

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

HAITI

PROGRAM TO STRENGTHEN SAFETY NETS FOR VULNERABLE POPULATIONS

(HA-J0005)

PROJECT PROFILE

This document was prepared by the project team consisting of: Nicola Magri (SCL/SPH), Project Team Leader; Alexandre Bagolle (SCL/SPH), Alternate Team leader; Ana María Sáiz (SCL/MIG), Alternate Team Leader; Emmanuelle Monin, Marco Stampini, Luis Tejerina, Boaz Anglade, and Isabel Delfs (SCL/SPH); Laura Giles Alvarez, and Aurelie Gilles (CID/CID); Monica Centeno Lappas, and Sara Vila Saint-Etienne (LEG/SGO); Jean Smith Dormeus, and Stanley Jean Baptiste (CID/CHA); Marise Salnave, and Angel Sanabria (VPC/FMP); Mariana Alfonso (CSD/CCS); Maria Camila Ariza (SCL/GDI); and Eduardo Fajnzylber (SPD/SDV).

Under the Access to Information Policy, this document is subject to Public Disclosure.

PROJECT PROFILE

HAITI

I. BASIC DATA

Project Name:	Program to Strengthen Safety Nets for Vulnerable Populations		
Project Number:	HA-J0005		
Project Team:	Nicola Magri (SCL/SPH), Team Leader; Alexandre Bagolle (SCL/SPH), Alternate Team leader; Ana María Sáiz (SCL/MIG), Alternate Team Leader; Emmanuelle Monin, Marco Stampini, Luis Tejerina, Boaz Anglade, and Isabel Delfs (SCL/SPH); Laura Giles Alvarez, and Aurelie Gilles (CID/CID); Monica Centeno Lappas, and Sara Vila Saint-Etienne (LEG/SGO); Jean Smith Dormeus, and Stanley Jean Baptiste (CID/CHA); Marise Sahnave, and Angel Sanabria (VPC/FMP); Mariana Alfonso (CSD/CCS); Maria Camila Ariza (SCL/GDI); and Eduardo Fajnzylber (SPD/SDV).		
Beneficiary:	Republic of Haiti		
Executing Agency:	Social and Economic Assistance Fund (FAES)		
Financial Plan:	IDB (IDB Grant Facility):	US\$	60,000,000
	Total:	US\$	60,000,000
Safeguards:	Policies triggered:	ESPS 1; ESPS 2; ESPS 10	
	Classification:	C	

II. GENERAL JUSTIFICATION AND OBJECTIVES

A. Justification

- 2.1 **Haiti faces acute vulnerabilities.** The combined effect of natural disasters, recent social unrest and political instability, and the COVID-19 pandemic, has stifled the Haitian economy and its population's living standards resulting in a "chronically fragile context"¹. Since 2018, Haiti has faced several periods of country lockdowns first due to widespread fuel shortages, high prices and political protests, followed by the March-June 2020 closures as a measure to contain COVID-19 transmission. Insecurity and gang presence have continued to rise, fueling crime and widespread kidnappings.² Furthermore, Haiti is the third most vulnerable country in the world to earthquakes and extreme weather events,³ and both have

¹ Defined as a complex political, socioeconomic and sanitary setting, see States of Fragility, Box 1.1 Chronically Fragile Contexts. OECD, 2018. https://www.oecd-ilibrary.org/development/states-of-fragility-2018_9789264302075-en. Fragility is defined as "a period of time during nationhood when sustainable socio-economic development requires greater emphasis on complementary peacebuilding and state building activities such as building inclusive political settlements, security, justice, jobs, good management of resources, and accountable and fair service delivery." See, Fragility Spectrum, G7+, 2011 <https://g7plus.org/attach-pdf/Fragility%20Spectrum%20in%20English.pdf>.

² The Center for Analysis and Research on Human Rights (CARDH by its French acronym) has registered 225 kidnappings during the first three months of the year 2022, a 58.5% increase compared to the first quarter of 2021.

³ See: https://germanwatch.org/sites/default/files/Global%20Climate%20Risk%20Index%202021_1.pdf and <https://blogs.iadb.org/sostenibilidad/fr/que-peut-on-faire-pour-soutenir-la-preparation-et-la-reponse-aux-catastrophes-en-haiti/>.

continued to strike the country in the recent period: as on August 14th, 2021, when a 7.2 earthquake struck the southern peninsula, followed two days later by tropical storm Grace, both resulting in 2,246 deaths and US\$1.6 billion in estimated damages and losses.

- 2.2 The compounded effect of these events led to GDP contractions of 1.7%, 3.3% and 1.8% in Fiscal Year (FY) 2019, 2020, and 2021. FY2022's economic performance is expected to be marginally better – with 0.3% growth - but will be determined by the evolution of the sociopolitical context, international geopolitical tensions, and the earthquake reconstruction program. The recent fuel subsidy reduction implemented by the Haitian government to reduce fiscal deficit, together with higher international food and fuel prices, are also feeding inflation measured at 25% over 12 months in February 2022, which, along with the depreciation of the Haitian Gourde (HTG - reaching 106.5HTG/USD on April 7th, 2022) has been eroding the purchasing power of earnings.
- 2.3 These intertwined crises have in turn increased food insecurity for the most vulnerable segments of the population, reduced access to health and social services and increased migration of those seeking better opportunities abroad as well as their repatriation back to Haiti. Within this context, public institutions have limited systematic and reliable data about the social and economic condition of potential beneficiary households, hampering effective design, targeting, monitoring and continuous quality improvement for social protection interventions.
- 2.4 Specifically, for the period of March-June 2022, an estimated 4.5 million Haitians needed urgent food assistance (45% of the population), according to the *Coordination Nationale de la Sécurité Alimentaire* (CNSA).⁴ Households living in areas that are exposed to drought, land degradation or recurrent climate shocks, face recurrent obstacles in satisfying their basic food needs as climate change related risks and maladaptive coping strategies⁵ to climate shocks are often the drivers of chronic food insecurity for these households.
- 2.5 A recent analysis in the context of COVID-19 encountered that 50.4% of Haitians consider that they do not have access to health services when they need them and nearly half of women (47.8%) have no access to maternal care or family planning services.⁶ Growing fragility throughout the country is further reducing access to basic health and social services both on the supply side - fewer social actors able to enter insecure areas to provide basic services where regular facilities were

⁴ <https://www.cnsahaiti.org/>.

