

TC Document

I. Basic Information for TC

▪ Country/Region:	HAITI
▪ TC Name:	Diagnostic of citizen security and justice institutions and experiences to face situations of fragility, crime, and violence in Haiti
▪ TC Number:	HA-T1331
▪ Team Leader/Members:	Villa Mar, Karelia (IFD/ICS) Team Leader; Veyrat-Pontet, Alexandre (IFD/ICS) Alternate Team Leader; Centeno Lappas, Monica Clara Angelica (LEG/SGO); Barbara Cedillo (IFD/ICS); Andres Restrepo (IFD/ICS); Rojas Gonzalez, Sonia Amalia (IFD/ICS); Gonzalez Chacon Marianna Jose (IFD/ICS)
▪ Taxonomy:	Research and Dissemination
▪ Operation Supported by the TC:	NA
▪ Date of TC Abstract authorization:	May 17 2024
▪ Beneficiary:	The Government of Haiti, including the security and justice institutions
▪ Executing Agency and contact name:	Inter-American Development Bank
▪ Donors providing funding:	OC SDP Window 1 - Operational Capacity and Policy Dialogue for OC-concessional eligible countries(W1D); OC SDP Window 2 - Institutions(W2C)
▪ IDB Funding Requested:	OC SDP Window 1 - Operational Capacity and Policy Dialogue for OC-concessional eligible countries (W1D): US\$200,000.00 OC SDP Window 2 - Institutions (W2C): US\$10,000.00 Total: US\$210,000.00
▪ Local counterpart funding, if any:	US\$0
▪ Disbursement period (which includes Execution period):	36 months
▪ Required start date:	October 2024
▪ Types of consultants:	Firms and individual consultants, local and international
▪ Prepared by Unit:	IFD/ICS-Innovation in Citizen Services Division
▪ Unit of Disbursement Responsibility:	IFD/ICS-Innovation in Citizen Services Division
▪ TC included in Country Strategy (y/n):	No
▪ TC included in CPD (y/n):	No
▪ Alignment to the Transforming for Scale and Impact Institutional Strategy 2024-2030:	Institutional capacity and rule of law

II. Objectives and Justification of the TC

2.1 **Haiti has been struggling with sociopolitical, economic, and security challenges for decades.** Haiti is one of the most fragile countries in the world, ranked 11 out of 179 countries.¹ Haiti's fragility, conflict, and criminal violence (FCCV) situation is associated to complex challenges on each of the elements of this condition. Haiti's fragility is directly related to the insufficient capacity of the state to deliver basic public

¹ See: [Fragile States Index, 2022](#).

services. Haiti's severe limitations in institutional capacity and rule of law translate into deficient security and justice services delivery to citizens.²

- 2.2 **The general challenge identified in Haiti is the lack of citizen security and coexistence.** The country shows significant signs of deterioration of the social fabric, largely due to the levels of inequality, the growth of vulnerable neighborhoods and high levels of urban violence. This generates non-compliance with regulations, changes in conflict resolution dynamics and high levels of informality in citizen services, in some cases accompanied by a weak institutional presence with limited capacity to deliver basic services and mitigate risks. Moreover, 537,608 persons have been internally displaced as of May 2024 and there has been increased food insecurity due to gang violence.³
- 2.3 **During 2023 and 2024, security has continued to deteriorate in Haiti.** The current crisis in Haiti has led to a significant increase in homicides and violence. Since 2023, it is estimated that armed groups control 80% of the metropolitan area. The number of intentional homicides has risen sharply, with 3,884 cases recorded in the first half of 2024, a 60% increase compared to last year same period (BINUH).⁴
- 2.4 **There is a high concentration of violent crimes such as homicides and gender-based violence in specific cities.** The sense of insecurity in neighborhoods is reaching record levels: on average, in 2020 60% of residents declared feeling unsafe in their neighborhoods.⁵ In 2022, the United Nations mission in the country (BINUH) and the Office of the United Nations High Commissioner for Human Rights (OHCHR), registered an average of 98 victims of sexual violence per month, mainly women, girls and boys, in areas of *Port-au-Prince* controlled by gangs, and 21.7% of citizens reported having been the victim of a crime in the last twelve months (BINUH and OHCHR).
- 2.5 **Gangs in Haiti control or influence over 80% of its capital city.** In the past years, gang violence has increased dramatically, particularly in the *Port-au-Prince* metropolitan area and in some regional cities, where neither the police nor public service delivery can effectively reach, and violent confrontations between gangs have severe consequences for the population and daily activities. Over the past years, gangs have undergone an evolution, going from unstructured actors that were dependent on public or private resources, to violent groups who control territories and exercise criminal governance. This shift has been enabled by gangs' unprecedented access to firearms, the state's inability to stop their expansion, and the collusion by elements of the country's political and economic elites (GI-TOC).

