Police Force, eventually serving as police chief in Cap-Haitien.

## What UNIFEM is doing in Haiti

- The UNIFEM supported le Program d'Appui a la Promotion du Leadership des Femmes, executed and implemented in July – December 2002 by the Centre de Recherche et d'Action pour le Developpement (CRAD), a Haitian NGO. The project was aimed at promoting and supporting the participation and representation of women in government, particularly at local and community levels, and in areas of political decision-making and public office; educating women to assume responsibility in the political, economic, and social spheres; and highlighting their initiatives through community radio.
- More than 180 women from five communities participated in the project, the main elements of which were sensitization to the obstacles preventing women's involvement in decision making and to issues such as violence against women and communication to display and disseminate programmes on different related themes of female leadership and participation in decision making. Activities included information exchange, training sessions, debates, reflection workshops, production of radio messages and brochures designed to highlight women's participation in local government, and creation of a television documentary entitled "Without the Woman, Change is Not Possible".
- The project resulted in increased awareness and sensitization about women's active participation in decision making and local government; increased understanding about women's emancipation and what remains to be accomplished in securing women's rights; increased interest among women in reinforcing the presence of women at the local government level; increased interest of men as expressed in their request for training sessions designed for men so that they may know how to behave towards women; support secured from local authorities regarding steps to ensure women's emancipation and participation in the local power structure and decision making; participants eager to pass on knowledge from the project to women who were not involved.
- UNIFEM supported the Pilot Project to Advance the Human Rights of Rural Haitian Women to Govern their Reproductive, Economic & Social Behavior this project of the Women's Health Programme of Hospital Albert Schweitzer, Deschapelles, Haiti. The overall aim of the project was to raise awareness among Haitian rural women of their right to govern their own reproductive behaviour and health, especially as it related to family planning, the risk of HIV/AIDS and STDs, and the right to pre- and post-natal medical care. Part of the project was to conduct participatory workshops in consciousness-raising about human rights and promote self-protective behaviour – women volunteer "animators" were trained to carry out this programme. UNIFEM provided incentives for the animators in setting up women's groups, and to participants who completed the programme sessions.





- UNIFEM participated in the UN Joint Assessment Mission dispatched by the Secretary-General in March 2004. The Haitian Minister for Gender and Women's Affairs formally requested UNIFEM presence in Haiti at this time.

## UN Country Team Gender Programming

**Members of the UN Country Team:** UNDP, UNESCO, UNFPA, UNICEF, WFP, World Bank, FAO, WHO, IMF

- **The UN Stabilization Mission in Haiti (MINUSTAH):** Resolution 1542 established MINUSTAH for an initial period of six months, with authority to be transferred from Multinational Interim Force (MIF) on 1 June 2004. MINUSTAH will consist of civilian and military components, including up to 1622 civilian police and 6700 troops. Inter alia, MINUSTAH is to assist the Transitional Government with "a comprehensive and sustainable Disarmament, Demobilization and Reintegration (DDR) programme for all armed groups, including women and children associated with such groups." In regards to political processes, MINUSTAH is mandated to support electoral processes, "with voter participation that is representative of the national demographics, including women." MINUSTAH is also mandated to provide the Transitional Government with support and assistance in the promotion of human rights, particularly those of women and children. MINUSTAH will also help to facilitate humanitarian services, particularly focusing on women and children.
- **The UN Mission in Haiti (UNMIH):** UNMIH was established in September 1993 to assist in the implementation of the Governor's island agreement, to professionalize the armed forces, to create a distinct police force and help create an environment for free elections. UNMIH's mandate terminated in July 1996.
- **UN Support Mission in Haiti (UNSMIH):** UNSMIH was established in July 1996 to professionalize the police and create an environment suitable for national reconciliation and economic recovery. UNSMIH's mandate ended in July 1997.
- **The UN Transition Mission in Haiti (UNTMIH):** UNTMIH was established to help the government support and professionalize the national police, with a focus on crowd control and guarding the palace from August to November 1997.
- **The UN Civilian Police Mission in Haiti (MIPONUH):** MIPONUH was mandated to from December 1997 to March 2000 assist in the professionalization of the civilian police force with special emphasis on training specialized units.
- **The International Civilian Support Mission in Haiti (MICAH):** The General Assembly mandated MICAH by resolution 54/193 in February 2000 to support the democratization of Haiti, to build the capacity of the Haitian judiciary, to assist Haiti professionalize its police force and to support the efforts of the government towards the full realization of human rights. MICAH's mandate expired in June 2001.
- **The UN Population Fund (UNFPA):** UNFPA is helping the Government of Haiti achieve its population goals. UNFPA's projects in Haiti are focused around advocacy, reproductive health and population strategies, all geared towards helping the government of Haiti develop its own capacities in these areas. Reproductive health programming is focused on prevention of HIV/AIDS, expansion of health services and increased governmental attention to reproductive rights. In the