⁵ Maladaptive coping strategies are behavioral responses to food insecurity, such as selling assets (houses, land, livestock, etc.) that people use to manage household food shortage, CNSA (2020).

⁶ UNWomen and CARE, Latin America and The Caribbean Rapid Gender Analysis for COVID-19, May 2020. https://www.care-international.org/files/files/enlac_rga_report_english_final_junio2_1comprimido.pdf.

already lacking⁷ - and the demand side, where meeting even more basic needs like food and security takes precedence over using those services. While precise assessments of gaps in access are not available due to the limited data in general and areas inaccessibility due to insecurity, the West department, which includes metropolitan Port-au-Prince, has been one of the most affected by increasing crime and the humanitarian community has been reporting the closure of medical centers, markets, schools and the burning of houses resulting in high numbers of internally displaced people.⁸ According to *Médecins Sans Frontières* (MSF), approximately 19,000 people have been displaced in Port-au-Prince in recent months⁹. Girls and women are particularly vulnerable as they are also exposed to sexual and gender-based violence (SGBV). According to *Groupe Haïtien d'Etude du Sarcome de Kaposi et des Infections Opportunistes* (GHESKIO),¹⁰ many women seeking their support in the areas of Port-au-Prince were forced to become sex workers to survive and meet the basic needs of their family, and consequently are at extremely high risk for human immunodeficiency virus (HIV), sexual assault, unintended pregnancy or other related issues.¹¹

- 2.6 The Fond d'Assistance Économique et Sociale (FAES), the public institution with the mandate to implement social assistance interventions for vulnerable Haitians, developed, with support from the Bank, a pilot project through GHESKIO as its operator. The intervention consisted in providing food kits, cash transfers and basic healthcare and social services to a group of 815 women living in the metropolitan area of Port-Au-Prince.¹² It demonstrated that a combination of in-kind and cash transfers was successful in containing the downward spiral of living conditions for their beneficiaries, despite the vulnerability of the area of intervention, and beneficiary households experiencing high poverty levels (53.4% of beneficiaries had no revenue at all) compounded by increasing health needs (women beneficiaries had high HIV prevalence, 32%). This and other experiences provide lessons learned to inform the design of this proposed operation (see ¶ 3.3).
- 2.7 Another population group experiencing acute vulnerability as a result of the combined recent crises are returning migrants. A considerable number of Haitians

⁷ According to the CNSA, the West department has seen a deterioration in food security, particularly in the gang-controlled areas of Cité Soleil, Martissant and La Saline, among others. Because of insecurity, Doctors Without Borders (MSF, by the acronym in French) decided to close its hospital in the area of Martissant in August 2021 after 15 years of operations (<https://www.france24.com/en/americas/20210803-m%C3%A9decins-sans-fronti%C3%A8res-closes-hospital-in-haiti-amid-rising-gang-violence>) followed by the decision on 1 April 2022 to also suspend all activities in Cité Soleil due to the lack of basic security conditions for MSF personnel (<https://www.lefigaro.fr/flash-actu/medecins-sans-frontieres-suspend-ses-activites-dans-un-quartier-pauvre-d-haiti-20220402>).

⁸ <https://reliefweb.int/report/haiti/haiti-gang-clashes-capital-force-hundreds-flee-their-homes>

⁹ <https://www.msf.org/unbearable-insecurity-haiti-amidst-violence-and-economic-crisis>

¹⁰ GHESKIO is a Haitian NGO founded in 1982 with the initial mandate of treating HIV patients; the organization now provides a variety of healthcare and support services, beyond HIV, to 600,000 patients every year: https://www.gheskio.org/our_story/.

¹¹ Vocational Training for Vulnerable Women in Haiti: <https://globalhealth.weill.cornell.edu/vocational-training-vulnerable-women-haiti>.

¹² The project was funded under “Safety Nets for Vulnerable People Affected by Coronavirus in Haiti” (5068/GR-HA). Detailed information about the design, targeting and before/after qualitative evaluation is available in GHESKIO and FAES’s [Final Implementation Report](#), while the results of a more thorough impact evaluation become available.

have sought better opportunities in other countries,¹³ however, repatriations of Haitian nationals have increased from 2020 onward: a total of 31,249 people were returned to Haiti between January 1st, 2021 and March 12th, 2022 – a period of 16 months; of these, 11,620 were repatriated in the initial quarter of 2022 alone¹⁴ and included unaccompanied and separated children and, pregnant and nursing women who faced health and security concerns during their journeys. When repatriated to Haiti, migrants return to a condition of limited opportunity and lack of resources.¹⁵ Returning migrants receive basic immediate assistance from organizations like the International Organization for Migration (IOM) or other charities, but the Ministry of the Interior and Territorial Communities (MICT, by its acronym in French) has limited resources and lacks structured mechanisms to manage the flow of returned migrants, assess their immediate and longer-term needs and vulnerabilities and provide with information or resources to address them.¹⁶ Repatriations are likely to become a sustained phenomenon requiring institutional policies and protocols to manage returns and gather data about returnees and their needs. Immediate assistance, be it through pilot interventions, as well as strengthening of medium-term capacity to attend this acutely vulnerable group is warranted.

