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Republic of Haiti

National Social Protection and Promotion Policy

Executive summary

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Remarks from the Ministry of Social Affairs and Labour

Providing the country with a National Social Protection and Promotion Policy (NSPPP) is a major and necessary step towards reducing poverty, diminishing inequality and building the empowerment of Haitian women and men. Such are the primary goals of the present policy, which sets out the Government's main lines of action on social protection and promotion through 2040.

A good many social protection and social promotion actors have contributed to the drafting of the present public policy paper through a participatory and transparent process. All are now invited to work as one with the Government to implement the NSPPP and thus pave the way to long-term success. The Government, for its part, is committed to mobilizing its resources to ensure sound implementation and follow-up, together with sustainable funding, so that Haitian women and men across the country enjoy their rights to social protection and social promotion, irrespective of their living conditions.

National context

Many indicators developed over the past 30 years, including on child mortality and school enrolment, have shown progress in the social situation in Haiti. Poverty, however, is still a structural problem and the associated deprivation remains significant. Income poverty and chronic poverty, in all its multiple dimensions, are widespread. In 2012, 60 percent of the population was poor, with 25 percent in extreme poverty, and 66 percent of rural households were living in chronic poverty¹.

Food insecurity is a major concern. In 2016, nearly half of all rural households were living in moderate or severe food insecurity and, in more than one quarter of cases, their capacity to recover had been undermined by the depletion of assets. Malnutrition is still clearly present among children from 0 to 5 years of age. In the period

2016–2017, 22 percent of those children were affected by chronic malnutrition and 14 percent by a moderate form. In addition, households are exposed to multiple shocks that have an impact on their livelihoods: disease, natural disasters, various price shocks, climate shocks and threats to the safety of life and property. Furthermore, groups such as people in poverty, rural populations and the less educated are affected more by such problems because of great inequality of income and access to basic social services.

Clearly, then, the country will struggle to do without a social protection and promotion system that gives the poorest and most vulnerable, first and foremost, the means to cope with the risks and meet their basic needs.

Development of the NSPPP

The NSPPP is the outcome of a participatory and inclusive process initiated in spring 2016 with the official launch of the Social Protection Working Group (SPWG) on the strength of the recommendations of the “social renewal” pillar of the Haiti Strategic Development Plan (HSDP).

The NSPPP development process, entrusted to an SPWG drafting subcommittee, was based on extensive consultations with social protection and social promotion actors in Haiti at every level of government:

interministerial consultations in May 2018; consultations in the country’s 10 departments between June and July 2019; and consultations with ministry research and programming units in November 2019. The completion of the present policy paper, which takes into account the actors’ experience, knowledge and concerns, reflects the determination of the Government of Haiti to equip itself with a decision-making tool for the future. It represents a unique opportunity to enter a new phase not only for social and associated sectoral policies, but also for all national public policies.

1 World Bank and the National Observatory on Poverty and Social Exclusion (*Observatoire national de la pauvreté et de l'exclusion sociale*). 2014. *Investing in people to fight poverty in Haiti: Reflections for evidence-based policy making*. Available at: <http://documents.worldbank.org/curated/en/222901468029372321/pdf/944300v10REPLA0sment0EN0web0version.pdf>.

Definitions of social protection and social promotion

Social protection primarily serves to ensure an income sufficient (providing income replacement in response to losses arising from everyday accidents) to enable access to basic social services and to create decent working conditions. It comprises four components: i) social assistance; ii) social care; iii) social insurance; and iv) labour market regulation.

Social assistance and social care constitute the non-contributory pillar, financed by public funding, in particular tax revenue. Social assistance should ensure income for a dignified life or access to basic social services. Social care generally aims to support people with special needs (particularly due to physical or mental disabilities) or exposed to discrimination, stigmatization and exclusion that affect their physical and mental integrity and sense of identity. It contributes to the prevention of – and the fight against – discrimination, stigmatization and exclusion.

Social insurance constitutes the contributory pillar, underpinned by contributions from workers and employers. It provides insured persons with income replacement in response to a shock (illness or accident) or in periods of temporary or permanent withdrawal from economic activity (breaks in employment or old age).

Labour market regulation consists of all policies geared to creating decent working conditions and protecting the individual and collective rights of working men and women regarding working conditions and remuneration.

Social promotion serves to build and strengthen the capacity of poor and socioeconomically vulnerable individuals and households, taken separately or as a group, to generate income through the provision of goods and services in order to build economic empowerment. It has four components: i) policies on access to worker training schemes; ii) employability policies; iii) policies on the direct or indirect creation of temporary jobs and iv) policies to support poor household enterprises.