² The IDBG Framework to Support Populations in Situations of Fragility, Conflict, and Criminal Violence, 2024-2027 (FCCV Framework, in preparation) defines the three elements of FCCV-fragility, conflict, and criminal violence. Fragility is defined as the "insufficient capacity of the state, or the subsystems within it, to deliver basic public services and mitigate, manage, or recover from the effects of shocks and risks associated with them". According to the FCCV Framework methodology to identify FCCV countries, one of the two criteria assessed is "Countries with high institutional and social fragility" which is measured by "extremely weak institutional and policy environment", among other indicators. Based on these criteria, Haiti is classified as a fragile country.

³ See: <https://statics.teams.cdn.office.net/evergreen-assets/safelinks/1/atp-safelinks.html>

⁴ See: [Quarterly Report on the Human Rights situation in Haiti, January - March 2024](#); and [Quarterly Report on the Human Rights situation in Haiti, April - June 2024](#).

⁵ Rapid Crisis Impact Assessment (RCIA), Rule of Law and Security component, note in preparation.

- 2.6 **Rising insecurity is worsened by the inability of the Haitian National Police (HNP) to provide security at the community level, particularly in the urban areas, which remain the epicenter of the country’s ongoing gang-driven security crisis.** Confidence in the HNP’s ability to take control of the situation has plummeted. In 2012, 60.8% said they had confidence in the HNP, while in 2017, this figure had fallen to 41.2%. According to a survey conducted in January 2023, 71% of residents now believe that the national police is not capable of restoring security in the country on their own; 69% of respondents favor international intervention to restore order in the country. The population’s loss of confidence in the police, resulting from the Haitian National Police’s inability to deal with the increase in crime, led to an increase in lynchings perpetrated by vigilante groups, commonly known as “*justicieros*”. BINUH has documented the lynching of at least 160 individuals, allegedly belonging to gangs or criminal organizations. As of 2021, there was a drop in the number of police officers either because of death (86) or because they left due to risk and danger or for better paying jobs (1000). In this regard, the HNP has appointed a new police chief and is training new police officers (786), of which 109 are women, to address the crime situation.⁶
- 2.7 **Haiti presents an unprecedented crisis that requires policies that strengthen the rule of law including interventions on public security, governance, and economic development.** On April 25th, 2024, a 9-member Presidential Transition Council (CTP) was installed, which has the mandate to appoint the new Prime Minister, who will, in collaboration with the CTP, appoint a government to lead the transition towards “democratic, free and credible elections”.
- 2.8 **The international Community has responded by providing support in response to Haiti’s security crisis.** The UN Security Council authorized on 2 October 2023 the formation and deployment of a Multinational Security Support (MSS) mission to support the efforts of the Haitian National Police to re-establish security in Haiti and build security conditions conducive to holding free and fair elections. A part of these efforts, Kenyan police forces arrived in Haiti in June 2024 to support the efforts of the HNP to address high levels of gang violence and re-establish security.⁷ .
- 2.9 **In this context, multilateral organizations⁸ are jointly conducting a Haiti Rapid Crisis Impact Assessment (RCIA) to define and Investment Planning Framework for economic and social recovery in Haiti, including four thematic components: (i) Economic and Social Recovery; (ii) Infrastructure and services; (iii) Governance and institutions; and (iv) Public security and rule of law. The products of this TC will be coordinated with United Nations’s BINUH in order to be more efficient in the implementation, contributing to the public security and rule of law component.**
- 2.10 **Moreover, in February 2024, the IDB Group approved the Framework to Support Populations in Situations of Fragility, Conflict, and Criminal Violence (FCCV), 2024–2027.⁹** The IDB Group developed a fragility-centered engagement approach for