- 2.8 As a necessary step to address the needs of the above-mentioned vulnerable populations, the public safety nets data and information systems need to be strengthened, building on efforts initiated with support from earlier programs with FAES (See ¶3.3). On the one hand, FAES, in partnership with the firm DIMAGI, has adapted the open source Commcare solution and deployed it as a management tool to register beneficiaries, assign them to interventions such as cash for work programs, track cash transfers made to beneficiaries and automatize reporting, among other functionalities.¹⁷ On the other hand, the Information System of the Ministry of Social Affairs and Labor (SIMAST, by its acronym in French), which compiles information on the socio-economic vulnerability of households, classifying them according to degrees of vulnerability using the National Deprivation and Vulnerability Index (INPV) only covers 30% of the Haitian population and expected to reach 35% by the end of 2022. Such partial coverage

¹³ According to IDB calculations based on United Nations data (<https://www.un.org/development/desa/pd/content/international-migrant-stock>), it is estimated that the percentage of the Haitian population who left the country reached 15.6% in 2020, from 11.4% in 2010.

¹⁴ IOM Migrant Return and Reception Assistance in Haiti /Air & Sea – April 2002: https://haiti.iom.int/sites/g/files/tmzbdl1091/files/documents/iom-factsheet-migrant-returns-and-reception-assistance-in-haiti-april-2022_1.pdf.

¹⁵ A study by the IOM in Haiti shows that receiving a loan from friends or family friends was the main strategy used among migrant respondents to fund a migration journey by sea (https://haiti.iom.int/sites/g/files/tmzbdl1091/files/documents/final-brief-post-arrival-survey-with-recent-adult-returnees-in-haiti-sept-dec-2021-iom_0.pdf); this means that upon return migrants might fall into the poorer segments of society.

¹⁶ IOM provides the following on-site services at airports upon arrival: food and beverage, cash assistance (up to US\$120 per person), phone access to contact family and friends, hygiene kits, counseling services, first aid etc.

¹⁷ The solution is the first of its kind in Haiti and allows the Haitian authorities to track social protection deployment and have direct access to project implementation data instead of relying on proprietary or different systems of each implementing partner or NGO. The solution is being used by FAES and multiple operators and is gradually adding features such that the incorporation of biometric data of beneficiaries to prevent frauds, and the interoperability with mobile transfers operators such as Moncash and Lajancash to allow for the simultaneous deployment of hundreds of payments to mobile wallets. See this link for a [simple overview of the Commcare solution](#) and this [simple overview of how Commcare has been supporting FAES](#) programs under implementation.

limits the capacity of public actors to identify the most vulnerable throughout the country and requires that social protection programs continue to set up program-specific targeting mechanisms. The need to solve this inefficiency makes the expansion of SIMAST - as a targeting tool - and its interoperability with Commcare - as a management tool - a priority.

- 2.9 To tackle the acute vulnerabilities of increased food insecurity, the deteriorating access to health and social protection services because of the increase fragility, and better manage return migration, the government of Haiti has requested the Bank's support.

B. Objectives and components.

- 2.10 **Objectives.** The general objective of the Project is to contribute to reduce food insecurity among vulnerable populations in Haiti and contribute to their medium- and long-term resilience. The specific objectives are: (i) to provide temporary income to individuals living in food-insecure areas through unconditional cash transfers, as well as transfers conditional to the participation into community-driven cash for work projects that can build resilience and develop community assets for the areas particularly exposed to climate related shocks (ii) to improve access to basic health and other social services for vulnerable households living in fragile neighborhoods providing an integrated package of cash transfers and complementary services; (iii) to build institutional capacity to better manage return migration, assess migrants and returned migrants needs; and finally (iv) to strengthen the capacity to target and monitor safety net programs, by expanding the SIMAST coverage and support its interoperability with the Commcare monitoring and payment platform used by FAES.

- 2.11 **Component 1. Temporary income in food insecure areas through unconditional and conditional cash transfers projects focused on resilience to climate shocks (US\$40 million).** This component targets mostly food insecure areas with the highest levels of Integrated Food Security and Humanitarian Phase Classification (IPC) as well as some areas those that are particularly exposed to climate shocks. The component will finance unconditional cash transfers as well as cash for work programs focusing on the creation, restoration, and maintenance of community assets to increase resilience to climate change and climate-related shocks as well as the development of small and basic infrastructure. Beneficiaries of the unconditional cash transfer programs will receive four transfers, one month apart from each transfer, based on the recommendations of the CNSA adequate to cover at least 50% of the monthly value of the basic food basket for a household of five people. Beneficiaries of the cash for work program will receive transfer for a period of 3 to 6 months, depending on the magnitude of the project identified by the community and to which they are assigned. In particular, the component will finance: (i) the targeting, identification, and selection of the beneficiaries receiving the unconditional and conditional transfers; (ii) the selection and prioritization through community consultative processes of the community assets (small works) requiring restoration, creation or maintenance under the cash for work program as well as the technical support for the restoration, creation or maintenance of these assets and the the purchase of materials and supplies; (iii) the delivery of the cash transfers; (iv) the registration of all beneficiaries and the monitoring of the intervention through the Commcare-based system, gradually using new

functionalities to be added to Commcare (see Component 4); and (v) the administration fees charged by the implementing operators. This component will build on the lessons learned from the IDB-funded and FAES-executed social protection portfolio, as well as the Immediate public health response to COVID-19 (see ¶3.3).