Social protection and social promotion serve as a bridge between the groups concerned and the goods and services stemming from sectoral policies in the areas of education, health or value chain development. They facilitate access to goods and services with a view to improving living conditions and capacities. Links with sectoral policies should be established to ensure that the sectoral goods and services produced to meet the demand stimulated by social protection and promotion are incorporated into a coherent framework.

Assessment of social protection and promotion in Haiti: protections lacking or curtailed throughout the life cycle

The life cycle comprises every stage of life, from birth (from the mother's pregnancy) to old age. Each stage features specific challenges (i.e. risks and needs) in regard to social protection and promotion. A review of existing state social protection and promotion mechanisms makes it possible to see where protections for Haitian men, women, girls and boys throughout the life cycle are incomplete or nonexistent.

Young children and teenagers: deficiencies and curtailed protections

Young children, whose survival is at risk, do not receive adequate protection beyond access to free vaccination programmes or acute malnutrition treatment in hospitals and outpatient clinics. The holistic early childhood development policy has yet to be implemented. Most childhood-specific resources are allocated to children enrolled in primary education through the Free and Compulsory Education for All Programme/Special Programme on Free Education (*Programme de scolarité universelle gratuite et obligatoire/Programme spécial de gratuité de l'éducation* [PSUGO/PROSGRATE]) and school canteens. PSUGO/PROSGRATE protections have been curtailed owing to operationalization difficulties and problems with the quality of the education system.

Young people and adults: significant needs in social promotion, insurance and health care

Entry into the labour market has been hampered by a scarcity of new jobs and the low employability of young people. Mechanisms for enhancing employability and linking employment supply with demand are lacking, apart from a few projects of marginal reach and limited scope in terms of the range of occupations covered. An unemployed person has no access to social insurance or health care, the cost of which is prohibitively high in a context of large-scale income poverty. Further, there are no mechanisms available for providing a basic income to those who are unable to work.

Senior citizens under “family protection”

Old-age insurance concerns only men and women employed in the formal sector. The pension system is out of sync with career paths that are interrupted or cut short by migration. Hence the need for reforms that will safeguard pension funds and ensure the relevance, accessibility and quality of insurance services related to health or the risk of dependency in old age. For the time being, most senior citizens continue to work. In poor households in particular they live under “family protection” arrangements, dependent on younger family members. In some cases, they too have dependants, young children or teenage girls and boys.

Girls and women: gender inequalities and specific risks

Although some social protection and promotion mechanisms have expressly targeted women, gender relations are not systematically taken into account, whether in terms of social promotion (with no balance between paid employment and care work) or protection for working women. Working women rarely enjoy their right to social protection with regard to maternity leave or the calculation of remuneration. Self-employed women working in the informal sector are still excluded. Nothing is done to protect adolescent girls (early pregnancy prevention and mother and child health) or enhance their employability and sustainable livelihoods.

Vulnerable populations

Some populations suffer from specific vulnerabilities that demand tailored social protection and promotion benefits, which are not currently being provided. Those vulnerable groups, which are among the least protected and most likely to fall victim to prejudice, discrimination and stigmatization, regardless of age, gender, area of residence, or level of disability, include:

- at-risk children;
- households with little or no capacity to work owing to a health shock or members affected by a chronic illness;
- sex workers (female and male);
- commuters (Haiti–Dominican Republic border);
- households and individuals in extreme poverty with no capacity to work;
- socially isolated or dependent elderly persons;
- persons with serious impairments, possibly severely disabled;
- persons living with HIV/AIDS;
- repatriated migrants or stateless men, women, boys and girls;
- households and individuals who are homeless or living in inadequate housing; and
- lesbian, gay, bisexual, transgender, queer and intersex (LGBTQI) persons suffering from discrimination and stigmatization in the family, public spaces and the labour market.

Vision for the NSPPP: building a just social citizenship

The NSPPP aims to reduce poverty, inequalities and economic, social and institutional inequities in Haiti by 2040 and, hence, to build a just social citizenship in which social protection and promotion rights holders see their rights fulfilled and improvement in their ability to live the lives they want.

Overall objectives of the NSPPP

- **Break the intergenerational cycle of poverty reproduction** by offering the poorest people the means to ensure the development of their children and equal opportunities, from a very young age, in the various areas of their lives.
- **Create the conditions for every person to be able to build his or her capacity to strive for** their empowerment, an improved livelihood and a full-fledged role as a citizen.
- **Create the conditions for equality between people**, giving due weight to gender relations, areas of residence, disabilities and other social vulnerabilities.

