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# AFTERSHOCKS

WOMEN SPEAK OUT  
AGAINST SEXUAL VIOLENCE  
IN HAITI'S CAMPS

**AMNESTY**  
INTERNATIONAL



Amnesty International is a global movement of 2.8 million supporters, members and activists in more than 150 countries and territories who campaign to end grave abuses of human rights.

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**AMNESTY**  
**INTERNATIONAL**



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*Cover photo:* Camp for displaced people, Haiti, November 2010.  
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# INTRODUCTION

**“In our camp we cannot live in peace; at night we cannot go out. There is gunfire all the time and things are set alight... Where I live, I am afraid. We don't have a good life; it is not a good area... We are afraid. We can be raped at any moment... We are forced to live in misery.”**

Dina, a rape survivor

The January 2010 earthquake devastated Haiti. Described by the UN Secretary-General as “one of the largest, most serious natural disasters in recent decades”, the earthquake unleashed a humanitarian crisis demanding unprecedented international action.<sup>1</sup> More than 230,000 people were killed and 300,000 more injured. Large parts of Port-au-Prince, Jacmel and Léogâne and other smaller towns and outlying areas were turned to rubble, leaving nearly 2 million people homeless.

One year later, more than 1,050,000 people are still living in the 1,199 tent cities that sprang up in the Port-au-Prince area and in the south of the country.<sup>2</sup> Most are informal settlements which appeared in the immediate aftermath of the earthquake as survivors emerged from their devastated homes. Conditions in most camps are appalling and shelter is precarious. In many cases camps replicate the pervasive poverty, inequality and social exclusion which had blighted the lives of marginalized communities for years. Before the earthquake, poverty was not only widespread, it was extreme affecting more than half of the population. Concentration of wealth was also extreme ranking Haiti the second country in the Americas with the most unequal distribution of household income.<sup>3</sup> The earthquake exacerbated pre-existing violations of economic and social rights.

According to international experts on internal displacement, people forcibly displaced by conflict or natural or human-made disasters are at further risk of human rights violations.<sup>4</sup> January's earthquake in Haiti was no exception. Communities already at risk became more vulnerable to abuse by being displaced and losing the networks that had provided support and enabled them to sustain themselves and their families.

The earthquake also flattened government buildings and infrastructures throughout the capital, crippling its capacity to respond to the emergency or assume a leading role in

coordinating the humanitarian response. Police stations, courts of justice, administrative buildings, clinics and hospitals have been reduced to rubble or severely damaged. The international community stepped in swiftly to fill the gap and although coordination problems arose early on in the crisis, over the months it helped to restore some essential services. However, while much effort and commitment has been invested in trying to ensure basic medical attention, food and water, little attention has been paid to the equally important right of women and girls to be protected from sexual violence.

Sexual and other forms of gender-based violence<sup>5</sup> were widespread in Haiti before 12 January 2010, but the earthquake shattered what few protection mechanisms did exist.<sup>6</sup> Since the earthquake, the specific needs of girls and women living in camps relating to the prevention of and response to gender-based violence have been inadequate. The risk of rape and other forms of gender-based violence in Haiti's camps has increased dramatically in the past year. Perpetrators are often members of youth gangs who operate after dark. Women and girls, already struggling to come to terms with the grief and trauma of losing their loved ones, homes and livelihoods in the earthquake, are living in camps in tents that cannot be made secure, with the constant threat of sexual violence. Without access to medical care and with little prospect of receiving any support or seeing their attackers brought to justice, survivors see no end to their plight. This report highlights the protection needs of women and girls in camps against the background of research undertaken by Amnesty International and other organizations on violence against women and girls after the earthquake.

## GUERLINE

"At night, we cannot sleep because of the violence. Bandits and rapists don't sleep. They don't stop shooting, making a racket, firing at us... all night long. Yesterday evening we had to leave the camp. We didn't have anywhere else to go. We took to the streets. They [the "bandits"] ran after me and I hurt my foot... We couldn't sleep, we stayed awake all night with the children."

My daughter was raped and so I sent her to the provinces [outside Port-au-Prince]. Four men raped her... She is 13 years old. That happened around 2am, a Tuesday in March... I don't remember the date... They told me that if I talked about it, they would kill me... They said that if I went to the police, they would shoot me dead... That's why I didn't go to the police. I'm scared. They threatened me... There is nowhere safe where I can live so I had to keep quiet... I didn't take my daughter to the hospital. She was too scared. I sent her to another town where some relatives live... Ever since, I've been unable to get this out of my head... At Place Mausolée, there is no security at all. I am already a victim but I don't know where to go... There is no place for me to go."

Guerline was also raped on the night her daughter was attacked. She cannot identify the attackers because they were wearing hoods. She told Amnesty International that the police drive past the camp, but they never go inside. Guerline and three of her children have been living under some sheets in Place Mausolée, near the former Court of Justice, in Port-au-Prince since their home was destroyed. Her husband was killed in the earthquake.

The Haitian state and its agents are responsible under international human rights law for ensuring security and protection in the camps.<sup>7</sup> This responsibility includes the specific obligation to ensure protection against and redress for all forms of gender-based violence against women and girls.

While the UN Stabilization Mission in Haiti (MINUSTAH) and the various UN agencies, including UNICEF and UNFPA with their clear protection mandates, assist the government in meeting its duties, they do not replace the government's role or relieve it of its human rights obligation. Under these standards, internally displaced persons have the right to expect the same level of protection as the rest of the Haitian population. Protection, in the context of a humanitarian emergency, is understood as all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of human rights law (and international humanitarian and refugee law where applicable).<sup>8</sup> It covers the full range of human rights, including civil, political, economic, social and cultural rights.

The challenges facing the Haitian government, UN agencies and organizations providing humanitarian assistance are unquestionably extreme. Nonetheless, taking these difficulties into account, reports, particularly in the last six months of 2010, are consistently demonstrating that insufficient steps are being taken to ensure protection for women and girls in the vast majority of camps by failing to address the factors contributing to gender-based violence in the camps.<sup>9</sup>

At the heart of the problem, according to the Representative of the UN Secretary-General on the Human Rights of Internally Displaced Persons, Walter Kälin, is that "underlying the lack of progress towards safer shelter is a larger failure on the part of the Government of Haiti to formulate and communicate to the public a plan on how to deal with the camps. This also affects the work of the IHRC [Interim Haiti Recovery Commission] on the subject."<sup>10</sup>

The lack of security in and around the camps is one of the main factors contributing to sexual and other forms of gender-based violence. Amnesty International's research and that of other international and national non-governmental organizations (NGOs) shows that protection measures have not been fully integrated into the humanitarian response and this is also contributing to an environment in which women and girls are exposed to high levels of gender-based violence.<sup>11</sup>

Haiti's new government which, according to the Constitution, should assume office in early February 2011, will inherit an ongoing humanitarian and human rights crisis. Not only are many agencies warning of deteriorating living conditions and insecurity in the camps, but the outbreak of cholera which is spreading to the camps will place an additional strain on an already complex situation. In this context, Amnesty International is calling on the new government to expedite a comprehensive plan to properly support the internally displaced and to adequately address the needs of the population living in the camps and ensure their rights are upheld. Specifically, the new government must ensure a comprehensive plan is implemented to improve security for women and girls and to address gender-based violence. A gender analysis and attention to women's and girls' needs must be fully integrated into every aspect of the recovery and reconstruction work.

This report includes stories from women and girls who became victims of rape in Haiti's camps after 12 January 2010. Amnesty International interviewed more than 50 women and girls living in makeshift camps in Port-au-Prince, Jacmel and Las Cahobas during March and June 2010.<sup>12</sup> Their names have been changed to protect their identities.