- 2.12 **Component 2. Access to basic health and social support for vulnerable residents of fragile areas (US\$13 million).** This component targets fragile neighborhoods and will finance the provision of basic health and social assistance as well as complementary in kind and cash transfers to help re-establish access to basic health and social protection services and temporarily support coverage of basic needs. Intended beneficiaries are women of childbearing age and their dependents, as well as destitute older people, prioritizing households with a higher dependency ratio.¹⁸ Beneficiaries will receive at least four transfers of an amount to be established by the CNSA adequate to cover at least 50% of the monthly value of the basic food basket for a household of five people and a set of basic health and social services tailored to the specific health risks and needs of the household. The cash transfers are expected to make attendance and adherence to services more viable, by removing demand-side barriers to access. Funding will cover: (i) the targeting, identification, and selection of beneficiaries; (ii) the design and implementation of outreach and communication campaigns; (iii) needs, health and social risk assessment for the targeted household; (iv) the delivery of basic family interventions such as healthcare, social, psychosocial, nutritional services, basic vocational training in line with household assessment; (v) cash transfers through mobile payment mechanisms or cash in envelope, or in kind transfers, depending on feasibility for each area; (vi) the registration of all beneficiaries and the monitoring of the intervention through the Commcare-based system and further functionalities as mentioned in Component 1 and 4; and (vii) the administration fees charged by the implementing operators. Selection criteria and targeting mechanisms will consider the lessons learned from recent programs as indicated in ¶3.2 and ¶3.3.
- 2.13 **Component 3. Management of Haitian return migrants (US\$2.5 million).** To improve the capacity of the Government of Haiti to manage return migration, this component will finance: (i) the strengthening of the institutional capacity of the MICT and specialized public agencies to gather, analyze and exchange data on migration flows and migrants characteristics; (ii) the design and the implementation of procedures and protocols to manage migrant repatriations, including the registration of return migrants into the Commcare-based platform; and (iii) the design of screening mechanisms to identify extremely vulnerable returned migrants (e.g., women victim of gender-based violence, unaccompanied and separated children, potential victims of gangs and other forms of abuse and/or violence during their migration journey) and the design of potential reinsertion programs.
- 2.14 **Component 4. Improvement and expansion of social safety net management systems (US\$3 million).** This component will finance: (i) the expansion of the SIMAST coverage, the updating of data already included in SIMAST and the interoperability functionalities between SIMAST and the Commcare-based

¹⁸ See ¶3.2.

platform. In particular: (a) data collection for SIMAST through home visits to the areas targeted by Components 1 and 2; (b) the updating of SIMAST data through home visits in the areas already covered; (c) the development and deployment of interoperability functionalities between SIMAST and the Commcare-based platform; and (d) the incorporation in Commcare of functionalities such as the production of business analytics, the interoperability with more payment networks, the registration of biometric data. The component will also cover (ii) technical assistance to strengthen monitoring and evaluation of all interventions, especially pilot ones, in components 1, 2 and 3; as well as (iii) FAES implementation costs including the administration fees charged by the implementing operators in this component.

- 2.15 Administration, audits, monitoring and evaluation. The project is expected to be executed over a period of 36 months and the administration, audit and monitoring and evaluation costs are estimated at US\$1.5 million.

III. TECHNICAL ISSUES AND SECTOR KNOWLEDGE

- 3.1 **Executing Agency and Implementation modality.** The executing agency of the entire operation will be FAES, which has strengthened its supervisory, administrative, and fiduciary capacity in recent years and can further improve with the Bank's technical support. FAES has developed its capability to identify, engage and supervise specialized operators, such as non-governmental organizations (NGO) and specialized agencies, that can implement social protection interventions in the most challenging areas of Haiti, and to effectively coordinate with other governmental stakeholders and actors. The operation will further strengthen FAES institutional capacity and internal practices. Based on the experience gained by FAES through the implementation of its current social protection portfolio, and based on the lessons learned from the Immediate Public Health Response to COVID-19 Program implemented by the Ministry of Public Health and Population, the implementation of the components of this operation will rely on the identification and engagement of specialized operators (NGO and/ or specialized agencies) based on their availability and capacity to operate in an increasingly fragile context. For Component 3, the MICT will act as technical partner for FAES, through its Immigration and Emigration Directorate (DIE by its acronym in French), establishing mechanisms to ensure MICT-DIE's technical input and engagement in the design and implementation of the component. Specifically, MICT-DIE will be responsible for collecting the required information related to identity management and return migration flows and to validate and implement the migration management protocols.¹⁹
- 3.2 **Targeting of beneficiaries.** For Component 1, the targeting of the most vulnerable areas will be based on the level of food insecurity and the exposure to climate-related shocks. Within the selected areas, beneficiaries will be identified using SIMAST data, when available, or other targeting modalities. For Component 2, priority criteria will include the lack of availability of regular, facility- or community-

¹⁹ A preliminary assessment of the information systems as well as the migration management protocols of the MICT is underway, with funding from the Bank's technical cooperation "Identity Management for Migratory Groups in Latin America and The Caribbean" (ATN/OC-17653-RG). The detailed assessment will be attached to the Proposal for Operation Development (POD).

based basic social and health services. As for Component 1, specific beneficiaries will be identified using SIMAST data, when available, or other modalities that consider the social and health risks and needs assessment of the households. For both Components 1 and 2 targeting criteria such as the size of the household of the beneficiaries, especially the number of children, the presence of people with disabilities, older people – all determinants of a high dependency ratio, among others, will be considered. The targeting will also consider whether the selected areas are already receiving support from other government entities, programs, or development partners.