wake of the 2004 crisis, UNFPA airlifted reproductive health supplies into Haiti, including drugs, safe childbirth supplies and rape treatment kits.

- **The World Food Programme (WFP):** WFP's focus in Haiti is on improving the nutrition of poor mothers and their children in urban areas and providing support to farming families, especially those headed by women, in rural areas.
- **The UN Children's Fund (UNICEF):** UNICEF is targeting the education of girls in Haiti, with a view to keeping girls in school as long as possible. The adolescent health programme is focused on HIV/AIDS prevention as well as broader reproductive health and preventive practices.
- **The UN Development Programme (UNDP):** UNDP took over key international support in Haiti upon the departure of MICAHA in June 2001. UNDP supports the increased participation of women in governance and economic structures. Health education programmes focus on HIV/AIDS prevention and control. UNDP has a UN Volunteer acting as Gender Specialist in Haiti.
- **The Office of the UN High Commissioner for Human Rights (OHCHR):** OHCHR is implementing a project which will organize NGOs, law universities and women's organizations to familiarize them with international human rights instruments.

## Latest UN Documents

### Security Council Resolutions

- **1576** (29 November 2004): The Security Council commends the work of the SRSB and underlines the centrality of economic reconstruction and political reconciliation to future stability. The Council condemns the recent acts of violence and incidents of arbitrary detention. Acting under Chapter VII, the Council extends the mandate of MINUSTAH a further six months, encourages the transitional government to continue to engage non-violent opposition in the electoral process and urges the donors and financial institutions to promptly disburse funds pledged at the Donors Conference in July 2004.
- **1542** (30 April 2004): The Security Council reaffirms **resolution 1325 on women, peace and security** as well as resolutions 1379, 1460, 1539 on children and resolutions 1265 and 1296 on the protection of civilians in armed conflict. The Council decides to establish the UN Stabilization Mission in Haiti (MINUSTAH) for an initial period of six months, with authority to be transferred from Multinational Interim Force (MIF) on 1 June 2004. MINUSTAH will consist of civilian and military components, including up to 1622 civilian police and 6700 troops. *Inter alia*, MINUSTAH is to assist the Transitional Government with "a comprehensive and sustainable Disarmament, Demobilization and Reintegration (DDR) programme for all armed groups, **including women and children associated with such groups.**" In regards to political processes, MINUSTAH is mandated to support electoral processes, "with voter participation that is representative of the national demographics, **including women.**" MINUSTAH is also mandated to provide the Transitional Government with support and assistance in the promotion of human rights, **particularly those of women** and children. MINUSTAH will also help to facilitate humanitarian services, **particularly focusing on women** and children.
- **1529** (29 February 2004): The Security Council recognizes the resignation of former president, Jean-Bertrand Aristide, and the induction of Boniface Alexander as the acting president of Haiti. The Council calls for a Multinational Interim Force to be stationed in Haiti for three months. The force will allow humanitarian assistance to enter the country, will stabilize the



country for the reinstatement of democratic processes, and will assist the local police and coast guard to ensure public safety and the safeguarding of human rights. Once Haiti becomes secure, other UN agencies and the Organization of American States will be able to establish in-country operations. Within 30 days of Security Council Resolution 1529, the Secretary General should submit recommendations for the deployment of a UN stabilization force. The Security Council calls for all violent hostilities to cease and for full cooperation with the Multinational Interim Force.