During two visits to Haiti since the earthquake, Amnesty International raised its concerns

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with the Haitian government in meetings with President René Prével and Prime Minister Jean-Max Bellerive, the Minister of Interior and the Director of Civil Protection, the Minister of Women's Affairs and Women's Rights, the Minister of Social Affairs, the General Director of the Haitian National Police, and the State Secretaries for Public Security and for Justice.

Amnesty International delegates also met with the Special Representative of the UN Secretary-General and head of MINUSTAH, the interim head of MINUSTAH's human rights section and human rights officers, UNICEF and UNFPA representatives, aid agencies and national and international NGOs.

The organization wishes to pay tribute to the courage of the women and girls who have shared their experiences and the organizations that support them.

## **DINA**

"I have been a member of FAVILEK [Fanm Viktim Leve Kanpe, Women Victims Arise, a women's grass-roots organization] for a long time. I was myself a victim of rape [before the earthquake]... On the evening of 20 January, several young men were firing gunshots in the air. They came into our shelter and grabbed my 19-year-old niece ... They just came in, grabbed her and dragged her away... She was raped by several men. They took her at around 9pm and let her go at around 2am...

She lost her mum during the earthquake so we took her in... I lived in Carrefour Feuilles, but since the earthquake, my shelter is in a camp in Martissant. My house collapsed. My father and my oldest daughter (aged 18) died. I used to trade in the streets but I lost everything.

In our camp we cannot live peacefully; at night we cannot go out. There is gunfire all the time and things are set alight... Where I live, I am afraid. We don't have a good life; it is not a good area... We are afraid. We can be raped at any moment... We are forced to live in misery.

I took my niece to the clinic and a doctor gave her some medicine... We didn't go to the police because we are scared. We don't know if the men are still in the area... They wore balaclavas and were armed."

# SPEAKING OUT AGAINST SEXUAL AND GENDER-BASED VIOLENCE

“I am a leader of KOFVIV, a grass-roots women’s organization that works with victims of sexual violence. I, myself, was a victim of rape in 1992 and again in 2003.

I live in a tent in a camp. I have witnessed violence against women and girls. And, I have also witnessed the completely inadequate government response. KOFVIV has recorded at least 242 cases of rape since the earthquake. But, we have yet to see a case prosecuted...

Voices like mine are often not heard in forums like these...”

Address by Malya Villard-Apollon, leader of the Commission of Women Victims for Victims (KOFVIV), to the UN Human Rights Council, Geneva, 7 June 2010.

Sexual and gender-based violence are pervasive in Haiti. Although prevalent before the earthquake, displacement and the consequent precarious living conditions in makeshift camps has increased the risks women and girls face of rape and other sexual violence. The aftermath of the earthquake has seen a breakdown in the networks and structures – based on family and community – that afforded women and girls some degree of protection. Hundreds of cases of rape and other forms of gender-based violence have been reported in the camps during the year. However, many organizations working on the ground in Haiti believe that reported cases represent only a fraction of the real number of cases.<sup>13</sup>

Most of the rape victims interviewed by Amnesty International were raped by armed men and youth gangs roaming the camps after dark. Their experiences reflect the pattern of abuses that have been reported throughout the year. One woman described how she had been raped on two separate occasions since the earthquake, highlighting the lack of protection measures in the camps.

Gender-based violence is one of the most serious protection issues facing displaced women and girls. Experience has also shown that the risks of gender-based violence faced by displaced women and girls living in camps increases over time because of the disruption of family order, protection and coping mechanisms combined with the loss of income and livelihoods.<sup>14</sup> However, according to international experts on situations of internal displacement, protection remains one of the most neglected areas in humanitarian responses and planning.<sup>15</sup> Lack of respect for human rights and entrenched discrimination against women are among the factors that help create an environment in which gender-based violence is more likely. Another key factor in increasing the risk of such violence is the failure to bring those responsible for attacks to justice. In Haiti, those committing these crimes know that the chances of their being brought to justice are slim to non-existent. The prevailing impunity for violence against women is a symptom of the long-term failings of Haiti's justice and law enforcement systems in making the protection of women and girls and investigation and prosecution of these crimes a priority.

Women interviewed by Amnesty International identified the following factors as those increasing the risks of gender-based violence in the camps:

- the lack of security and policing inside the camps and the inadequate response by police officers to victims of rape;
- the lack of lighting at night;
- insecure and inadequate shelters – tents, tarps and sometimes just blankets and sheets – available to displaced people;
- inadequate toilets/latrines and washing facilities in and around the camps;
- the breakdown of law and order, with armed gangs carrying out attacks in the camps with total impunity;
- overcrowding in the camps;
- the lack of access to any means of earning a living or generating income;
- the unequal distribution of humanitarian and emergency aid between and within camps;
- the lack of protective measures for survivors of sexual violence, putting them at risk of re-victimization;
- the lack of information about the concrete steps a survivor of sexual violence needs to follow to report the crime to the police and the judiciary.

In the second half of 2010, protection and security measures to reduce the risks faced by women and girls were implemented in some camps by local committees and humanitarian organizations. UN military personnel, UNPOL (the UN police) and the Haitian National Police (HNP) established patrols and a permanent presence in seven camps in the capital. However,

InterAction, an alliance of US-based NGOs, reported in November that: “Overlooked was the fact that women and girls were at extreme risk of physical and sexual violence in their tents, inside displacement camps, and in less public places. Security efforts failed to address this insecurity and women and girls were left exposed.”<sup>16</sup> InterAction also stated that: “the security presence both in and outside camps remains minimal, leaving women and girls especially vulnerable to gender-based violence and trafficking.”<sup>17</sup>

Efforts to increase security on the outskirts of camps have largely failed to address the insecurity women and girls face inside the camps. Rape survivors often told Amnesty International that Haitian police and UN patrols were seen on the road surrounding camps but rarely came into the camps.

## SUZIE

Suzie and her two young sons joined a friend in a makeshift shelter in Dessalines Square, Champ-de-Mars. They fled Cité Plus after the January earthquake destroyed the house they were living in and killed Suzie’s parents, brothers and husband.

Suzie and her friend were both raped in front of their children by a gang of men who forced their way into their shelter at around 1am on 8 May. They were both gang raped: Suzie could not tell how many men there were because both women were blindfolded.

“After they left I didn’t do anything. I didn’t have any reaction... Women victims of rape should go to hospital, but I didn’t go because I didn’t have any money... I don’t know where there is a clinic offering medical treatment for victims of violence.”

Port-au-Prince’s General Hospital is just a 15-minute walk away from Dessalines Square and a programme run by the Haitian government offers medical care for victims of rape, mostly free of charge. However, lack of information about what is available is preventing women like Suzie from getting the medical treatment they need. Suzie joined FAVILEK and has spoken out about her ordeal. However, she has not reported the rape to the authorities: “I didn’t go to the police because I don’t know who the men were that raped me.” She told Amnesty International: “The police patrol the streets but I’ve never seen them inside the camp.”

The Protection Cluster,<sup>18</sup> led and coordinated by the UN Office of the High Commissioner for Human Rights, reported in June that a consistent pattern was emerging, suggesting “inadequate prevention and response” to rape.<sup>19</sup> The report went on: “no perpetrators had been arrested as of the time of the Cluster’s investigation (June 2010). There was particular concern regarding the safety of the victims, in some cases requiring relocation of the girls to new IDP [internally displaced people] camps. The case by case response capacity is limited and highlights the absence of a systematic mechanism to address SGBV [sexual and gender-based violence] cases.” Throughout the year, organizations participating in the Gender-Based Violence Sub-Cluster<sup>20</sup> – also reported that they received reports every week of rapes in the camps where they are implementing their programmes and that more than half the victims were young girls.