Guiding principles

The guiding principles identify the main orientations to be considered in the NSPPP and the conditions required to achieve its objectives.

Universality: Every citizen, regardless of gender, has the right to social protection and promotion. As social protection and promotion must be addressed through a rights-based approach, it is crucial to ensure to each person access to his or her rights.

Equity: Social protection and social promotion are for all that need them.

Equality between people: Every social protection and promotion initiative, from design to implementation, should help to put an end to inequality based on gender, age, disability, sexual orientation, religion and belief.

Financial solidarity: Funding for social protection and promotion is guaranteed by those that can afford it, based on the principles of tax fairness (progressive taxation) and redistribution (each contributes within his or her means). For social insurance, every individual pays contributions according to his or her means and receives the care that he or she needs.

Quality benefits: Social protection and promotion benefits and services, as well as sector-specific benefits and services, must ensure that all citizens' rights are fulfilled and enable them to live the lives that they want. Quality is key to encouraging the use of public services and to justify taxation. Poor quality services can be deleterious to people, to social cohesion and to economic activities. Universal social protection and promotion coverage, in quantitative as much as qualitative terms, is essential to prevent incomplete protections and wasted resources. The Government is responsible for quality assurance through regulatory action and standard setting.

Subsidiarity and participation: Responsibility for public action lies with the entities that are most familiar with rights holders by virtue of the principle of subsidiarity. Beneficiary participation in identifying social protection and promotion challenges and mechanisms is key to citizenship-building. Subsidiarity and participation are interlinked principles.

Public policy coherence: Social protection mechanisms and social promotion mechanisms should be harmonized. These mechanisms and the sectoral public policies should be mutually consistent. What is more, social protection and social promotion give access to sectoral policy services. Social protection and promotion policies and sectoral policies should be underpinned by the same principles of fairness.

Adaptation to the context: It is important to coordinate social protection and promotion mechanisms in line with the practical conditions, vulnerabilities and needs identified at the country level with a view to local development.

Obligation of means: Continuous efforts to find new means or the reallocation of existing means are crucial to ensuring continuity and progress in terms of the quality of benefits. Such efforts should be underpinned by sound management principles.

Obligation of result: The Government must strive to ensure access to adequate social protection as a fundamental right for every citizen of Haiti. The effect and redistributive impact of social protection and promotion mechanisms will be measured and will be key to their continuous improvement, sustained financing and legitimation based on proper accountability.

Towards increasingly universal coverage

In accordance with the principle of universality, social protection and social promotion are universal. By virtue of the principle of equity, access to social protection and promotion is intended firstly for those with the greatest need.

Universal social protection and promotion

The purpose of the mechanisms and benefits outlined in the NSPPP policy paper is to ensure that the coverage is universal, i.e. that all citizens, male and female, will receive the same benefits and services.

Nevertheless, in view of the budgetary and territorial constraints, among others, some mechanisms or benefits included in the NSPPP could initially target selected population groups before gradually moving towards universality.

Priority target groups

For the targeted approaches, the following priority groups could be considered, depending on identified needs, the context and gender inequality:

- people living in the areas that are most vulnerable in terms of socioeconomic status, access to basic social services and exposure to shocks;
- population groups deemed more fragile in terms of the life cycle (children from 0 to 5 years, pregnant and lactating women, senior citizens over the age of 60 and adults lacking the capacity to work);
- people living in extreme poverty (income or multidimensional); and
- socially vulnerable groups.

The above list is neither exclusive nor exhaustive. It will need to be adjusted in the course of implementing the social protection and promotion programmes that emerge from this policy.

The four strategic axes of the NSPPP

The NSPPP centres on four strategic axes established in accordance with the life cycle and vulnerability to shocks and collectively aimed at the fulfilment of citizens' rights, regardless of gender.

Each strategic axis identifies and addresses the social protection and promotion challenges to be tackled by the specific mechanisms developed within the framework of the NSPPP.

The first three strategic axes of the NSPPP cover childhood, from the prenatal period to adolescence (strategic axis 1); adulthood, with a focus on work and employment (strategic axis 2) and health (strategic axis 3); and old age (strategic axis 3). The fourth strategic axis, which follows on from the first three, concerns shockresponsive social protection and promotion.

Strategic axis 1. Childhood.

The well-being of children (under 18), as evolving individuals and rights holders, is in itself crucial. Further, the holistic development of children from the prenatal

period to five years has a positive impact on cognitive and reproductive capacities in young people and adults, which should help to break the intergenerational cycle of poverty reproduction.