- **1277** (30 November 1999): Commending the work of MIPONUH and the International Civilian Mission in Haiti (MICIVIH), the Security Council decides to extend the mandate of MIPONUH until March 2000.
- **1212** (25 November 1998): The Security Council commends the work of MIPONUH and notes its role in achieving a professional police force of adequate size in Haiti. The Security Council reaffirms the importance of a fully functional police force and encourages the Government of Haiti to continue efforts in this regard. The Council decides to extend the mandate of MIPONUH a further year, but recommends that future activities towards the consolidation of peace be conducted through other UN agencies, especially UNDP.
- **1141** (28 November 1997): Noting the termination of the mandate of UNTMIH, the Security Council expressed its appreciation to troop-contributing states and commended UNTMIH for its achievements towards establishing a professional police force and consolidating the peace in Haiti. The Security Council decides to establish MIPONUH to further monitor the professionalization of the Haitian police for a period of one year. The Security Council recognizes that economic rehabilitation and reconstruction remain key tasks for the Haitian people.
- **1086** (5 December 1996): Noting the improved security situation in Haiti, the Security Council commends the role of UNSMIH in helping the government of Haiti establish a credible and professional police force. The Council decides to extend the mandate of UNSMIH and requests member states to support the objectives of UNSMIH.

## Secretary-General Reports

- **18 November 2004:** The Secretary-General submitted the report pursuant resolution 1542. The Secretary-General reported that the deployment of MINUSTAH continued, which was a key priority due to the precarious security situation. The Secretary-General reported that the security situation in Haiti had generally deteriorated. The Transitional Government has not established a comprehensive DDR programme but consultations have begun as has the integration of the current UNDP disarmament programme into MINUSTAH's overall structure. The MINUSTAH civilian police units have continued to expand their activities in the area of rule of law. According to the Secretary-General, **"A female international civilian police officer is conducting a needs assessment in the capital on the structures to deal with cases of sexual violence against women that are reported to the police. Awareness-raising and preventative campaigns on inter alia HIV/AIDS, child protection and victims of sexual crimes have been conducted in cooperation with the relevant MINUSTAH elements."** The Secretary-General's Special Representative has begun holding meetings with actors and parties, including civil society leaders, on national dialogue and reconciliation.

In terms of preparations for elections, **"the Haitian women's organization Fanm Yo La has taken the lead among organizations of civil society for the promotion of women in the electoral process, both as voters and as candidates. Discussions with the Provincial Electoral Council on the introduction of a quota to promote women's participation will be continued."**



MINUSTAH continued to operate in an extremely difficult humanitarian situation as heavy rains and storms compounded the damage done earlier in the year. The human rights situation also has not improved significantly and **"there has also been an increase in the number of reported cases of sexual violence against women."**

According to the Secretary-General, **"the MINUSTAH gender unit worked with the Ministry for the Statues of Women and women's organizations in assessing the impact of the floods on women and girls, as a number of women were reported attacked and robbed of food on their way home from the distribution spots secured by MINUSTAH. More efforts should be made to involve women in the reconstruction of [Gonaives]. Consultations continued between the MINUSTAH gender and HIV/AIDS units and the civilian police component, the Join UN Programme on HIV/AIDS, UNFPA and Haitian physicians to prepare an integrated training package for the National Police. The main objective is to enhance the capacity of the police to develop prevention of, and response to, sexually transmitted diseases and HIV/AIDS with consideration for a gender perspective."**

- **16 April 2004:** The Secretary-General reported on the findings of the interdisciplinary assessment team he dispatched in March 2004, including his recommendation that a comprehensive DDR programme be established to restore security. According to the Secretary-General, **"the incorporation of chimeres, police abuse, rape and drug trafficking further contributed to the demoralization and erosion of professional standards within the police service" which is 5.6 per cent female.** Judicial reform is also necessary, as "legislation remains outdated and **often discriminatory against women.**" Fifty-two out of 600 corrections officers are women.