## MYRIAM

Myriam had just turned 11 when she was raped. Since January, after her mother went missing in the earthquake, she has been living with an aunt in a flimsy shelter made of sheets in an informal camp in Champ-de-Mars. Myriam has never been to school and her aunt does not have the money to pay for her education. Myriam's aunt told Amnesty International: "After the earthquake, she went to buy some food and some bandits cornered her and raped her. We were forced to come here [to FAVILEK, a women's grass-root organization providing support to victims of sexual violence since 1994] so that they could take care of her because I lost everything. My house collapsed and I also lost my business. I lost everything. She was raped at the beginning of February. I don't know exactly where it happened. When they let her go, she came looking for me... I didn't go to the hospital [with her] because you need money. I don't have money for the x-rays or other things... I didn't go to the police. If I had found the bandits I could have gone to the police and that would have been useful. But if I go to the police and don't bring anything, it's useless... If I had been near her when that happened, I would have been able to do an investigation. The only thing I do is go to church and pray."

Eight months after the earthquake, UNICEF continued to voice its concerns about gender-based violence and to point to the lack of security and the "hard living conditions" in the camps as major factors increasing the risk to women and girls.<sup>21</sup> The lack of alternative shelter or accommodation for survivors of gender-based violence means that survivors have no option but to stay in the place where they were attacked, and to live with the constant threat of further attack.

Evidence suggests that those responsible for rape and other sexual violence, mainly gangs of young men, are able to do so because of the limited capacity of the HNP and MINUSTAH. However, the true scale of the abuse is difficult to determine. Through its network of activists, the local women's NGO, the Commission of Women Victims for Victims (KOFIVIV), registered more than 250 cases of rape in several camps during the first 150 days after January's earthquake.

Attacks usually take place at night. Often the woman or girl is threatened and forcibly taken to a secluded spot by groups of men armed with guns. Many women and girls are attacked inside their shelters; the attackers slit open the tent with razor blades or knives and then rape them.

## MACHOU

"One day, I went to the toilet. It was between 7pm and 8pm. A boy came after me and opened the door to the toilet. He gagged me with his hand and did what he wanted to do. After he finished he left and I cried and cried... It was a Friday night, in March... The boy was 16 or 17 years old. I didn't know him and I didn't seem him again afterwards... He hit me. He punched me. After it happened, I went to see my mum and we looked for him but we couldn't find him. My mother took me to the hospital the next day... I don't know why he attacked me... My abdomen aches all the time. I didn't go to the police because I don't know the boy... it wouldn't help. He doesn't live in that neighbourhood... After that happened to me, I told my mum that I didn't like this country and that I wanted to live abroad, but I don't have a passport or a visa... I don't like to eat because after what happened I feel really sad all the time... I'm afraid it will happen again."

Machou is 14 years old and lives with her parents in a makeshift camp for displaced people in Carrefour Feuilles, south-west of Port-au-Prince.

## JOCELYNE

"I lived in Grand Ravine [south-west of Port-au-Prince]. My house was destroyed and my husband died under the rubble. That night [12 January 2010], I stayed by the collapsed house. I tied some bed sheets together for me and my children... While I was sleeping with my children under the bed sheets, three men appeared over me.... I cried out 'You're hurting me. You're hurting me.' One of them punched me and told me to be quiet. They closed the bed sheets, gagged my mouth and raped me. One man raped me; the other two were holding me down... There was no light and I couldn't see their faces. I cannot tell who they were.

Since then, I haven't had my period. It's been six months. I'm pregnant... I don't know how the baby is doing... I don't eat very well. The baby is not well nourished. I'm very hungry... I haven't been to the hospital. When I needed to go, I was ashamed, and afraid... I am afraid of walking [in the street] in case it happens again... and I didn't have the money to go to hospital. The hospital is far away and you need to pay for transport... for the medicines you need money too. Before the earthquake I sold merchandise in the streets. But I lost everything. A neighbour gives me some food sometimes for my children.

I didn't go to the police because I didn't see their faces. If I had seen their faces I would have gone to file a report. And I'm afraid of going to the police... I'm afraid these men would kill me."

Jocelyne is still living in Grande Ravine.

## LIFE IN THE CAMPS

“We live in a place that is unsuitable for anyone to live in. [During the day] the heat kills us and at night we can't go out because we are afraid of being raped. From 8am, you cannot stay under the tarp because the heat is unbearable. When it rains, the water pours in. We have to climb onto chairs and we lose everything. The rats eat you alive. They even climb onto our beds and bite us.”

Displaced women describing their living conditions to Amnesty International, June 2010

At the end of August 2010, there were more than 891 camps of internally displaced persons in the metropolitan area of Port-au-Prince. Only three of these camps were planned and built on a site where international humanitarian standards could be met. Together, these three camps – Camp Corail, north of Port-au-Prince; Camp Solino in Croix-des-Bouquets; and Camp Tabarre-Issa in Tabarre – house just under 12,000 people. This is a fraction of the more than 1,140,000 people registered as displaced who are living in this area. Registered displaced people reflect the national demographics: 53 per cent are women and 38 per cent are children under 18.<sup>22</sup>

Camps have sprung up on virtually every patch of open ground in the Port-au-Prince area. Some are in areas where there are clear hazards to the health and lives of the displaced people living there. For example, some are near rubbish dumps, on flood plains, at the foot of unstable slopes or in ravines, near canals clogged with rubbish that easily overflow with rain, in slums, or on main roads. They have been built on public and private land, in squares, school playgrounds, football pitches and church grounds.

Makeshift camps provide the only refuge available to communities that have been forced out of their homes by the earthquake. However, the camps are also home to families driven out of their homes by poverty who have also moved there in the hope that they too might get access to the humanitarian aid and essential services – water, sanitation, health care, food, education and cash-for-work schemes – provided by the UN and humanitarian agencies. The loss of livelihood and income generation due to the earthquake has in particular deepened women's poverty.

Living conditions vary from camp to camp, depending on whether or not there is a national or international agency responsible for managing the camp.<sup>23</sup> Following his visit to Haiti in October 2010, Walter Kälin, the Representative of the UN Secretary-General on the Human Rights of Internally Displaced Persons, reported that in many camps conditions fell short of minimum standards, especially with regard to water, sanitation and shelter. International agencies and NGOs have described the living and sanitary conditions in Haiti's camps as "harsh", "appalling" and "dire".<sup>24</sup>

## DENISE

"On 10 June, I was sleeping under my tarp shelter when three men ripped it, came in and raped me. They were armed and aimed their guns at me. These men came to the camp to do just that. A young girl from the camp was also raped. Luckily my children had time to flee the tarp.

After the rape, I was forced to go to Grand Goâve... I lost everything in the earthquake... I don't have anything other than the clothes I'm wearing; for my children it's the same, they only have the clothes they are wearing.

I didn't go to the hospital or to the police. I am now on the run... I had to send my daughters (aged 13, 16 and 18) away to protect them from sexual violence.

It would have been better to die under the rubble than to be exposed to this. I am not well at all. I have nowhere to go... my husband has been missing since the earthquake. He's still under the rubble... This is not a life.

I would have wanted the state to give me some support for my children because they should be in school, otherwise they will become street children... it is going to be very difficult for them... They were going to school before the earthquake but now I don't have the means to send them to school."

Denise was living in Léogâne, a town west of Port-au-Prince, with her six children aged between 5 and 18 years when the earthquake struck. They fled the town, which was almost completely destroyed. In June, she was living in a camp for displaced persons near the entrance to Léogâne. After the attack, she fled the town again.