Challenges

1. Factors in holistic early childhood development:
 - a) Survival of the child and mother
 - b) Physical development
 - c) Cognitive and emotional development
 - d) Nutritional vulnerability
2. School non-attendance due to financial barriers and school dropouts
3. Lack of social care for socially vulnerable children
4. Risk of early pregnancy

Strategic axis 2. Work, employment and employability.

For young people and adults, the fulfilment of the rights to work, to an adequate standard of living, to fair and favourable working conditions and to constant improvement in living conditions is key to their economic empowerment. This strategic axis proposes

ways for working-age members of poor households to achieve that goal. They include individuals experiencing a lack of employability; those with no access to employment due to care-work commitments; workers whose jobs do not provide for an adequate standard of living; and carers in the domestic sphere and the social care pillar.

Challenges

1. Lack of access to jobs due to employability deficits
2. Income poverty linked to paid employment
3. Non-employment or limited availability for employment linked to care work
4. Need to protect children under 16 where work is concerned
5. Risks and needs related to care work
 - a) Service providers: i) Risk of economic dependency in the care chain; ii) Risks to health and to physical and emotional integrity
 - b) Recipients: i) Risks linked to poor quality care (loss of autonomy, diminished development potential); ii) Risks to health and to physical and emotional integrity

Strategic axis 3. Health-related social protection and protection of the elderly and disabled.

Health is central to the well-being of all, regardless of age. Ensuring the right to health calls first and foremost

for universal access to primary health care. Ensuring the rights of the elderly and disabled to protection against economic dependency and to personal autonomy is also considered.

Challenges

1. Illness, disability and maternity-related risks
2. Occupational accidents and diseases
3. Old-age-related dependency

Strategic axis 4. Shock-responsive social protection and promotion.

The great vulnerability of the country and its population to climate, seismic, economic and socio-political shocks, as well as shocks related to epidemics and even

migration, call for social protection and promotion mechanisms to be deployed to support affected groups in the emergency response and recovery phases and to bring into the system those not covered before the shocks occur.

Challenges

1. Risks to life, safety and physical and mental integrity
2. Lost and reduced access to food and basic social services
3. Lost and reduced livelihoods
4. Loss and deprivation of identity documents

Principal mechanisms under the NSPPP according to the life cycle

The NSPPP proposes public policy mechanisms tailored to addressing each of the challenges confronting the country in terms of social protection and social promotion. Those mechanisms thus cover each of the NSPPP’s four strategic axes. They are presented in detail in the table below. The social protection and promotion mechanisms implemented for one strategic axis have a bearing on the others. It is important, therefore, to establish links to make the most of the synergies between the strategic axes.

The NSPPP, then, provides a framework for the use of public policy mechanisms. It is essential, however, that the policy be translated into a plan of action describing how the mechanisms will be implemented, to what extent, with what resources and by which actors, as well as how the country’s national coverage will be rolled out over time.

Stage	Challenges	Strategic axis	Mechanisms
Childhood	Constraints on holistic early childhood development (0 to 5 years)	Strategic axis 1. Childhood	Package of mechanisms for holistic early childhood development (package of essential health services; simplified registration of births; home visits for comprehensive childcare and referrals; community network of early childhood care and awareness centres; free public preschool education; unconditional cash-based transfers).
			Free basic education in local public schools (PROSGRATE grant for fee waivers).
	School non-attendance due to financial barriers and school dropouts	Strategic axis 1. Childhood	Cash-based transfers conditional on school attendance.
			Free (subsidized) school transport.
			Free homegrown school feeding (subsidized school canteens) through the ninth year of basic education.
	Lack of social care for socially vulnerable children	Strategic axis 1. Childhood	Social care: Identification, registration and referral of socially vulnerable children.
			Social care: Foster care placements and economic support.
			Social care: Temporary placements in psychosocial care facilities.
			Social care: Referral of children removed from situations of social vulnerability affecting their well-being to appropriate health, education and vocational training-related mechanisms.