The Secretary-General noted with concern the ongoing human rights abuses in Haiti including **human trafficking and sexual violence against women and girls.** In addition, **"women who were victims of politically motivated rape during the military regime of 1991-1994 have not received compensation or assistance for the psychological trauma and medical consequences, including HIV/AIDS of such attacks."** The Haitian economy has been devastated and **"Haitian women in particular live in precarious humanitarian conditions mainly due to chronic poverty; lack of reproductive health care; a high prevalence and acceptance of domestic violence and a high maternal mortality. Maternal and infant mortality is the highest in the Western Hemisphere and one of the highest in the world."**

With regards to key priorities for the future, the Secretary-General emphasized that **assistance should be given to women to participate in the planning and delivery of humanitarian aid, especially for female heads of households. UN agencies will also provide assistance to women living with HIV/AIDS and those caring for them.**

**According to the Secretary-General, "Insecurity has led to recent increases in sexual violence against women, which is being perpetrated in a climate of impunity. Women and girls also face significant inequality in the political, legal, social and economic spheres. Women do not enjoy equal access to decision-making structures at the national and local levels. Specific legislation on violence against women, including domestic violence, is either non-existent or does not meet international standards. Trafficking in children, especially girls, exists for the purposes of domestic labour and/or prostitution. These factors increase the vulnerability of low-income populations, particularly women and children, to (sexual) exploitation and abuse.**



**Efforts aimed at improving the situation of women in Haiti should support a sustainable, grass-roots approach that is focused on building the capacity of women, women's leaders and women's organizations at all levels. Support could be provided to the Haitians to develop a national strategy to promote gender equality. That could include, among others, strengthening the role of women in the transition process, including in decision-making positions; addressing gender-based violence' addressing gender concerns in policing, including the need for female police officers and police officers trained in dealing with victims of sexual and domestic violence and measures to combat human trafficking; updating legislation to ensure protection of women's rights in accordance with international standards; and promoting the participation of women as voters and candidates in elections."**

The Secretary-General recommended, in accordance with resolution 1529, that a multidimensional stabilization operation to be known as the UN Stabilization Mission in Haiti (MINUSTAH) be established. MINUSTAH is to assist the transitional government in establishing a DDR programme that includes provision for **women and children** associated with armed groups and facilitate the delivery of aid to vulnerable segments of society. MINUSTAH is also to **"mainstream gender perspectives throughout the Mission's policies, programmes and activities, and support the development of a national strategy to promote gender equality, women's rights and women's full and equal participation in the transition process...."**

**In line with Security Council resolution 1325 (2000) on women, peace and security, a gender unit would be created within the civil affairs office to facilitate, support and provide technical guidance to all staff in the Mission to ensure gender mainstreaming. The gender unit would support the humanitarian affairs and development pillar in ensuring appropriate development assistance for women, especially with regard to long-term strategies in this area, and in this regard work closely with United Nations agencies, funds and programmes in supporting the Haitian authorities and civil society actors, including women's groups, in developing a national agenda to address gender inequalities at all levels as well as violence against women."**

- **25 February 2000:** The Secretary-General reported that the security situation remained volatile during the reporting period, especially when an agitated mob demanded the release of a murder suspect so they could lynch him. More than 20,000 Haitian migrants were expelled from the Dominican Republic in late 1999 causing tension between the two states and arousing public anger over the perceived mistreatment of Haitians. Electoral violence also impeded voter registration efforts. The Civilian Mission continued to support training of local police, especially on respect for the rights of women and children.
- **18 May 1999:** The Secretary-General reported that the political impasse continued unabated despite several attempts from the parties to reach an agreement. Numerous high profile murders and murder attempts increased the overall feeling of instability in the country. The Secretary-General reported little progress in the area of judicial reform. In response to the recommendations sought by the Security Council in resolution 1212, the Secretary-General expressed his firm belief that the Government of Haiti itself must undertake responsibility for the further strengthening of the police force.
- **19 February 1999:** The Secretary-General recounted several disturbing events that occurred during the reporting period that undermined the future of Haiti's democracy, including parliamentary irregularities and assassination attempts. However, the Secretary-General reported that the Haitian national police had been performing in an exemplary manner and had managed to maintain neutrality. Increased polarization, disregard for human rights and political violence



continued to plague Haiti during the reporting period, causing great concern for the international community.