The camps are severely overcrowded and the living space within the shelters is wholly inadequate. Large families are crammed into tents or under tarps, often sleeping on the floor because they do not have any bedding. When it rains, muddy water flows inside the shelters, churning the ground to mud. In the camps visited by Amnesty International, men and women expressed their frustration at the lack of information about what the Haitian government and international NGOs were planning to do to ensure that in the coming months they could relocate to safer sites and have access to adequate shelter and living conditions.

Camps cannot provide a long-term solution for internal displacement or for endemic poverty. Following his visit to the country, the Representative of the UN Secretary-General on the Human Rights of Internally Displaced Persons stated that Haiti's humanitarian crisis needs a "development solution" in order to fulfil the economic and social rights of the population and reduce dependency on humanitarian aid.<sup>25</sup>

## CAROLE

"My mother is dead, my father is dead. I made a small shelter on Place Pétion [in Champ-de-Mars] to live in... I'm living alone. I had a tarpaulin but it was torn down and M. gave me a small tent to live in... On 16 February, I went out to buy some water at around 8pm. When I came back to my home, I lay down. A man came in. He removed the sheets covering me and when I tried to cry he put his hand over my mouth... He tore off my underwear and raped me. He kicked me and punched me before leaving. When I was able to call for help, he cut through the tarpaulin and fled. M. and E. came right away... On 17 February I went to the General Hospital. M. went with me the first time... I lost a lot of blood. I bled for 22 days... At the hospital there was a foreign doctor. He gave me some pills and asked me to return again because I was wounded. He gave me pills to fight infection and HIV/AIDS. He told me I should eat when taking the medicine... I didn't have any money to buy food."

## LODY

"At around 7pm on 15 February I went out of the square to buy some things and when I was returning, three men called me. I didn't pay attention. One came towards me and grabbed me by the wrist. I tried to fight him off but he forced me to go with him. There was no light... They raped me in the street... I didn't see their faces. They had their faces covered. They hit me a lot... After the three of them raped me, they let me go... I went back to the camp and told my aunt what happened.

I went to the hospital two or three weeks later but it was closed... I didn't go to the hospital immediately because I was ashamed... I didn't return to the hospital.

I didn't go to the police because I didn't know the men who raped me... Because they had their faces covered I wouldn't be able to identify them. I wanted to go to the police but my aunt discouraged me. She told me nothing would come of it.

Now I want to cry. Nobody is able to help me. I don't have a job. I can't study... I saw a psychologist and explained what had happened to me. I have headaches but I cannot afford to continue seeing a psychologist.

The authorities in this country should put more policemen in service and we would have more security... If there were street lighting probably that wouldn't have happened."

26-year-old Lody lives in Canapé Vert Square.



19 January 2010. Days after the earthquake, women walk amid the devastation in Port-au-Prince. CC BY-NC 2.0



November 2010, Camp Carradeux, where tents destroyed by storms have not been replaced. Nearly a year after the earthquake, more than 1.3 million people are still displaced. CC BY-NC-SA 2.0

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*Far right:* The National Palace, Port-au-Prince, September 2010. The earthquake caused massive damage. However, the clearing-up operation has been largely carried out by hand because heavy lifting equipment remains scarce.

*Right:* Champ-de-Mars, Port-au-Prince, September 2010. The lack of improvements in basic living conditions in camps has provoked deep feelings of injustice. CC BY-NC-SA 2.0



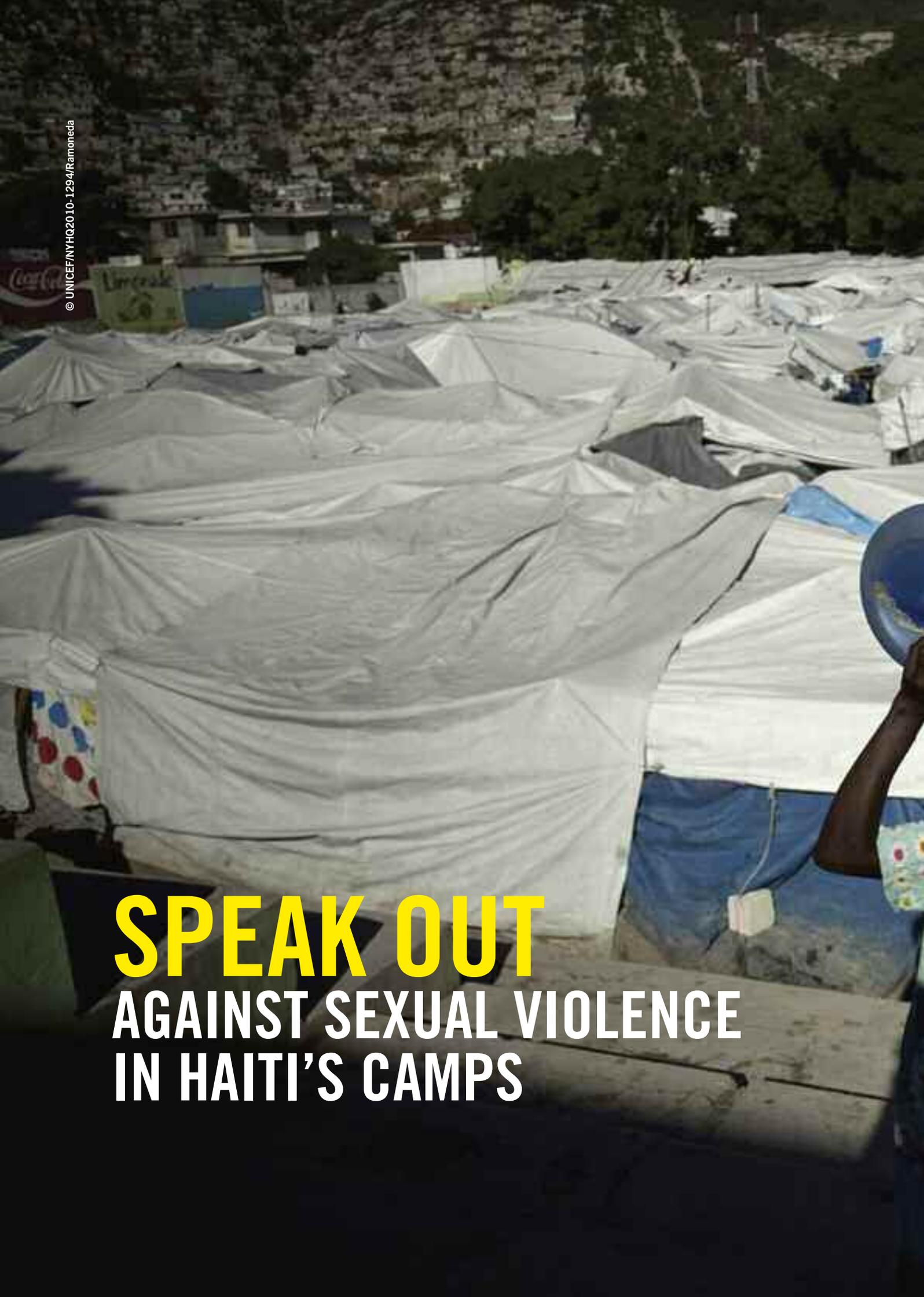


*Far left:* Camp Cozbami, Cité Soleil, July 2010.

Large families are crammed into tents or under tarpaulins with very little space per person. CC BY-NC-SA 2.0

*Centre:* Champ-de-Mars, Port-au-Prince, March 2010. Camps have sprung up on virtually every patch of open ground in the Port-au-Prince area. Most are severely overcrowded.

*Left:* Camp Pinchinat, Jacmel, June 2010. Millions of people are still living in tents and tarpaulins that provide little or no shelter from searing heat of summer or the torrential rains of the hurricane season.