Stage	Challenges	Strategic axis	Mechanisms
Childhood	Need to protect working children under 16	Strategic axis 1. Childhood	Social care: Identification and removal of children from work, particularly those exposed to the worst forms of labour; referral to mechanisms for school attendance, vocational training and entry into the labour market or any other relevant social protection and promotion mechanism.
		Strategic axis 2. Work, employment and employability	Free (subsidized) access to vocational training for young people 13 and over.
			Free (subsidized) services and benefits related to entry into the labour market.
			Social promotion mechanisms, where appropriate, for the households of children removed from work.
Youth and adulthood	Early pregnancy	Strategic axis 1. Childhood. Strategic axis 2. Work, employment and employability	Exemption from payment for essential health-care service packages (sexual and reproductive health) with a view to prevention.
			Social and psychosocial care: Support for teenage girls (during and after pregnancy) to contend with discrimination, stigmatization and exclusion.
			Referral to benefits and services for the risk of non-employment due to low employability (strategic axis 2).
			Benefits and services for the risk of non-employment due to low employability (strategic axis 2).
	Risk of non employment due to low employability	Strategic axis 2. Work, employment and employability	Free (subsidized) access to vocational training, recognition of prior learning and certification of skills for young people age 15-30.
			Free (subsidized) benefits and services relating to entry into the labour market (intermediary services, provision or transfer of assets for self-employment).
	Risk of income– even multidimensional – working poverty	Strategic axis 2. Work, employment and employability	Template for graduation (social protection mechanism package – cash-based transfers, mentoring) and social promotion (training, seed money, asset transfers, financial services) for building sustainable livelihoods.
			Support for small-scale enterprises/smallholder farmers, provided individually or as a package (technical assistance, financing, market access, financial support for resilience).
			Credit for job guarantees (number of days per year with a fair rate of pay) within the framework of structuring investments or livelihood resilience-building.
			Inspection of labour conditions and application of standards (principle of fair pay).

Stage	Challenges	Strategic axis	Mechanisms
Youth and adulthood	Risk of non-employment or limited availability for employment linked to care work	Strategic axis 2. Work, employment and employability	Cash-based transfers to pay for care services.
			Free (subsidized) childcare services.
			Maternity leave and other forms of leave linked to the provision of care services (time for care work). Extension of the legal provisions for government staff leave to private sector employees.
			Support for the creation of self-employment compatible with care obligations to persons in need of special care.
			Free (subsidized) intermediary service for access to wage employment compatible with care obligations to persons in need of special care.
	Risks and needs related to care work (service providers)	Strategic axis 2. Work, employment and employability	Inspection of labour conditions and application of standards.
			Free (subsidized) access to training for unpaid care workers in the domestic sphere, in coordination with social protection and promotion mechanisms for disseminating and ensuring the effectiveness of best practices in care provision.
			Mobilization of social promotion mechanisms to facilitate the establishment of community groups and social enterprises specializing in care services, particularly comprehensive childcare.
	Risks and needs related to care work (recipients)	Strategic axis 2. Work, employment and employability	Inspection of labour conditions and application of standards, underpinned by a legal framework developed to ensure that the “right to care” and “right to provide care” are recognized and respected.
	Illness, disability and maternity-related risks	Strategic axis 3. Health-related social protection and protection for the elderly and disabled	Exemption from payment for essential health service packages (maternal and newborn health).
			Cash-based transfers for disabilities to ensure a basic income for persons unable to work.
			Cash-based transfer for maternity for self-employed female workers.
Consolidation of mandatory contributory health/maternity insurance coverage and its extension to new groups of working men and women.			

Stage	Challenges	Strategic axis	Mechanisms
Youth and adulthood	Occupational accidents and diseases	Strategic axis 3. Health related social protection and protection for the elderly and disabled	Consolidation and extension of mandatory contributory insurance coverage for occupational accidents.
			Inclusion of occupational disease coverage in the contributory occupational accident insurance scheme (taking into account existing extensions under the law).
			Guaranteed disability pension following occupational accidents or diseases.
			Unconditional cash-based transfers for persons unable to work.
Old age	Old age-related dependency	Strategic axis 3. Health-related social protection and protection for the elderly and disabled	Exemption from payment for essential health service packages (old age).
			Minimum old age pension (non-contributory).
			Social care for non-autonomous, socially isolated or marginalized, elderly people (provided free of charge, with psychosocial services, by local facilities).
			Consolidation and extension of old-age insurance coverage (improving coverage for those already covered, reviewing the contribution period, extending coverage to self-employed workers, extending coverage provided by the <i>Direction de la pension civile</i> (DPC – the Government’s civil service pensions department) to public sector workers not yet benefitting from coverage).
All stages of the life cycle	All challenges	Strategic axis 4. Shock-responsive social protection and promotion	The mechanisms described in connection with Strategic axes 1, 2 and 3 can be adapted and mobilized as shock response mechanisms where appropriate.

Mainstreaming gender, the divide between areas of residence and social vulnerabilities into the mechanisms

Gender, the divide between areas of residence and specific social vulnerabilities must be mainstreamed as a matter of course into all prioritized mechanisms. This calls for a generic approach to those cross-cutting considerations, and for the distinctive features specific to each to be taken into account. Involving social workers and strengthening their networks is crucial to such mainstreaming.