⁶ Ibid.

⁷ See: [5 Facts on the Haiti Multinational Security Support Mission](#). United Nations Web TV.

⁸ World Bank, United Nations, European Union and Inter-American Development Bank. The RCIA will focus on Port-au-Prince Metropolitan Area (the geographic area most impacted by insecurity and gang violence).

⁹ In March 2022, the IDB Board of Governors mandated the Board of Executive Directors, to prepare a report to advance operational and institutional reforms to address the needs of populations in FCCV situations. The Governors’ mandate is consistent with findings presented by the Office of Evaluation and

Haiti starting in 2019, which included, among other elements, a change of focus towards providing basic services to the most vulnerable and engaging with specialized agencies and NGOs. Additionally, the objective of this FCCV framework is to provide guidance to the IDB Group on how to adapt to working in FCCV settings, which will increase the likelihood of achieving a more positive impact through its financial and non-financial support. At the program level, the Bank's portfolio in Haiti has often addressed the multidimensional features of FCCV situations by leveraging knowledge, technical assistance, and financing tools. For example, one of the IDBG's Priority Areas of intervention to address medium to long-term challenges is strengthening institutional capacity and rule of law. Recently, an IDB financed operation was approved for Haiti to contribute to improvements to policy implementation and service delivery to citizens by increasing: (i) the institutional capacity of the digital government agency; (ii) efficiency of core management systems run by the Central MEF through digitalization; and (iii) cybersecurity monitoring and management capacity of priority public agencies. Moreover, as part of the FCCV framework implementation, a New Risk Fragility Annex for SG operations in Haiti is being prepared. Finally, the IDB Group, together with the private sector, has been intensifying its support to Haiti, including strengthening humanitarian aid efforts to preserve the economy and jobs, focused on ensuring adequate conditions for the most vulnerable populations, through school feeding programs, job creation and development.

- 2.11 **Objective.** The objective of this technical cooperation (TC) is to support the country to generate relevant evidence to improve the citizen security and justice sector, conducting an assessment to analyze the situation of the sector, including a diagnostic of the current actors in the sector in Haiti and identify the risk factors that influence the situation of fragility, crime, and violence. The above will allow to elaborate an analytical policy report with recommendations of best practices to strengthen institutional capacities in the security and justice sector, to promote institutional resilience and improve community resilience. This will allow to fill an important gap in the availability of data related to the state of functionality of security and justice public institutions in Haiti. This will also provide a knowledge base from which to assess programming options and policy responses with a focus on good governance and public security strategies.
- 2.12 **Strategic alignment.** This TC is aligned with the "IDB Group Institutional Strategy: Transforming for Scale and Impact (2024-2030)" (CA-631), also known as IDBStrategy+, through the objective of promoting sustainable regional growth by supporting the creation of appropriate security conditions to enable productive development given that crime and violence is a development challenge that has an impact on people's lives and a country's economic growth. It is also aligned with the Operational Focus area of "Institutional Capacity, Rule of Law, and Citizen Security", which promotes institutional capacity strengthening, rule of law, and citizen security, to improve the ability of the state to deliver on its functions and services and to create an enabling environment for investment and private sector development, by