3.3 **Relationship with FAES-executed portfolio and Lessons Learned.**

The proposed operation will incorporate and build on the lessons learned from the IDB-funded and FAES-executed social protection portfolio,²⁰ as well as the Immediate public health response to COVID-19 (through the partial amendment of agreements 3383/GR-HA and 4418/GR-HA). Specifically, (i) FAES has successfully implemented community-driven cash for work projects through the “Temporary Social Safety Net and Skills for Youth Program” (4657/GR-HA)²¹, providing income while improving the climate resilience of neighborhoods, based on a community-driven consultative process to identify the small works in line with local needs; under the same program, FAES also developing the Commcare-based monitoring and payment system for registering beneficiaries, automatizing payments and tracking progress; (ii) under the “Safety Nets for Vulnerable People Affected by Coronavirus in Haiti” (5068/GR-HA)²², FAES has scaled up the use of the Commcare-based systems, deployed of basic services with complementary cash transfers, successfully adapting the cash for work modality for community assets (small works) that enable building resilience; and (iii) through the “Expansion of Safety Nets for Vulnerable Populations Affected by the Socio-Economic Consequences of Coronavirus” (5288/GR-HA)²³, FAES has successfully designed and piloted through GHESKIO as implementing partner, the delivery of basic services and complementary cash and in-kind transfers to vulnerable households living in the high-crime areas of Cité Soleil and Martissant.²⁴ This experience, as well as the contracting of the international NGO, Partners In Health (PIH) as the main implementation partner of the Public Health Response program, have produced model contracting and monitoring mechanisms to rapidly deploy integrated social protection and basic health services while reducing transaction costs of traditional implementation schemes. (See [Link Lesson Learned.](#))

3.4 **Strategic alignment.** The program is consistent with the Second Update to the Institutional Strategy (AB-3190-2) and is strategically aligned with the development challenges of: (i) Social Inclusion and Equality; and (ii) Productivity and Innovation by providing transfers and building resilience through cash for work projects. The program is also aligned with the cross-cutting themes of: (i) Gender Equality

²⁰ Temporary Social Safety Net and Skills for Youth Program, grant agreement ([4657/GR-HA](#)), Safety Nets for Vulnerable People Affected by Coronavirus in Haiti, agreement ([5068/GR-HA](#)), and Expansion of Safety Nets for Vulnerable Populations Affected by the Socio-Economic Consequences of Coronavirus, agreement ([5288/GR-HA](#)).

²¹ Approved on November 7th, 2018, for US\$40 million.

²² Approved on July 8th, 2020, for US\$60 million.

²³ Approved on June 23rd, 2021, for US\$70 million.

²⁴ See footnote 13.

and Diversity; (ii) Climate Change and Environmental Sustainability; and (iii) Institutional Capacity and Rule of Law by providing transfers and services to women, building resilience to climate shocks and strengthening the institutional capacity to target and support the most vulnerable. Additionally, the program will contribute to the Corporate Results Framework (CRF) 2020-2023 (GN-2727-12) by increasing the number of beneficiaries of targeted anti-poverty programs (CRF indicator 2.3) and well as by supporting migrants and their host communities (CRF indicator 2.6). It is also aligned with the Haiti Country Strategy 2017-2021 (GN-2904) which is in effect, as it contributes to Render key services more accessible to enhance human development and is relevant to the country development challenge of inclusion and poverty; with the Sector Framework on Social Protection and Poverty (GN-2784-7); with the Sector Framework on Health (GN-2735-12); with the Sector Framework on Food Security (GN-2825-8); with the Sector Framework on Gender and Diversity (GN-2800-8) and the Update of the Action Plan on Diversity (GN-2531-19). The operation is also aligned with the government's *Plan De Relance Economique Post Covid-19* (PREPOC) (2020-2023), with the *Plan de Relèvement Intégré de la Péninsule Sud* (PRIPS) and with the government's *Politique Nationale de Protection et Promotion Sociale* (PNPPS). (See [Link Strategic Alignment details.](#))

- 3.5 **Vision 2025.** The operation is aligned with the Bank's "Vision 2025" (AB-3266) specifically with the pillars of the digital economy, gender and diversity, and climate-change action and wit the medium-term goal of promoting social progress.
- 3.6 **Sustainability.** This operation supports the efforts of the government of Haiti to provide temporary social protection to the most vulnerable populations. While large-scale social protection interventions are still not fully sustainable without the support of external financing, this operation seeks to leverage the other interventions financed by the Bank and executed by FAES and other development actors and, at the same time, deploys interventions and tools that will have a medium- and long-term impact. These include: (i) the expansion of the SIMAST coverage; (ii) the scaling up of the Commcare-based system that can be used for any social protection program; (iii) the consolidation of the cash for work modality focused on the restoration, creation or maintenance of community asset that build resilience to climate change-related shocks; and (iv) the implementation of tools and protocols to manage migration.
- 3.7 **Risks.** The main identified risk relates to the increased fragility of Haiti, especially from a security standpoint. The risk of social unrest is also high, due to generalized political uncertainty. These risks can limit access to certain areas and impact the implementation of the project's components, resulting in delays and temporary suspensions of execution. The mitigation strategy will rely on building strong relationships of trust with the beneficiary communities, as done in past projects, particularly under 4657/GR-HA. Specific coping and mitigation measures will be elaborated, considering that such challenges are not new and FAES has successfully advanced with projects execution despite the increased volatility of the country.

IV. ENVIRONMENTAL SAFEGUARDS AND FIDUCIARY SCREENING

- 4.1 Given that the program will not include large or complex infrastructure, but small works such as management and restoration of environmental and community assets geared to climate change adaptation selected by the community, the operation was classified as Category “C” as it is expected to cause minimal or no negative environmental or social impacts. Due to the nature of the works and Haiti’s vulnerability to natural disasters the project is classified as moderate for disaster risk management policy. For Environmental and Social Performance Standards (ESPS) 1, 2 and 10, actions will be considered during project design, considering the management system given by the local regulatory framework and the preparation by the beneficiary of an Environmental and Social Management System (ESMS) in accordance with the scope and nature of the expected minimum impacts and risks associated with the operation. If necessary, an Environmental and Social Action Plan (ESAP) will be agreed with FAES that establishes the actions required during the life cycle of the operation so that the operation remains in compliance with the Environment and Social Policy Framework of the IDB.