A photograph showing a vast field of makeshift tents made from white and blue tarps, set up in a densely populated area. In the background, a hillside is covered with numerous small, closely packed buildings. The foreground shows the side of a person holding a blue plate, partially visible on the right edge. The overall scene depicts a crowded and makeshift living environment.

# **SPEAK OUT** **AGAINST SEXUAL VIOLENCE** **IN HAITI'S CAMPS**



A woman carries a jug of water past a tent settlement in Port-au-Prince, June 2010. CC BY-NC-ND 2.0

**AFTERSHOCKS  
WOMEN SPEAK OUT AGAINST SEXUAL VIOLENCE  
IN HAITI'S CAMPS**

*Far right:* Children playing on the roof top of a home in Port-au-Prince, June 2010.

*Right and below centre:* People preparing a meal for 5,000 with food distributed by the World Food Programme, in Penchinat camp, Jacmel, March 2010.

Food distribution stopped at the end of March, at the request of the government.

*Below far right:* Downtown Port-au-Prince, September 2010.

Street vendors set out their merchandise in the middle of streets reduced to rubble by the earthquake. CC BY-NC-SA 2.0

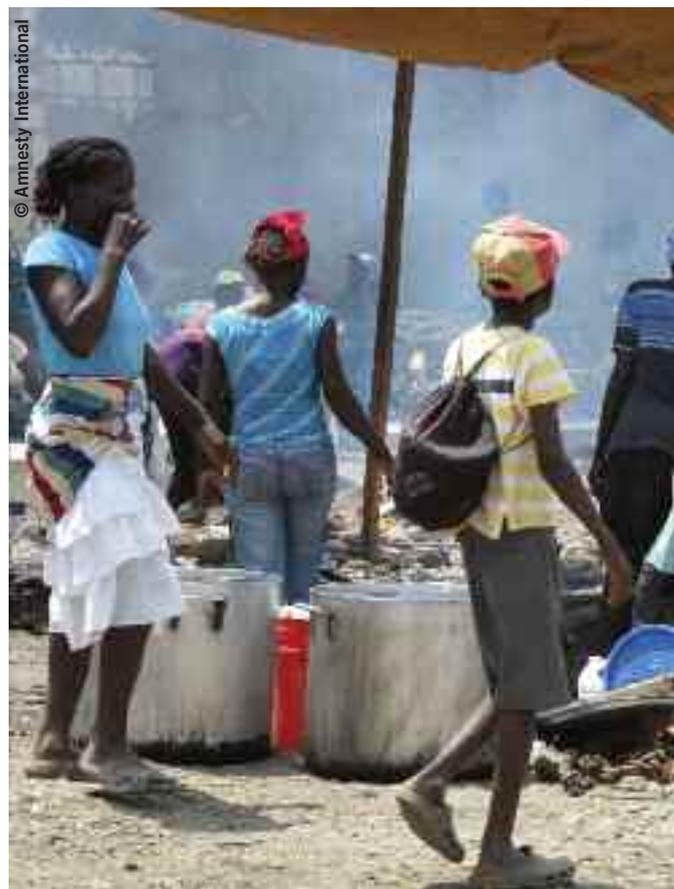
*Below left:* Champ-de-Mars, Port-au-Prince, March 2010.



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Since the earthquake in Haiti in January 2010, UN Women has been working to strengthen services to survivors of gender-based violence and their families in women's centres and temporary shelters in Port-au-Prince and Jacmel.

# PROTECTION FROM SEXUAL AND GENDER-BASED VIOLENCE

**“We are victims. We won’t die in silence. We’re already victims. We won’t die in silence”**

Lyrics sung by FAVILEK members (fragment), recorded by Amnesty International, June 2010.

Sexual and gender-based violence is a violation of human rights. Primary responsibility for ensuring the human rights of displaced women and girls in Haiti lies with the Haitian government. Even though Haiti has ratified international and regional human rights instruments, such as the UN Convention on the Elimination of All forms of Discrimination Against Women (CEDAW), it is failing to protect the rights of women and girls. Human rights violations, including sexual and gender-based violence, are rampant in the camps.

The CEDAW Committee has stated that state parties should take all legal and other measures that are necessary to provide effective protection to women against gender-based violence, including preventive and protective measures.<sup>26</sup>

In their role supporting the Haitian government, MINUSTAH, the UN and humanitarian agencies share the responsibility of strengthening national mechanisms to prevent and respond to sexual and gender-based violence. Women’s participation in planning and implementation of all aid efforts must be prioritized as the key method to ensuring women’s and girls’ right to freedom from gender-based violence.

Many displaced people are also facing violations of their economic, social and cultural rights. The respect, promotion and protection of these rights are essential elements of “effective protection” and should be an integral part of all policies and initiatives to address the situation of internally displaced persons. In addressing and finding solutions to the situation of internal displacement, the Haitian government can obtain guidance from the *Framework for Durable Solutions for Internally Displaced Persons* in devising national legislation, policies and programmes that promote solutions to internal displacement. The framework addresses the problems IDPs may face in different situations and proposes solutions consistent with the respect and protection of their human rights.

The impact of the earthquake on public institutions has compounded chronic long-term weaknesses in government efforts to protect and promote human rights. Displaced people living in camps and host communities have had to rely largely on international agencies and

national NGOs. The efforts of these organizations have been hampered by the Haitian authorities' failure to produce an effective and comprehensive plan for managing disaster efforts and the fact that co-ordination with the Haitian authorities has not always been possible or effective.

The Guiding Principles on Internal Displacement<sup>27</sup> are particularly relevant to the circumstances of all those in Haiti who remain displaced as a result of January's earthquake. They set out standards for the protection of displaced people during three phases: prior to displacement, during displacement, and during return and reintegration. They reflect and are consistent with international human rights, refugee, and humanitarian law.

## JOSETTE

"At around 9pm on 3 May, I left my tent to go to the toilet [one of the plastic portable toilets near the Presidential Palace]. While I was in the toilet, the door opened – there was no catch to lock the door. At first I thought it was the wind, but in fact it was a man who opened the door. It was dark. There were two men: one came into the toilet, the other stayed outside as lookout. I tried to fight the man who came in but he pulled a knife and pressed it into my groin. After he'd raped me, he ran away. I called out for help immediately and a police car patrolling the area stopped. I explained to the police officers what had happened. They asked me where the attackers were, but when I told them they had run away, the officers told me there was nothing they could do. A member of KOFIV came with me to the Doctors Without Borders hospital the next day. I didn't go back to the police because they would not do anything for me."

Josette's lack of confidence in the police is borne of experience. Just 48 hours after the earthquake that killed her husband and destroyed her home, Josette was raped. She told Amnesty International: "Three men pulled out their guns and grabbed me. They took me to a tent on the square in front of Palais de Justice. They beat and raped me. Then they just dumped me in the street. I went to Cafeteria Police Station that same night to report the rape and file a complaint. The police officer on duty asked me for money to buy fuel for the police car but he did not write anything down on paper!"

Josette is 39 years old and for the past year she has been living under a tarpaulin with her four children in a camp for displaced people in Champ-de-Mars, Port-au-Prince. She used to earn a living as a street vendor in down-town Port-au-Prince, but after the earthquake all her merchandise was looted. She told Amnesty International: "Now I cannot send my children to school because I don't have any money."

In addition to the Guiding Principles, government authorities can also rely on the *Guidelines for Gender-Based Violence Interventions in Humanitarian Settings: Focusing on Prevention of and Response to Sexual Violence in Emergencies*. These guidelines aim at enabling humanitarian actors, communities and governments to plan, establish and coordinate multisectoral interventions to prevent and respond to sexual violence in emergency preparedness planning, and during the early and more stabilized phases of emergencies.<sup>28</sup> They draw on other guidelines, tools, standards and research developed by the UN, NGOs and academic sources.