Oversight (OVE) in several evaluations of the IDB Group's work in Haiti. For instance, the OVE's Country Program Evaluation for Haiti 2011–2015 (RE-494) and the IDB's Grant Facility for Haiti (RE-558-1) found that the Bank's country program did not adequately account for the challenges associated with fragility and limited institutional capacity. Similarly, the OVE's Mid-term Evaluation of IDB-9 Commitments (RE-426) highlighted that the Bank needed to more effectively assess and account for constraints associated with fragility for its actions to be effective.

implementing preventive policies and initiatives to mitigate the risk factors among most vulnerable populations and by building capacities in law enforcement institutions, specifically the police. This TC is also aligned with the priority area of “Effective, efficient and transparent institutions” of the Strategic Program for Development Financed with Ordinary Capital (GN-2819-14), which has as expected results: (i) strengthen the quality of institutions and policies as well as the provision of services and policy implementation, to improve public management and promote the development of the private sector; and (ii) leverage digital transformation to promote more effective, efficient and transparent governments, better and more equitable opportunities for citizens, and more productive and innovative companies. The TC is consistent with the Ordinary Capital Funded Strategic Development Program (OC SDP) - Window 1 in its core commitment to Operational Capacity and Policy Dialogue for OC-concessional Eligible Countries (W1D) (GN-2819-14), including institutional strengthening activities, as well as knowledge sharing and dissemination activities. The TC is also consistent with the Operational Guidelines for the Design and Execution of Programs in the Area of Citizen Security (GN-2535-1) and the Sectoral Framework for Citizen Security and Justice (GN-2771-9), by promoting the development of prevention and social care interventions for crime and violence with emphasis on vulnerable populations, as well as strengthening the effectiveness and legitimacy of police institutions to prevent, address and solve crime. The TC is aligned with the Sector Strategy on Institutions for Growth and Social Welfare (GN 2587-2), in areas of reducing insecurity and violence that includes preventive and corrective measures, as well as support for the criminal justice system. This TC is also aligned with the IDB Group’s Fragility, Conflict, and Criminal Violence Framework (GN-3199-2), by supporting populations in fragile, conflict, and criminal violence-affected situations. Finally, it is aligned with the Country Strategy with Haiti 2017-2021 (GN-2904),¹⁰ specifically its strategic objective of Modernization of government organizations to enhance public sector management.

III. Description of activities/components and budget

- 3.1 Component 1. Assessment on the state of the security situation in Haiti and the current actors in the security and justice sector in the country (US\$110.000).** The objective of this component is to carry out an assessment to analyze the situation of the security sector in Haiti, including a diagnosis of the current actors in the security and justice sector in the country and identify the risk factors that influence the situation of fragility, crime, and violence. The following activities will be financed through this component: (i) a detailed evidence-based policy analytical report on the state of Executive, Legislative, Justice, Interior, and Public Security sector in Haiti; (ii) a roundtable to discuss the policy analytical report and the efforts to build a long-term public security strategy in Haiti with the Caribbean Community (CARICOM) Implementation Agency for Crime and Security (IMPACS), other multilateral development banks (MDBs), international organizations, civil society, and private sector; and (iii) a policy roadmap and key recommendations on how to strengthen the security and justice institutions.
- 3.2 Expected results:** This component is expected to result in a diagnosis of the security sector that will allow the identification of gaps to strengthen the country's institutional

¹⁰ This Country Strategy has been extended to 2024, and the recently approved IDB Group Country Development Challenges in Haiti (2024).

capacities in this sector, as well as main guidelines for a National Citizen Security and Coexistence Strategy to promote institutional resilience.