## General Assembly Documents

- A/55/154: Report of the Secretary-General to the General Assembly on the International Civilian Mission in Haiti. 17 July 2000
- A/Res/54/193: International Civilian Support Mission in Haiti.

## Human Rights Commission

- Report on the Situation of Human Rights in Haiti: 23 December 2002.
- Report on the Promotion and Protection of Human Rights: Human Rights Defenders. 27 February 2002.
- Report on the Situation of Human Rights in Haiti: 30 January 2001
- Report of the Independent Expert of the Human Rights Commission on the Situation of Human Rights in Haiti. 28 August 2000
- Report of the Mission to Haiti of the Special Rapporteur on Violence Against Women. 27 January 2000

## CEDAW

- Haiti ratified CEDAW in 1981 but has not submitted any reports.

## ENDNOTES:

---

<sup>1</sup> James, C.L.R. The Black Jacobins: Toussaint L'Ouverture and the Santo Domingo Revolution. Vintage Publishers. 1989

<sup>2</sup> BBC World News. Haiti Country Profile. 8 January 2004 [http://news.bbc.co.uk/2/hi/americas/country\\_profiles/1202857.stm](http://news.bbc.co.uk/2/hi/americas/country_profiles/1202857.stm)

<sup>3</sup> UNDP. Human Development Report. 2003 [http://www.undp.org/hdr2003/indicator/pdf/hdr03\\_indicators.pdf](http://www.undp.org/hdr2003/indicator/pdf/hdr03_indicators.pdf)

<sup>4</sup> Fuller, Anne. "Challenging Violence: Haitian Women United Women's Rights and Human Rights." Women and War Special Bulletin. Association of Concerned African Scholars. Spring/Summer 1999  
<http://haitiforever.com/windowsonhaiti/w99351.shtml>

<sup>5</sup> Report of the Mission to Haiti of the Special Rapporteur on Violence Against Women. EC/CN.4/2000/68/Add.3. 27 January 2000.

<sup>6</sup> Report of the Mission to Haiti of the Special Rapporteur on Violence Against Women. EC/CN.4/2000/68/Add.3. 27 January 2000.

<sup>7</sup> Brown, DeNeen. "Political Rapes of 1991 Still Haunt Haitian Democracy Activists." 21 March 2004  
<http://www.washingtonpost.com/wp-dyn/articles/A11357-2004Mar20.html>

<sup>8</sup> Fuller, Anne. "Challenging Violence: Haitian Women United Women's Rights and Human Rights." Women and War Special Bulletin. Association of Concerned African Scholars. Spring/Summer 1999  
<http://haitiforever.com/windowsonhaiti/w99351.shtml>