The systematic collection of information about gender-based violence was one of the key objectives of Haiti's 2005-2011 National Plan to Combat Violence Against Women, yet by the end of 2010, no mechanism or process to collect this information systematically had been put in place. Long before the earthquake, Amnesty International had raised its concerns

with the Haitian authorities that the lack of information about gender-based violence was a serious problem as it meant that it was not possible to assess which policies were effective in tackling these abuses, and so should be pursued, and which were not. The lack of such key information is in itself an obstacle to progress in eliminating gender-based violence.<sup>29</sup> Establishing a national database for tracking violence against women is a strategic objective of the Beijing Declaration and Platform for Action.<sup>30</sup> The implementation of the Platform for Action was one of the recommendations made by the UN Committee on the Elimination of Discrimination against Women in its concluding observations on Haiti's first report to the Committee in 2009.<sup>31</sup>

The limited prevention and response mechanisms that existed before January 2010 have been further undermined by the earthquake. The Ministry of Women's Affairs and Women's Rights was destroyed, seriously reducing its ability to develop an adequate response to initial reports of sexual and gender-based violence after the earthquake.

Police stations and court houses were destroyed or severely damaged by the earthquake, making it more difficult for survivors to report sexual and gender-based violence. In Port-au-Prince, for example, the earthquake completely flattened Fort National police station where there was a special unit of police officers trained to respond to victims of sexual violence; this pilot project was the first of its kind in Haiti.<sup>32</sup> In the aftermath of the earthquake, untrained police officers were assigned to receive reports of gender-based violence at Port-au-Prince's police station in the Champ-de-Mars area. When Amnesty International visited this police station in March, rape survivors were having to make their statements sitting at a table on the pavement outside the police station. This lack of an appropriate and secure place to make a complaint is a major obstacle to reporting in a society where the social stigma associated with sexual violence makes it difficult for women and girls to report rape or seek medical care. Fear of reprisal attacks is also a major obstacle to reporting, especially as women and girls have no option but to remain in the same inadequate shelters in the same camp where they were attacked, and to lodge complaints in the street where they could be seen or overheard speaking to the police.

Reporting sexual and gender-based violence remains problematic in Haiti. The majority of the survivors interviewed by Amnesty International did not report the crime to the police or the judiciary, and those who tried to do it were turned down or the crime was not duly registered. There is a general lack of trust and confidence in public institutions to work effectively, and many survivors felt that little could be achieved by reporting a crime to the police. Their experience was that police rarely took prompt action when rape was reported. Some survivors also described how discriminatory and dismissive attitudes towards them among police officers are an additional disincentive to reporting sexual violence.

Several of those interviewed told Amnesty International that women who go to the police to report rape are either told that the police can do nothing, or are asked for money to supplement police resources, for example to pay for petrol to allow them to investigate. Even when the attack took place just yards from the police station, officers have reportedly asked survivors for petrol money. The most common excuse given to women reporting rape is: "we cannot do anything if you do not know who the aggressor was".

## MARIE

Marie used to live with her extended family in Cité Plus, one of the most deprived areas of Port-au-Prince. Several of her relatives were killed in the earthquake, including her mother and her husband, and her home was destroyed. She and her eight-year-old daughter now live in a makeshift shelter Marie herself built in Place Pétion, in Champ-de-Mars. This camp, which houses an estimated 30,000 displaced people is just a few meters from the Presidential Palace and Port-au-Prince's main police station. However, Marie said she has never seen the police patrolling Place Pétion.

She described to Amnesty International how she was gang raped just metres from the police station: "On 10 June, at around 1am, some people forced their way into my shelter... They blindfolded us, me and my friend... My daughter started to cry and they kicked her. My nephew started to cry and they beat him as well. They wounded me with a knife. There were five men, three raped me... Some were carrying guns, others knives... When you call [for help], people hear but they don't come out to help when there are people with guns around... I don't have any money to go to the doctor... I would have loved to [go to the police] but... [the police] don't listen, they don't listen to what you are saying".

Marie is still in Place Pétion and lives in constant fear.

Such negative and ineffectual responses from the authorities create an atmosphere in which women are ever more disinclined to report rape, and feel unsupported, abandoned and vulnerable to further attacks. At the same time, it gives a signal to abusers that they are unlikely to be held to account. Impunity and lack of access to justice intensify insecurity in the camps.

## NOËLLE

"I live with my 11-year-old nephew and my one-year-old goddaughter under some bed sheets tied together. We had a tarpaulin but the rain tore it down. The rain comes in our shelter and we cannot sleep.

[On 5 May, at around midnight] three men got inside and drew their guns on me. Two of them held me and gagged my mouth with their hands. I couldn't call for help. When I tried to call for help, they told me that if I cried out, they would kill me. One of them raped me but when the second was about to rape me I managed to cry out... they fled. The children were crying all the time while this was going on...

I was afraid to go to the hospital. I was ashamed of having to explain at the hospital what had happened to me. I didn't go to the police either.

Before the earthquake I was a street vendor; I sold sandals. But I lost everything in the earthquake.

Today I am still living under the same bed sheets, in the same area in Champ-de-Mars. If I had another place to go, I would go. I have nowhere to go."

When her home in Cité Plus collapsed on 12 January, Noëlle lost all her family: her five-year-old daughter, her parents and four brothers. Since then, she has been living in a makeshift camp for displaced people in Champ-de-Mars.

In some camps, mechanisms are in place to detect sexual and gender-based violence. All of the women and girls in the cases quoted in this report were supported by a network of activists involved in two grass-roots organizations, the Commission of Women Victims for Victims (KOFIV) and Women Victims Arise (FAVILEK). These organizations are run by survivors of sexual violence. They are the main contact point for many women living in the camps, including recent victims who have not yet spoken out about their experiences or sought support for dealing with the consequences of rape.

One of the key objectives of these organizations is to ensure access to justice and reparations from the Haitian state. However, victims of sexual violence face daunting barriers in accessing justice, and the very lengthy and ineffective legal process discourages many.

## CLAIRE

Claire is a founding member of FAVILEK and has been in daily contact with rape survivors since the organization was created in 1994. Claire was first raped in 1988 when she was just 17 and became pregnant as a result. Following the military coup in 1991, she was raped by soldiers who forced their way into her home.

The rape of women and girls was part of a military and paramilitary campaign to terrorize the population and to punish those who had supported the democratically elected government of President Jean-Bertrand Aristide. Claire and several of the hundreds of other women raped between 1991 and 1994 came together to establish FAVILEK after Jean-Bertrand Aristide returned to power and they felt safe enough to start the long battle for justice and reparation.

Just two days after the earthquake, Claire was raped a third time, this time in a makeshift camp in Champ-de-Mars.

None of Claire's attackers has ever been brought to justice. Yet despite the many obstacles that survivors of rape face, Claire still believes that justice will one day prevail:

"I am confident that we are going to achieve [justice and reparation] even if it takes us a hundred years, a thousand years. Even if I die, the other women victims will continue the fight to obtain justice and reparation in this country... The police must... change their attitude and behaviour towards... When we file a complaint, they never listen... The Ministry of Women's Affairs and Women's Rights never replies to us when we send them our grievances..."

We know a lot of women victims of rape in Champ-de-Mars... we accompany them to the hospital... we open a file on their cases and we give them whatever support our resources allow. When we get together, we sing, we talk, we do brainstorming sessions, we joke. We try to rejoice at being able to erase [the rapes] from our memories.