3.3 Component 2. Knowledge sharing and dialogue to strengthen public-private alliances in Haiti to support vulnerable populations at-risk of violence (youth and women) (US\$100.000). Building on the findings of the evidence-based policy analytical report on the state of the security and justice sector in Haiti, this component will contribute to bring together public safety authorities and representatives from the private sector to discuss public-private partnerships to design a National Citizen Security and Coexistence Strategy. The following activities will be financed through this component (i) different roundtables; (ii) a call for proposals to identify specific recommendations on how to design and implement interventions to: (a) promote civic coexistence and entrepreneurship at the neighborhood level, including activities and social prevention programs for at-risk youth and women in beneficiary neighborhoods (training them in culture, sports); (b) promote economic and labor insertion of vulnerable population (at-risk youth and women); (c) manage violence prevention/social services at the local level, to assist victims of domestic violence; (d) promote capacity-building for municipal actors, to strengthen capacities to prepare local social prevention plans; (e) promote capacity-building in technical and scientific aspects to improve criminal investigation, among others; (iii) design an online course on how to operate at the territorial level in contexts of fragility, conflict, and criminal violence;¹¹ and (iv) carry out a workshop to disseminate the present the selected research proposals as part of the call for research proposals to identify specific recommendations on how to design and implement interventions to promote social prevention programs for vulnerable populations and capacity-building for local institutions responsible for citizen security. The TC will also finance the production of publications, to share the findings and recommendations with key stakeholders and beneficiaries, such as the Ministry of Justice and Public Security, to contribute to informed decision-making and effective policy implementation in Haiti.

3.4 Expected results: This component is expected to result in recommendations to elaborate a National Citizen Security and Coexistence Strategy including participation from the public and private sectors in Haiti.

3.5 Budget: The total budget of the TC is US\$210,000 and will be funded by OC SDP Window 1 - Operational Capacity and Policy Dialogue for OC-concessional eligible countries (W1D) with US\$200,000.00, and OC SDP Window 2 - Institutions (W2C) with US\$10,000.00, Priority Area 3: Effective, efficient and transparent Institutions.

Indicative Budget (US\$)

Activity/Component	Description	W1D	W2C	Total Funding
Component 1	Detailed evidence-based policy analytical report on the state of Executive, Legislative, Justice, Interior, and Public Security sector in Haiti.	50,000	0	50,000
	Roundtables to discuss the policy analytical report and the efforts to build	50,000	10,000	60,000

¹¹ The knowledge generated by the IDB's citizen security and justice area, through the MOOC in Citizen Security and Justice Management, will be considered. This course is currently offered by the IDB Academy's learning platform.

Activity/Component	Description	W1D	W2C	Total Funding
	a long-term public security strategy in Haiti			
Component 2	Call for proposals to identify specific recommendations on how to design and implement interventions to promote social prevention programs for vulnerable populations and capacity-building for local institutions responsible for citizen security	35,000	0	35,000
	Design an online course on how to operate at the territorial level in contexts of fragility, conflict, and criminal violence	35,000	0	35,000
	Workshop to disseminate the present the selected research proposals as part of the call for research proposals	30,000	0	30,000
TOTAL		210,000	10,000	210,000