- <sup>9</sup> Fuller, Anne. "Challenging Violence: Haitian Women United Women's Rights and Human Rights." Women and War Special Bulletin. Association of Concerned African Scholars. Spring/Summer 1999  
<http://haitiforever.com/windowsonhaiti/w99351.shtml>
- <sup>10</sup> Fuller, Anne. "Challenging Violence: Haitian Women United Women's Rights and Human Rights." Women and War Special Bulletin. Association of Concerned African Scholars. Spring/Summer 1999  
<http://haitiforever.com/windowsonhaiti/w99351.shtml>
- <sup>11</sup> Grabar, Janna. Hope for Haiti. Chicago Tribune. 12 July 2000. [http://www.jannagraber.com/hope\\_for\\_haiti.htm](http://www.jannagraber.com/hope_for_haiti.htm)
- <sup>12</sup> Report of the Mission to Haiti of the Special Rapporteur on Violence Against Women. EC/CN.4/2000/68/Add.3. 27 January 2000.
- <sup>13</sup> UNWire, UNICEF Release, April 20, 2004 [http://www.unwire.org/UNWire/20040420/449\\_22987.asp](http://www.unwire.org/UNWire/20040420/449_22987.asp)
- <sup>14</sup> UN News Centre, 4 May 2004  
<http://www.un.org/apps/news/story.asp?NewsID=10617&Cr=haiti&Cr1=#>
- <sup>15</sup> Fuller, Anne. "Challenging Violence: Haitian Women United Women's Rights and Human Rights." Women and War Special Bulletin. Association of Concerned African Scholars. Spring/Summer 1999  
<http://haitiforever.com/windowsonhaiti/w99351.shtml>
- <sup>16</sup> UNFPA. Haiti Country Profile <http://www.unfpa.org/profile/haiti.cfm>
- <sup>17</sup> Report of the Mission to Haiti of the Special Rapporteur on Violence Against Women. EC/CN.4/2000/68/Add.3. 27 January 2000.
- <sup>18</sup> Balmaseda, Liz. "The Secret War Against Haitians." *The Miami Herald*. 27 May 2002.  
[http://www.miami.com/mld/miamiherald/news/columnists/liz\\_balmaseda/3344349.htm](http://www.miami.com/mld/miamiherald/news/columnists/liz_balmaseda/3344349.htm)
- <sup>19</sup> Associated Press. "Haitian Detainees on Hunger Strike at Florida's Krome Detention Center." 10 July 2002.  
<http://www.unhcr.ch/cgi-bin/texis/vtx/home/+mwwBmehd1c8wwwGwwwwwwwhFqnN0bltFqnDni5AFqnN0blcFqDIwoBowDaidMnDDzmxwwwwww1FqmRbZ/opensdoc.htm>
- <sup>20</sup> World Food Programme. Press Release. 11 February 2004 <http://www.wfp.org/index.asp?section=2>
- <sup>21</sup> BBC News World Service. "Haiti Health System 'Devastated.'" 11 March 2004  
<http://news.bbc.co.uk/2/hi/americas/3501966.stm>
- <sup>22</sup> BBC World News. "Haiti Struggles for Food Relief." 24 September, 2004  
<http://news.bbc.co.uk/2/hi/americas/3685534.stm>
- <sup>23</sup> Zarifis, Ismene. "Haitian Women Speak out Against Violence." National Coalition for Haitian Rights.  
<http://www.nchr.org/insight/speakout.htm>
- <sup>24</sup> Fuller, Anne. "Challenging Violence: Haitian Women United Women's Rights and Human Rights." Women and War Special Bulletin. Association of Concerned African Scholars. Spring/Summer 1999  
<http://haitiforever.com/windowsonhaiti/w99351.shtml>
- <sup>25</sup> Report of the Mission to Haiti of the Special Rapporteur on Violence Against Women. EC/CN.4/2000/68/Add.3. 27 January 2000.
- <sup>26</sup> Report of the Mission to Haiti of the Special Rapporteur on Violence Against Women. EC/CN.4/2000/68/Add.3. 27 January 2000.
- <sup>27</sup> Fuller, Anne. "Challenging Violence: Haitian Women United Women's Rights and Human Rights." Women and War Special Bulletin. Association of Concerned African Scholars. Spring/Summer 1999  
<http://haitiforever.com/windowsonhaiti/w99351.shtml>
- <sup>28</sup> Report of the Mission to Haiti of the Special Rapporteur on Violence Against Women. EC/CN.4/2000/68/Add.3. 27 January 2000.
- <sup>29</sup> Report of the Mission to Haiti of the Special Rapporteur on Violence Against Women. EC/CN.4/2000/68/Add.3. 27 January 2000.
- <sup>30</sup> UNFPA. Proposed Projects and Programmes in Haiti: 2002-2006. December 2001.  
<http://www.unfpa.org/latinamerica/haiti/3hai0206.doc>