Every time we come together, each one of us contributes 4 Gourdes<sup>33</sup>, 2 Gourdes, 3 Gourdes, whatever we've got; that's our petty cash. In that way, we manage to collect 100 Gourdes [approximately US\$2.5] which we keep so that when a new victim comes to see us, we can pay the fare to take her to a hospital... That's how we manage to cover the transport costs... Since the January earthquake, 250 women victims of rape have joined FAVILEK. They come from all over Port-au-Prince, from Croix-des-Bouquets, from Champ-de-Mars, from Grand Ravine, even from Léogâne."

## RECOMMENDATIONS

The government of Haiti must fulfil its obligations of protecting women and girls from gender-based violence in all circumstances and in particular by responding to specific risks girls and women confront in the camps of the internally displaced. Where capacity of institutions could limit the government's prevention and response to sexual and gender-based violence, it has nevertheless the responsibility of ensuring the leading role in coordinating measures, programmes, and actions by actors from the international community, including the MINUSTAH, UN agencies, humanitarian and non-governmental organizations. With the support of the international community, the government must take immediate and decisive action to address sexual and gender-based violence.

### RECOMMENDATIONS TO THE HAITIAN GOVERNMENT AND THE INTERNATIONAL COMMUNITY

- To treat the issue of violence against women as a priority for the humanitarian and the reconstruction effort in Haiti.

### RECOMMENDATIONS TO THE HAITIAN GOVERNMENT

**Develop and implement a comprehensive strategy to prevent and respond to gender-based violence in the camps.**

- Ensure effective and broad consultation and participation of women and girls in the conception and implementation of the strategy aimed at preventing and responding to gender-based violence;
- Request assistance to set up a mechanism for collecting and preserving evidence of rape for future prosecutions of perpetrators;

#### Mapping out sexual and gender-based violence

- Conduct a comprehensive situation analysis on the risks confronting women and girls in the camps to fill in the gaps in data needed to develop protection measures against sexual and gender-based violence;
- Establish a mechanism to systematically collect information related to the nature and extent of gender-based violence in and around the camps;
- Establish a uniform and nation-wide mechanism to record reported cases of sexual and gender-based violence, providing tracking support to health care providers, the Haitian National Police, judicial authorities, and women's rights organizations;

- Identify existing and best practices on prevention measures, formal and informal, at camp and community levels;
- In all these processes, ensure active input and participation from women and girls, from the conception of the mechanisms to their monitoring and assessment;

#### **Prevention, safety and security measures in the camps**

- Promote and ensure consultation with and participation of girls and women in devising and implementing protection measures at community level and within camps;
- Support prevention and protection initiatives at grass-root level when carried out in accordance with national laws and human rights provisions.
- Ensure Haitian National Police officers actively participate in programmed joint night patrols with UNPOL officers and that their presence adequately addresses protection concerns of women and girls in the camps;

#### **Response**

- Take strong measures to fight impunity and give women clear information on the recourse that is available to them;
- Provide support to community-based initiatives and grass-roots organizations such as KOFAVIV and FAVILEK, and others supporting victims and survivors of gender-based-violence. Add these organizations to the reference cards listing services available for survivors and victims of sexual violence that are widely distributed by the government;
- Develop protocols for all officials involved in the investigation, prosecution and punishment of violence against women, with a view to ensuring that these processes are effective, consistent and transparent, and ensure survivors' access to justice and reparation;
- Ensure that the police provide a safe and confidential environment for women and girls to report sexual violence, that there is mandatory registration of all complaints of violence against women and girls, and that all such complaints are promptly, impartially and effectively investigated;
- Empower the police to respond promptly to incidents of sexual and gender-based violence;
- Disseminate the guidelines on gender-based violence in the context of humanitarian crisis among Haitian police officers;
- Ensure that legal provisions and procedures related to violence against women and girls are consistently enforced by the Haitian National Police and the judiciary in such a way that all such crimes are identified and responded to appropriately;
- Establish, fund and co-ordinate services to make health, legal and social services

available to women and girls subjected to sexual and gender-based violence, including transport to medical facilities;

**Recommendations to the United Nations system in Haiti (including MINUSTAH)**

- Maintain and extend police and military presence in the camps with a view to ensuring security of women and girls with full coordination and participation of women and girls in devising protection and security strategies;
- Continue to support and strengthen non-governmental and grass-root organizations' capacity to monitor and seek redress for cases of sexual and gender-based violence;
- Significantly increase the number of UN human rights monitors.

# ENDNOTES

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<sup>1</sup> UN Secretary-General's press encounter on Haiti, following his briefing to the Security Council, 18 January 2010. Available at: <http://tinyurl.com/373w5kt>. Accessed: November 2010.

<sup>2</sup> International Organization for Migration (IOM), Camp Coordination Camp Management Cluster. *Displacement Tracking Matrix v2.0 Update. December 9, 2010*. Available at: <http://tinyurl.com/35y4t3e>. Accessed: December 2010.

<sup>3</sup> The richest 10 per cent of households controlled 68 per cent of total household revenues. Source: UNDP, *La vulnérabilité en Haïti. Chemin inévitable vers la pauvreté? Rapport national sur le développement humain – Haïti, Septembre 2004*. Available at: <http://tinyurl.com/368bn6>.

<sup>4</sup> Brookings-Bern Project on Internal Displacement, *Human Rights in Natural Disasters. Operational Guidelines and Field Manual on Human Rights Protection in Situations of Natural Disaster*, 2008; available at: <http://tinyurl.com/2eaog3u>; accessed October 2010.

<sup>5</sup> Gender-based violence is defined in the Declaration on the Elimination of Violence against Women as “any act of violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life.” The Declaration covers violence in the family, violence in the community, and violence perpetrated or condoned by the state, wherever it occurs.

<sup>6</sup> See for example: Amnesty International, *Haiti's Human Rights Challenge*, available at: <http://tinyurl.com/2ed4zhv>. For an overview of sexual and gender-based violence prior to the earthquake see: Amnesty International, *Don't turn your back on girls. Sexual violence against girls in Haiti*, (Index: AMR 36/004/2008); *Haiti: Overcoming poverty and abuse: Protecting girls in domestic service in Haiti*, (Index: 36/004/2009), available at [www.amnesty.org](http://www.amnesty.org); and Inter-American Commission on Human Rights, *The Right of Women in Haiti to be Free from Violence and Discrimination*, 10 March 2009 (OEA/Ser.L/V/II), available at: <http://tinyurl.com/2b9v6nh>.

<sup>7</sup> Haiti ratified the following binding international human rights treaties which are relevant for the protection of internally displaced persons: the International Covenant on Civil and Political Rights, the UN Convention on the Elimination of All Forms of Discrimination Against Women, the UN Convention on the Rights of the Child, and the UN Convention on the Rights of Persons with Disabilities.

<sup>8</sup> This definition has been adopted by the Inter-Agency Standing Committee in 2000 (*Protection of Internally Displaced Persons, Policy Paper Series, No. 2, 2000*) and is based on a consultation carried out by the International Committee of the Red Cross involving some 50 humanitarian and human rights organizations. The Inter-Agency Standing Committee (IASC) is an inter-agency forum established in 1992 for coordination, policy development and decision-making involving key UN and non-UN humanitarian partners.

<sup>9</sup> InterAction, *GBV Analysis: Lessons from the Haitian Response and Recommended Next Steps. An Analysis from InterAction's Gender-Based Violence Working Group*. Policy Paper, November 2010. Available at: <http://tinyurl.com/2bnsze3>. Accessed: November 2010.