V. RESOURCES AND TIMETABLE

- 5.1 It is expected that the Proposal for Operation Development (POD) will be distributed on July 11th, 2022, to the Quality and Risk Review (QRR) Meeting. The expected date of approval of the Draft Proposal by the Operation Policy Committee (OPC) is August 23rd, 2022, and the expected approval date of the Investment Grant Proposal by the Board of Directors is September 28th,2022. The estimated cost of the project preparation is US\$70,420, of which US\$55,500 will be used for consultancies, and US\$14,920 for missions.

CONFIDENTIAL

¹ The information contained in this Annex is confidential and will not be disclosed. This is in accordance with the "Deliberative Information" exception referred to in paragraph 4.1 (g) of the Access to Information Policy (GN-1831-28) at the Inter-American Development Bank.

Operation Information

Operation Name	
Program to Strengthen Safety Nets for Vulnerable Populations	
Operation Number	HA-J0005

Operation Details

Organizational Unit	IDB Sector/Subsector
SCL/SPH	SOCIAL INVESTMENT
Type of Operation & Modality	Original IDB Amount
GRF / ESP	\$60,000,000.00
Environmental and Social Impact Categorization (ESIC)	Disaster and Climate Change Risk Classification (DCCRC)
C	Moderate
Environmental and Social Risk Rating (ESRR)	
Moderate	
Executing Agency	Borrower
HA-MSPP	REPUBLIQUE D'HAITI
ESG Primary Team Member	Team Leader
	Nicola Magri
Toolkit Completion Date	Author
25/04/2022	Tapia Alba, Mauricio Alejandro (Esg Guidance Service)
Applicable ESPs with requirements	
ESPS 1; ESPS 2; ESPS 10	

Operation Classification Summary

Overriden ESIC	Overriden ESIC Justification
Comments	

Overriden DCCRC	Overriden DCCRC Justification
Moderate	Elevate: Additional risk likely

Comments

The country is subject to natural disasters like hurricanes and earthquakes.

Summary of Impacts / Risks and Potential Solutions

The project has no environmental and social impacts and/or risks therefore no Environmental and Social Assessment (ESA) or Environmental and Social Impact Assessment (ESIA) process will be conducted for the project during preparation.

There are no contextual risks associated with the project (e.g. political instability, oppression of communities, armed forces in the project area).

The operation will not have direct impacts associated with child labor or forced labor in the workforce.

The operation will not have significant indirect and/or cumulative impacts associated with child labor or forced labor in the workforce.

The Executing Agency or other relevant entity (in relation to the operation) has limited proven track record to respect and protect the fundamental principles and rights of workers (including fair treatment, commitment to non-discrimination, equal opportunity, protection of workers including workers in vulnerable situations, work accommodations, migrant workers' rights, collective bargaining and rights of association) and compliance with national employment and labor laws.

The operation will not result in the direct loss of employment (i.e. retrenchment).

The operation will not result in the indirect and/or cumulative loss of employment (i.e. retrenchment).

The Borrower will prepare and operate a partial Grievance Redress Mechanism for all workers (direct and contracted).

The operation will not cause direct impacts associated with accidents, injury, and attraction disease arising from, associated with, or occurring in the course of work.

The operation will not cause indirect and/or cumulative impacts associated with accidents, injury, and attraction disease arising from, associated with, or occurring in the course of work.

The operation will promote a sustainable use of resources including energy, water and raw materials.

The operation will not have direct adverse impacts on human health and the environment due to pollution from project activities.

The operation will not have indirect and/or cumulative adverse impacts on human health and the environment due to pollution from project activities.

The operation will not generate direct impacts generated by solid waste (hazardous and/or non-hazardous).

The operation will not generate indirect and/or cumulative impacts generated by solid waste (hazardous and/or non-hazardous).



The operation will not have direct negative impacts to the environment and human health and safety due to the production, procurement, use, and disposal of hazardous materials such as PCBs, Radiological Waste, Mercury, CFCs, etc.

The operation will not have indirect and/or cumulative negative impacts to the environment and human health and safety due to the production, procurement, use, and disposal of hazardous materials such as PCBs, Radiological Waste, Mercury, CFCs, etc.

The operation will not have direct negative impacts to the environment and human health and safety due to the production, procurement, use, and disposal of pesticides.

The operation will not have indirect and/or cumulative negative impacts to the environment and human health and safety due to the production, procurement, use, and disposal of pesticides.

The operation is not expected to or currently produce directly GHG emissions.

The operation is not expected to or currently produce indirectly-cumulatively GHG emissions.

The operation is not considering alternatives to implement technically and financially feasible and cost-effective options to avoid or minimize project-related GHG emissions during the design and operation of the project.

The operation has no exposure to climate transition risks related with a loss of value of a project driven by the transition to a lower-carbon economy, result from extensive policy, legal, technology, and/or market changes to address climate change.

There are no direct health and safety risks associated with the design of structural elements or components of the operation (e.g. existing or new buildings, earthworks, bridges, drainage, roadways, power stations, transmission and distribution poles, underground utilities, and dams), and/or road transport activities (e.g. transport of heavy or over-sized equipment) which could result in health and safety impacts to third parties and project-affected people.

There are no indirect and/or cumulative health and safety risks associated with the design of structural elements or components of the operation (e.g. existing or new buildings, earthworks, bridges, drainage, roadways, power stations, transmission and distribution poles, underground utilities, and dams), and/or road transport activities (e.g. transport of heavy or over-sized equipment) which could result in health and safety impacts to third parties and project-affected people.