- <sup>31</sup> UNDP. Human Development Report. 2003 [http://www.undp.org/hdr2003/indicator/pdf/hdr03\\_indicators.pdf](http://www.undp.org/hdr2003/indicator/pdf/hdr03_indicators.pdf)
- <sup>32</sup> Report of the Independent Expert of the Human Rights Commission on the Situation of Human Rights in Haiti. A/55/335. 28 August 2000
- <sup>33</sup> Fuller, Anne. "Challenging Violence: Haitian Women United Women's Rights and Human Rights." Women and War Special Bulletin. Association of Concerned African Scholars. Spring/Summer 1999  
<http://haitiforever.com/windowsonhaiti/w99351.shtml>
- <sup>34</sup> UNFPA. Proposed Projects and Programmes in Haiti: 2002-2006. December 2001.  
<http://www.unfpa.org/latinamerica/haiti/3hai0206.doc>
- <sup>35</sup> UNFPA. Proposed Projects and Programmes in Haiti: 2002-2006. December 2001.  
<http://www.unfpa.org/latinamerica/haiti/3hai0206.doc>
- <sup>36</sup> UNICEF. "West's Most Neglected Children Bear Brunt of Haiti's Upheaval." 19 April 2004  
[http://www.unicef.org/media/media\\_20443.html](http://www.unicef.org/media/media_20443.html)
- <sup>37</sup> Refugees International. "Haitians Displaced by Political Reprisals." 8 August 2004.  
<http://www.refugeesinternational.org/content/article/detail/3119?PHPSESSID=1e0d2b5b234ccdda9665bd725a88d143>
- <sup>38</sup> UN Wire. "Donors Asked to Pledge \$924million to Haiti Next Week." 13 July 2004  
[http://www.unwire.org/UNWire/20040713/449\\_25754.asp](http://www.unwire.org/UNWire/20040713/449_25754.asp)
- <sup>39</sup> Fuller, Anne. "Challenging Violence: Haitian Women United Women's Rights and Human Rights." Women and War Special Bulletin. Association of Concerned African Scholars. Spring/Summer 1999  
<http://haitiforever.com/windowsonhaiti/w99351.shtml>
- <sup>40</sup> Interview with Jacqueline Payant. "Widows of War Living Memorial." 2000.  
[http://www.warwidows.org/Memorial/jacqueline\\_payant.html](http://www.warwidows.org/Memorial/jacqueline_payant.html)
- <sup>41</sup> Report of the Mission to Haiti of the Special Rapporteur on Violence Against Women. EC/CN.4/2000/68/Add.3. 27 January 2000.
- <sup>42</sup> Urgent Action Fund. Women in Solidarity in Haiti. [http://www.urgentactionfund.org/profiles\\_conflict2.html](http://www.urgentactionfund.org/profiles_conflict2.html)
- <sup>43</sup> Brown, DeNeen. "Political Rapes of 1991 Still Haunt Haitian Democracy Activists." 21 March 2004  
<http://www.washingtonpost.com/wp-dyn/articles/A11357-2004Mar20.html>
- <sup>44</sup> BBC World News. Haiti Country Profile. 8 January 2004 [http://news.bbc.co.uk/2/hi/americas/country\\_profiles/1202857.stm](http://news.bbc.co.uk/2/hi/americas/country_profiles/1202857.stm)
- <sup>45</sup> BBC World Service News. "Profile: Jean-Bertrand Aristide." January 2004  
<http://news.bbc.co.uk/2/hi/americas/3379135.stm>
- <sup>46</sup> BBC World Service News. Haiti Country Profile. 8 January 2004  
[http://news.bbc.co.uk/2/hi/americas/country\\_profiles/1202857.stm](http://news.bbc.co.uk/2/hi/americas/country_profiles/1202857.stm)
- <sup>47</sup> Report of the Mission to Haiti of the Special Rapporteur on Violence Against Women. EC/CN.4/2000/68/Add.3. 27 January 2000.
- <sup>48</sup> BBC World Service News. "Q & A: Protests in Haiti." 8 January 2004 <http://news.bbc.co.uk/2/hi/americas/3378671.stm>