The generic mainstreaming approach is as follows:

- i) Routine in-depth analysis of gender inequalities, inequalities between residential areas and situations of social vulnerability. The analysis should trace root causes, with emphasis on the forms of discrimination, stigmatization and exclusion in play in social institutions (the family, the Government, public and private enterprises and service sector organizations) and on their ramifications for the well-being of those affected and their chances of being empowered;
- ii) Explicitly addressing inclusiveness, as a priority, in population groups in order to include individuals or households affected by gender inequalities, inequalities between residential areas and situations of social vulnerability. This calls for the establishment of quotas or full coverage for the groups concerned;
- iii) Adapting mechanisms to the specific needs of recipients, considering household composition and the roles of household members. This may require the adoption of a complementary mechanism or specific adjustments to the principal mechanism;
- iv) Deconstructing stereotypes in speech, in the legal and regulatory framework and in everyday practice while fostering new roles or representations among the staff of social protection and social promotion institutions and the recipients of prioritized mechanisms. Deconstruction efforts will need to take into account the interlinkages between the various dimensions (gender, residential areas and other social vulnerabilities);
- v) Protecting individuals and their households from stigmatization, discrimination and exclusion and their ramifications, either through prevention (awareness raising, inclusion) or compensation and care for victims or survivors; and
- vi) Establishing mechanisms for monitoring, receiving and processing complaints to minimize institutional injustices. The aim here is to ensure that any harm linked to issues of gender, residential area or social vulnerability are righted and that protections in place do not cause harm to individuals.

Information system

Towards a social register and registers of recipients

Information systems will be strengthened or developed under the NSPPP to make available a central social register (centralized approach) and registers of recipients at decentralized levels (decentralized approach):

- The social register will support the process of registering individuals and determining eligibility for access to social protection and promotion mechanisms. It will serve to compile information on large population groups, including those both covered and not covered by the mechanisms in place. It will facilitate communication between the information systems of social protection and promotion actors (governmental and non-governmental).
- Registers of recipients will support the implementation of the social protection and promotion mechanisms. Such registers will only contain information on the recipients of benefits and services.

The two information system levels will be linked to enable communication between them to ensure the free flow of information and updating of data.

Utilizing the Ministry of Social Affairs and Labour information system

The Ministry of Social Affairs and Labour Information System (*Système d'Information du Ministère des Affaires Sociales et du Travail* [SIMAST]), which was established in 2013, is one of the main institutional information systems currently in place.

By mid-2020, the SIMAST will contain information on some 530,000 households, nearly 23 percent of the Haitian population. Its functions enable the production of analyses and reports from integrated data (geographical areas, households and individuals), the import of data from other databases and the georeferencing of data on household living conditions.

The role of the SIMAST is to lay the foundations for the social register. To that end, it will have to:

- include new data related to the entire country;
- include new indicators, notably those on livelihoods;
- define standard operating procedures to support data-sharing, enhance collaboration with social protection and promotion actors and ensure that social protection and promotion mechanisms are shockresponsive;
- introduce an identification key for every individual;
- streamline procedures to enable those wishing to register in SIMAST to submit requests to do so; and
- keep the data updated to ensure the system's long-term sustainability.

Targeting: hybrid approaches and redress

Targeting emphasizing hybrid approaches

For the purposes of implementing the NSPPP, emphasis will be placed on a hybrid approach with a blend of different types of targeting (community, geographical, by population group and by poverty level) to maximize the feasibility of interventions and their relevance to needs and context while meeting quality requirements (precision, efficiency, flexibility and consistency).

Redress for recipients on targeting

All citizens, regardless of gender, may seek administrative redress for perceived targeting errors. Administrative redress mechanisms include the body of procedures providing for a re-examination of eligibility for one or more NSPPP services. Those mechanisms may take a number of different forms (e.g. a toll-free telephone line, recourse to social workers or institutions, community boards of appeal).

Monitoring and evaluation of social protection and promotion

The NSPPP will establish routine monitoring and evaluation and organize training based on the results obtained. Monitoring should make it possible to identify, along the way, design errors in the mechanisms and flaws in their implementation.

The **monitoring** should therefore address government spending, the provision of benefits and services, the coverage (profiles of rights holders), the quality of benefits and services provided in the light of government standards, along with the resources committed. It should also focus on social care quality, leveraging institutional injustice oversight mechanisms. Lastly, the monitoring should focus on targeting and the quality and use of redress mechanisms.