IV. Executing agency and execution structure

- 4.1 At the express request of the beneficiary country, the Executing Agency (EA) of this TC will be the Bank through the Innovation in Citizen Services Division (IFD/ICS) and in close coordination with the authorities of the security and justice sector in the country. This TC will be disbursed over a period of 36 months (which will be the same as the execution period). The Bank has been selected as EA for the following reasons: (i) the Bank has generated knowledge and experience in recent years in the generation of security and justice diagnoses, as well as the implementation of case studies in several LAC countries, which will allow the development of strategies that consider best practices; (ii) the IDB has similar work experiences and can link the findings and products of this TC with its projects and various exchange and training scenarios; (iii) compliance with national requirements could delay the execution of the TC, putting at risk the achievement of its objectives; (iv) the beneficiary considers that the Bank manages more agile mechanisms for hiring individual and consulting firms, as well as logistic and other services, following the respective policies and procedures. The activities to be executed under this operation will be included in the Procurement Plan and carried out in accordance with the Bank's established procurement methods, namely: (a) hiring of individual consultants, as established in the regulations AM-650; (b) hiring of consulting firms for services of an intellectual nature; and hiring of logistics services and other services other than consulting, according to the policy GN-2303-33 and its associated Guidelines; (v) the beneficiary and the Bank agree that execution by the Bank would facilitate the achievement of the requirements of technical quality and agility in the processes and the possibility of coordinating with different specialists in the region, linked to different levels of technical experience that the Bank has. As explained on the Procurement Plan, a direct contracting is expected in consistency with the policy GN-2303-33, since the consulting firm GI-TOC is the only firm with expertise in security and justice in Haiti, with an observatory at the local level. This is the only organization in the security and justice sector with personnel deployed in the field. Given that they would be elaborating a general diagnosis on the impact of security and justice in Haiti, the experience of this organization on the subject through the various studies and analyses it has been conducting on the situation in the country, will allow for economies of scale in the collection of data for the analysis of the

information available to prepare the diagnosis of citizen security and justice in the country. The Bank has had a relationship with GI-TOC through its participation in one of the special panels on security presented at the IDB 2024 Assembly, where its president was a keynote speaker sharing knowledge on security and justice. GI-TOC also participated in the Latin American Security Summit where the Alliance for Security, Justice and Development was presented in Guayaquil, Ecuador in 2024. Additionally, these consulting services will not exceed the \$50,000 threshold for direct contracting. All disbursements will be executed through the Bank's systems and will require approval from IFD/ICS.

- 4.2 Specifically, the Citizen Security and Justice Cluster of the IFD/ICS Division will be responsible for the execution of this TC since it has: (i) solid experience in providing technical assistance in these areas, supported by extensive technical and operational experience in the execution of projects of this type in the region; and (ii) experience in selecting international experts in this field to successfully implement the planned activities. The Citizen Security and Justice Cluster supports countries to prevent crime and violence in risk areas and with a focus on vulnerable populations. In addition, it provides support to strengthen the institutions in charge of security and justice, focusing on human capital and promoting technological innovations that allow improving transparency, efficiency and access to security and justice services for citizens on equal terms and with greater inclusion.

V. Major issues

- 5.1 The risks identified in this TC are: (i) the lack of timely response and/or change of authorities in the security sector institutions in Haiti; (ii) resistance from multiple key actors; (iii) internal coordination issues between the authorities and those responsible for the various consultancies; (iv) uncertainty in compliance with the scope of the TC's activities associated with the security crisis that the country is going through; (v) difficulties in the accessibility and collection of information due to the management of necessary authorizations in each of the involved entities; (vi) delays in the implementation of the project pilot due to institutional changes and related to the security crisis. To mitigate these risks, we will work from the beginning on a coordination strategy with all the local and international actors (including different [United Nations Agencies](#) and other international organizations such as the [Global Initiative Against Transnational Organized Crime -GI-TOC-](#), [International Crisis Group](#), and the [International Committee of the Red Cross -ICRC-](#)) working in the security sector, to ensure compliance with their commitments and tasks and the necessary coordination to meet the stated objectives. Likewise, continuous technical monitoring will be provided to the thematic consultancies and their coordination with the multiple actors in the sector. Finally, the results of this technical cooperation will be systematized and disseminated to inform incoming authorities and civil society about the results achieved.

VI. Exceptions to Bank policy

- 6.1 There will be no exceptions to the Bank's policies.

VII. Environmental and Social Aspects

- 7.1 This TC will not finance feasibility or pre-feasibility studies of investment projects or associated environmental and social studies, and thus does not have applicable requirements of the Bank's Environmental and Social Policy Framework (ESPF).

Required Annexes:

[Request from the Client_46600.pdf](#)

[Results Matrix_28640.pdf](#)

[Terms of Reference_28773.pdf](#)

[Procurement Plan_18124.pdf](#)