The project will not directly affect the public (including workers and their families) by exposing them to hazardous materials released by the project, particularly those that may be life threatening.

The project will not indirectly-cumulatively affect the public (including workers and their families) by exposing them to hazardous materials released by the project, particularly those that may be life threatening.

There is no potential for the project or project-related activities (e.g. the influx of temporary or permanent project labor, among others) to directly result in or exacerbate community exposure to water-related (i.e., waterborne, water-based, and vector-borne diseases) and/or communicable diseases (e.g. COVID).

There is no potential for the project or project-related activities (e.g. the influx of temporary or permanent project labor, among others) to indirectly-cumulatively result in or exacerbate community exposure to water-related (i.e., waterborne, water-based, and vector-borne diseases) and/or communicable diseases (e.g. COVID).



The project's direct impacts on priority ecosystem services will not result in adverse health and safety risks and impacts to the project-affected people.

The project's indirect and/or cumulative impacts on priority ecosystem services will not result in adverse health and safety risks and impacts to the project-affected people.

There is no potential for an emergency or unanticipated event to occur in the project area of influence that demands immediate action to prevent or reduce harm to people, property, and/or the environment.

Natural hazards, such as earthquakes, droughts, landslides, floods, wildfires, or others, including those caused or exacerbated by climate change, are not likely to occur in the project area, and there will be no impact the project, and/or the project will not exacerbate the risk from natural hazards to human life, property, and/or the environment.

There is no potential direct impacts to workers and project-affected people related to the use or arrangement of security services to safeguard personnel and/or property.

There is no potential indirect and/or cumulative impacts to workers and project-affected people related to the use or arrangement of security services to safeguard personnel and/or property.

The project will not lead to direct impacts related to land acquisition - Impacts include, and are not limited to, relocation; loss of shelter; loss of land; loss of assets; restrictions on land and natural resources; loss of income; loss of livelihoods; loss of social safety net.

The project will not lead to indirect and/or cumulative impacts related to land acquisition - Impacts include, and are not limited to, relocation; loss of shelter; loss of land; loss of assets; restrictions on land and natural resources; loss of income; loss of livelihoods; loss of social safety net.

Vulnerable people will not be disproportionately affected by direct impacts related to land acquisition - people may be considered vulnerable by virtue of disability, state of health, indigenous status, gender identity, sexual orientation, religion, race, color, ethnicity, age, language, political or other opinion, national or social origin, property, birth, economic disadvantage, or social condition. Other vulnerable people include the elderly, children, single-headed households, refugees, internally displaced persons, natural resource dependent communities.

Vulnerable people will not be disproportionately affected by indirect and/or cumulative impacts related to land acquisition - people may be considered vulnerable by virtue of disability, state of health, indigenous status, gender identity, sexual orientation, religion, race, color, ethnicity, age, language, political or other opinion, national or social origin, property, birth, economic disadvantage, or social condition. Other vulnerable people include the elderly, children, single-headed households, refugees, internally displaced persons, natural resource dependent communities.

The operation doesn't have the potential to directly impact modified habitat that include significant biodiversity value.

The operation doesn't have the potential to indirectly-cumulatively impact modified habitat that include significant biodiversity value.

The operation doesn't have the potential to directly convert or degrade natural habitat.

The operation doesn't have the potential to indirectly-cumulatively convert or degrade natural habitat.



The operation doesn't have the direct potential to implement project activities in critical natural habitat.

The operation doesn't have the indirect and/or cumulative potential to implement project activities in critical natural habitat.

The operation is not expected to directly impact a legally protected area or an internationally recognized area.

The operation is not expected to indirectly-cumulatively impact a legally protected area or an internationally recognized area.

The project will not directly introduce (intentionally or accidentally) alien, or non-native, species of flora and fauna that have the potential for invasive behavior in areas where they are not normally found.

The project will not indirectly-cumulatively introduce (intentionally or accidentally) alien, or non-native, species of flora and fauna that have the potential for invasive behavior in areas where they are not normally found.

The project is not likely to adversely directly impact ecosystem services.

The project is not likely to adversely indirectly-cumulatively impact ecosystem services.

The project is not expected to cause adverse direct impact on Indigenous Peoples. FPIC is required when there will be (i) impacts on lands and natural resources subject to traditional ownership or under customary use; (ii) Relocation of Indigenous Peoples from lands and natural resources subject to traditional ownership or under customary use; or (iii) significant impact on Cultural Heritage.

The project is not expected to cause adverse indirect/cumulative impact on Indigenous Peoples. FPIC is required when there will be (i) impacts on lands and natural resources subject to traditional ownership or under customary use; (ii) Relocation of Indigenous Peoples from lands and natural resources subject to traditional ownership or under customary use; or (iii) significant impact on Cultural Heritage.

Indigenous Peoples are not expected to be adversely impacted by direct project related land-acquisition or access restrictions. Note that all impacts on lands and natural resources subject to traditional ownership or under customary law requires FPIC.

Indigenous Peoples are not expected to be adversely impacted by indirect/cumulative project related land-acquisition or access restrictions. Note that all impacts on lands and natural resources subject to traditional ownership or under customary law requires FPIC.

The project doesn't have the potential to cause adverse direct impacts on Indigenous Peoples who live in isolation and initial contact.

The project doesn't have the potential to cause adverse indirect and/or cumulative impacts on Indigenous Peoples who live in isolation and initial contact.

The project is not expected to directly damage or negatively impact cultural heritage.

The project is not expected to indirectly-cumulatively damage or negatively impact cultural heritage.

The project is not expected to directly damage or negatively impact critical cultural heritage.



The project is not expected to indirectly-cumulatively damage or negatively impact critical cultural heritage.