The **evaluation** of social protection and promotion mechanisms, as well as that of the NSPPP per se, should focus on:

- the achievement of objectives;
- the relevance of objectives (have the NSPPP objectives been consistent with the identified needs?);
- the coherence of the NSPPP (have its implementation and means been in keeping with its objectives?);
- the effectiveness of the NSPPP (have its outcomes matched and measured up to its objectives? What are its intended effects?); and
- the efficiency of the NSPPP (have its observed impacts been commensurate with the costs?).

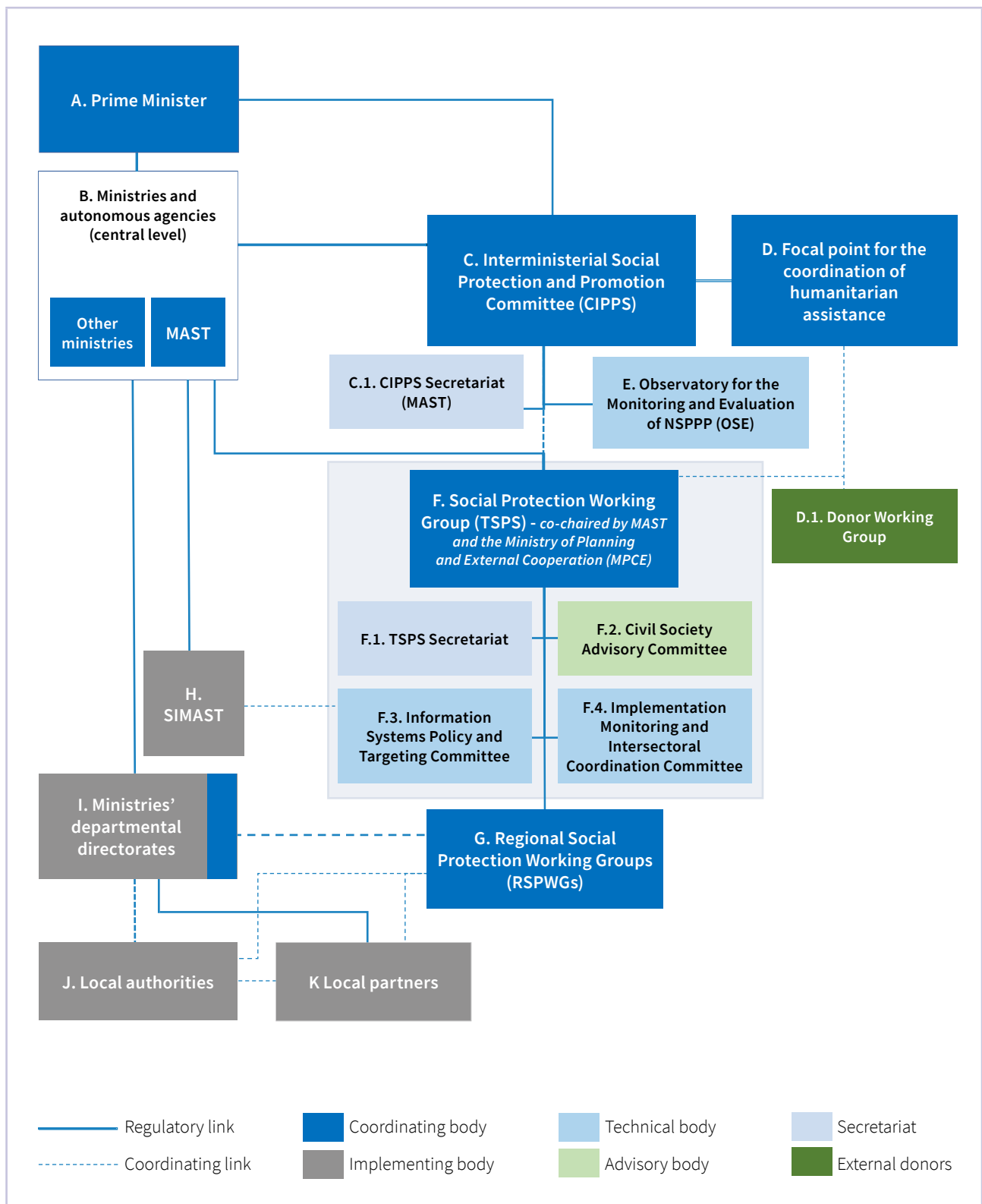
Core institutional strengthening to support the NSPPP

The following key institutional changes are proposed to support the NSPPP:

- Establish the appropriate institutional architecture for the implementation of the NSPPP by, inter alia:
 - setting up a new Interministerial Social Protection and Promotion Committee (*Comité Interministériel de Protection et de Promotion Sociales* [CIPPS]) with a permanent secretariat managed by the Ministry of Social Affairs and Labour (*Ministère des Affaires Sociales et du Travail* [MAST]);
 - setting up an NSPPP Monitoring and Evaluation Observatory (*Observatoire de Suivi-Évaluation* [OSE]) as an independent public body reporting to the ISPPC;
 - consolidating MAST's information system (SIMAST) within the ministry;
 - strengthening the NSPPP coordinating role of the SPWG by appointing a permanent secretariat and introducing three special committees (a Civil Society Advisory Committee, an Information Systems Policy and Targeting Committee and an Implementation Monitoring and Intersectoral Coordination Committee);
 - strengthening – or reactivating – Regional Social Protection Working Groups (*Tables Sectorielles Départementales de Protection Sociale* [TSDPS]) in charge of coordinating action at the local level, in their respective departments, including through the alignment of external partners involved on the ground;
- Strengthen accountability through the participation of local authorities to ensure the accountability, in turn, of the Government and the organizations working to implement the NSPPP;
- Continuously strengthen the Government's institutional capacity until it fully takes charge of NSPPP activities at both the administrative and programmatic levels;
- Coordinate shock-responsive social protection and promotion activities with those of the Ministry of the Interior and Local Government in case of emergencies;
- Link ministries and other key institutions for the establishment of NSPPP mechanisms; and
- Establish a legal and regulatory framework to support the NSPPP and ensure its long-term future.

The following institutional architecture is proposed to support the implementation of the NSPPP.

Figure 1. NSPPP institutional architecture



A legal and regulatory framework in need of renewal and consolidation

Current legal and regulatory framework

The current array of legal instruments mostly recognizes rights to social protection (the 1987 Constitution of Haiti; the United Nations Convention on the Elimination of All Forms of Discrimination against Women (CEDAW); and several International Labour Organization (ILO) conventions). Work is under way to broaden the legal and regulatory framework: tripartite negotiations have been launched on a new labour code and discussions are taking place on the legal framework of the Board of Directors of Social Security Organs (*Conseil d'administration des organes de sécurité sociale* [CAOSS]).

There are nevertheless some shortcomings to be addressed. A single frame of reference is required to underpin the principles of universality, equality, solidarity, adaptation to context, participation and social coordination and consultation. Some rights remain to be established: the right to social promotion, the right to care and the right to care for people who need help. Some instruments have yet to be ratified, such as the convention on male and female domestic workers. Some laws are obsolete, such as those on social insurance schemes, which should be updated in line with constitutional principles, the underlying social and economic forces and calls for justice (taking into account the career paths of women and seasonal earnings, the inclusion of informal sector workers, both women and men, and the inflation-indexing of benefits). Discriminatory provisions persist in domestic law, owing in some cases to the fact that some conventions are not self-executing and require domestic legal action to have full legal effect under national law.

Pointers for the consolidation of the legal and regulatory framework

In the short and medium term, most of the institutional changes proposed to support the NSPPP are regulatory in nature or in line with the everyday activities of the institutions concerned.

To ensure the long-term sustainability of the social protection and promotion system, innovations in the legal framework will have to be phased in gradually. A framework law on social protection and promotion will help to cement the vision, principles, rights to social protection and social promotion, financing and institutional arrangements.

Regarding social insurance, the legal and regulatory system will seek to streamline the management of systems currently governed by a number of different institutions and facilitate the transfer of rights for participants in cases of professional mobility.

Fiscal space and financing

In view of the need to mobilize the financial means to implement the NSPPP, it will be necessary to expand the current fiscal space as a matter of priority. The concept of fiscal space harks back to the latitude in the state budget programme to find the resources needed

to achieve a given goal without negatively affecting economic stability or financial sustainability. The main measures for expanding the fiscal space in Haiti are set out in the table below.

1. Streamline government spending
Reduce the number of government employees and the size of the public wage bill
Reduce subsidies to the Haiti Electricity Company and on fuel pump prices
Reduce large allocations to the “Urgent intervention” budget item of the public investment programme (PIP)
2. Increase public revenues
Increase revenues from games of chance
Take action against illegal financial flows (smuggling)
Adjustment of customs duties
3. Extend social insurance coverage: increase in contributions
Expand health and maternity insurance to include self-employed informal sector workers through subsidies
4. Raise more official development assistance
Expand the fiscal space as a stimulus for official development assistance
Bond issue (based on the model of social impact bonds) for donors



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