<sup>10</sup> Representative of the UN Secretary-General on the Human Rights of Internally Displaced Persons, *Human Rights of Internally Displaced Persons in Haiti: Memorandum based on a Working Visit to Port-*

*au-Prince (12-16 October 2010)*. The Interim Haiti Recovery Commission was established by Haiti's president and is comprised of Haitian officials and members of the international community, is co-chaired by Haiti's Prime Minister and the UN Secretary-General's Special Envoy for Haiti, Bill Clinton. The Commission has been mandated to "conduct strategic planning and coordination and implement resources from bilateral and multilateral donors, NGOs, and the business sector" and to "approve project proposals based on their consistency and coordination with the Haiti Action Plan". Its mandate is due to last for 18 months. Source: <http://www.cirh.ht/sites/ihrc/en/about%20us/Pages/default.aspx>.

<sup>11</sup> See for example: Institute for Justice and Democracy in Haiti, Bureau des Avocats Internationaux, *Our bodies are still trembling: Haitian women's fight against rape*, July 2010. Refugees International, "Haiti: Still Trapped in the Emergency Phase", 6 October 2010, available at: <http://tinyurl.com/25uzns9>.

<sup>12</sup> Amnesty International delegates also spoke with members of a local camp committee, local and international NGOs, community-based organizations, officials of foreign governments on mission in Haiti, and personnel from MINUSTAH and other UN agencies present in the country.

<sup>13</sup> In addition to KOFIV's report of cases of rape, SOFA (Haitian Women in Solidarity), a Haitian women's rights organization, reported that from January to June it received 114 victims of rape in its offices; 56 of them were girls. SOFA, *Rapport Bilan 10, Cas de Violence Accueillis et Accompagnés dans les 21 Centres Duvanjou de la Sofa de Janvier à Juin 2010*.

<sup>14</sup> Inter-Agency Standing Committee, *Human Rights in Natural Disasters. Operational Guidelines and Field Manual on Human Rights Protection in Situations of Natural Disaster*, 2008; available at: <http://tinyurl.com/2eaog3u>; accessed October 2010.

<sup>15</sup> Elizabeth Ferris and Diane Paul, "Protection in natural disasters", Brookings-Bern Project on Internal Displacement.

<sup>16</sup> InterAction, *GBV Analysis: Lessons from the Haitian Response and Recommended Next Steps*.

<sup>17</sup> InterAction, *Prioritizing protection in Haiti: Lessons and Recommendations*. Policy Paper, 2 November 2010. Available at: <http://tinyurl.com/26q323p>.

<sup>18</sup> The humanitarian response to the earthquake by the Haitian government, UN agencies and NGOs is coordinated through thematic groups or clusters. This is a mechanism for coordinating humanitarian responses to major emergencies, adopted by the Inter-Agency Standing Committee in 2006. In Haiti, the UN Office for the Coordination of Humanitarian Affairs (OCHA) has implemented 13 clusters: Agriculture, Camp Coordination / Management, Early Recovery, Education, Emergency Telecommunications, Food, Health, Logistics, Nutrition, Protection (sub-clusters: child protection, and gender-based violence), Shelter and Non-Food Items, Water Sanitation and Hygiene.

<sup>19</sup> Haiti Protection Cluster. *Situation Report, June 2010*. Available at: <http://tinyurl.com/2g4rnm5>. Accessed November 2010.

<sup>20</sup> The Gender-Based Violence Sub-Cluster aims to address both immediate humanitarian service delivery and action to prevent and respond to gender-based violence, as well as longer-term development of services, systems, and structures to protect women and girls from gender-based violence. Led by the UN Population Fund (UNFPA), with significant support from UNICEF, the GBV Sub-Cluster in Haiti includes UN and NGO membership (international and national) and the Haitian government.

<sup>21</sup> "While reliable statistics on GBV prevalence or GBV trends are notoriously difficult to collect and validate, anecdotal reports and qualitative assessments of risk factors for GBV point to a clear increase in

what was already an exceptionally precarious situation for women and children in Haiti before the earthquake. Hard living conditions in camps are increasing the occurrence of protection cases, and women and children are further exposed to abuse, exploitation, violence and neglect." UNICEF, *Haiti Monthly Situation Report, September 2010*. Available at: <http://tinyurl.com/335uo2w>. Accessed November 2010.

<sup>22</sup> IOM, Camp Coordination Camp Management Cluster. *Registration update, 15 October 2010*.

<sup>23</sup> The latest reports available to Amnesty International in October show that less than 30 per cent of the camps were managed by an agency. Source: Refugees International, "Haiti: Still Trapped in the Emergency Phase", 6 October 2010, available at: <http://tinyurl.com/25uzns9>.

<sup>24</sup> See UNICEF, "Confronting gender-based violence, and changing perceptions, in Haiti after the quake", available at: <http://tinyurl.com/24d6xpy>; Refugees International, "Haiti: Still Trapped in the Emergency Phase", 6 October 2010, available at: <http://tinyurl.com/25uzns9>; and Jenkins/Penn Haiti Relief Organization, <http://jphro.org/>.

<sup>25</sup> Representative of the UN Secretary-General on the Human Rights of Internally Displaced Persons, *Human Rights of Internally Displaced Persons in Haiti: Memorandum based on a Working Visit to Port-au-Prince (12-16 October 2010)*. Available at: [www.idjh.org](http://www.idjh.org).

<sup>26</sup> CEDAW General Recommendation 19 (Violence against Women), para.24 (t)

<sup>27</sup> Guiding Principles on Internal Displacement, available at: <http://tinyurl.com/kj36hc>.

<sup>28</sup> The *Guidelines for Gender-based Violence Interventions in Humanitarian Emergencies: Focusing on Prevention and Response to Sexual Violence* were first issued by the Inter-Agency Standing Committee in 2005, they are available at: <http://tinyurl.com/299g4nc>.

<sup>29</sup> See, for example, Amnesty International, *Don't turn your back on girls. Sexual violence against girls in Haiti*.

<sup>30</sup> Under Strategic objective H.3. – Generate and disseminate gender disaggregated data and information for planning evaluation – governments must "develop improved gender-disaggregated and age-specific data on the victims and perpetrators of all forms of violence against women, such as domestic violence, sexual harassment, rape, incest and sexual abuse, and trafficking in women and girls, as well as on violence by agents of the State."

<sup>31</sup> See Concluding observations of the Committee on the Elimination of Discrimination against Women, Haiti, 43<sup>rd</sup> session, CEDAW/C/HTI/CO/7, 10 February 2009. Available at: <http://tinyurl.com/25auay9>.

<sup>32</sup> The centre at Fort National was based on the Brazilian model of *Comisaria da mulher*, police stations especially designed for female victims. A second unit was operating at the Delmas 33 police station, which was also completely destroyed in the earthquake.

<sup>33</sup> Gourde is the official currency in Haiti; 1 Gourde = US\$ 0.02 (exchange rate of June 2010).





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## **AFTERSHOCKS**

### **WOMEN SPEAK OUT AGAINST SEXUAL VIOLENCE IN HAITI'S CAMPS**

More than a year after a devastating earthquake destroyed their homes, over a million displaced Haitians are still living in makeshift camps. Tents, sheets and tarpaulins offer women and girls little protection from the rape and other sexual violence sweeping through the overcrowded and insecure camps.

Sexual and gender-based violence were widespread in Haiti before the earthquake, but displacement and camp conditions have increased the risks women and girls face. Prolonged displacement has seen a breakdown in the networks and structures – based on family and community – that had afforded women at least some degree of protection from violence, and support in dealing with its consequences.

This report includes many testimonies of survivors of sexual violence in Haiti's camps. To improve their situation, Amnesty International is asking the new government to establish and implement a comprehensive plan to ensure protection and security for women and girls in Haiti's camps and to put women at the centre of recovery and reconstruction efforts.

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**AMNESTY  
INTERNATIONAL**