The project will not negatively directly affect people due to their gender, sexual orientation or gender identity.

The project will not negatively indirectly-cumulatively affect people due to their gender, sexual orientation or gender identity.

The project is not expected to lead to direct risks and impacts associated with Sexual and Gender-based Violence.

The project is not expected to lead to indirect and/or cumulative risks and impacts associated with Sexual and Gender-based Violence.

The project will not potentially face direct barriers to equitable gender-based participation.

The project will not potentially face indirect and/or cumulative barriers to equitable gender-based participation.

The project will not deal with a subject matter and/or be implemented in an area where the manipulation, interference, coercion, discrimination, and intimidation of stakeholders has been documented.

ESPS 1 - Assessment and Management of Environmental and Social Risks and Impacts

The project has no environmental and social impacts and/or risks therefore no Environmental and Social Management System (ESMS) will be prepared for the operation as defined under ESPS 1.

ESPS 2 - Labor and Working Conditions

The Executing Agency will partially prepare and maintain an Environmental and Social Management System (ESMS) for the operation with specific elements related to Labor and Working Conditions under ESPS 2.

ESPS 10 - Stakeholder Engagement and Information Disclosure

The Borrower will partially operate a Grievance Redress Mechanism at the Project level (direct and contracted).

ENVIRONMENTAL AND SOCIAL SAFEGUARD STRATEGY

- 1.1 Given that the program will not include large or complex infrastructure, but small works such as management and restoration of environmental and community assets geared to climate change adaptation selected by the community, the operation was classified as Category “C” as it is expected to cause minimal or no negative environmental or social impacts.
- 1.2 Due to the nature of the works and Haiti’s vulnerability to natural disasters the project is classified as moderate for disaster risk management policy.
- 1.3 For Environmental and Social Performance Standards (ESPS) 1, 2 and 10, actions will be considered during project design, considering the management system given by the local regulatory framework and the preparation by the borrower of an Environmental and Social Management System (ESMS) in accordance with the scope and nature of the expected minimum impacts and risks associated with the operation.
- 1.4 If necessary, an Environmental and Social Action Plan (ESAP) will be agreed with FAES that establishes the actions required during the life cycle of the operation so that the operation remains in compliance with the Environment and Social Policy Framework of the IDB.

INDEX OF COMPLETED AND PROPOSED SECTOR WORK

Topic	Description	Date	Reference and Links
Sector Diagnostic	Food Insecurity Analysis for Haiti	March 2022	https://fscluster.org/haiti/document/cns-a-fao-wfp-secteur-sa-rapport-dalerte
	Global Climate Risk Index	January 2021	https://germanwatch.org/sites/default/files/Global%20Climate%20Risk%20Index%202021_1.pdf
	IOM Haiti – Post Arrival Survey	December 2021	https://haiti.iom.int/sites/g/files/tmzbd1091/files/documents/final-brief-post-arrival-survey-with-recent-adult-returnees-in-haiti-sept-dec-2021-iom_0.pdf
	Politique nationale de protection et de promotion sociales	April 2020	https://www.social-protection.org/gimi/gess/RessourcePDF.action;jsessionid=VoHNNHf970SvUgwkwMSPsQY2ys5Zht5LuTJDECal4xXqXlfaBMI!1750948109?id=57284
Technical Options and Design	Lessons learned from the development and deployment of the Commcare-based monitoring and payment system used under 4657/GR-HA and 5288/GR-HA and recommended further improvements.	June 2022	
	Lessons learned from the implementation of cash for work projects under 4657/GR-HA and 5288/GR-HA and provide recommendation to inform the design of Component 1 of HA-J0005	June 2022	
	Guidelines for a standardize implementation modality for Component 2 of HA-J0005.	June 2022	
	Consultancy to summarize on the evolution of food insecurity and present the advantages of community-based approaches	June 2022	
	Map specialized NGOs and operators, in the areas of cash for work and cash transfers, instrumental to the design of HA-J0005	June 2022	
	Report – Design workshop of Component 1 of HA-J0005	June 2022	
	Report – Design workshop of Component 2 of HA-J0005	June 2022	
	Report – Design workshop of Component 3 of HA-J0005	June 2022	
Others	Haiti. Country Strategy 2017-2021 (GN-2904)	October 2017	https://idbg.sharepoint.com/teams/ez-SEC/Registered%20Documents/RI-Reg-GN/RIRegGNEnglish/IDB%20Group%20Country%20Strategy%20with%20Haiti%202017-2021.pdf
	Sector Framework on Social Protection and Poverty (GN-2784-7)	November 2017	https://idbg.sharepoint.com/teams/ez-SEC/Registered%20Documents/RI-Reg-GN/RIRegGNEnglish/Social%20Protection%20and%20Poverty%20Sector%20Framework%20Document.%20Final%20version.pdf

Topic	Description	Date	Reference and Links
	Sector Framework on Health (GN-2735-12)	May 2021	https://idbg.sharepoint.com/teams/ez-SEC/Registered%20Documents/RI-Reg-GN/RIRegGNEnglish/Health%20Sector%20Framework%20Document.%20Final%20version.pdf
	Sector Framework on Food Security (GN-2825-8)	July 2018	https://idbg.sharepoint.com/teams/ez-SEC/Registered%20Documents/RI-Reg-GN/RIRegGNEnglish/Food%20Security%20Sector%20Framework%20Document.%20Final%20version.pdf
	Risks Analysis	June 2022	In progress
	Cost Benefit Analysis of the Project	June 2022	In progress

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¹ The information contained in this Annex is confidential and will not be disclosed. This is in accordance with the "Deliberative Information" exception referred to in paragraph 4.1 (g) of the Access to Information Policy (GN-1831-28) at the Inter-American Development Bank.